

THE PARTICIPATION OF THE LOCAL COMMUNITY IN THE HERITAGE PRESERVATION

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Abstract

The utilization of heritage buildings in downtown Medan's Kesawan area has become a prime tourist attraction developed by the Medan City Government. Sustainable preservation of cultural heritage is crucial due to its significant benefits for the local community. Before the government's development, Kesawan appeared rundown with many abandoned, vandalized buildings and homeless people occupying them. Qualitative research gathered information through observation, literature study, and interviews with residents, government officials, heritage experts, and site managers. The study found that the Medan city government and related departments did not comprehensively supervise heritage preservation. The Irritation Index (Irridex) theory revealed that the community felt euphoria, showing they were pleased with tourists. Using SWOT, Tosun's typology indicated that community participation was induced and passive, needing encouragement from the government, trusted representatives, and structured involvement.

Keywords: involvement local community, heritage preservation

INTRODUCTION

The Indonesian government is focusing on developing heritage tourism as one of the main destinations to attract local and international visitors. Despite the huge potential of this sector, there are various challenges to overcome. According to UNWTO, cultural tourism, including heritage, accounts for 35-40% of total world tourism and grew by 15% in 2013. Cultural heritage reflects the history, identity and diversity of nations, and plays a role in economic, social and environmental development. Cultural heritage preservation is important for sustainable tourism development and to preserve cultural values for future generations. It creates local employment and income opportunities, and empowers communities, which helps reduce conflict and pollution. However, cultural heritage faces threats such as urbanization, modernization, natural disasters, vandalism and theft. Preservation requires the participation of the government, private sector and local communities, although often communities are not involved in decision-making, leading to

conflict and loss of cultural value. Lack of public awareness, development projects that threaten heritage, and inadequate government management are causes of community inactivity in preservation.

In Medan, the Kesawan area, which is part of the old city, has suffered from damage and vandalism despite its high historical value. The Medan City Government has started the revitalization of this area through Mayor's Regulation No. 24/2021 by establishing the Kesawan Old Town Area Management Agency (BPK2LK). Revitalization efforts include infrastructure improvements, restoring the color of buildings to their original form, and preserving historic buildings. Community participation in preservation is important to overcome vandalism and looting, and to support the conservation of cultural heritage. Irritation Index theory is used to assess community attitudes towards tourists, and Tosun's typology distinguishes spontaneous, induced, and forced participation. This study aims to assess community participation in Kesawan Medan and

strategies to increase it in cultural heritage preservation in accordance with Indonesian Law No. 11/2010.

LITERATURE REVIEW

CONCEPT OF CULTURAL HERITAGE PRESERVATION

Cultural heritage is a heritage more than 50 years old that includes objects, buildings, sites, and areas with historical, scientific, religious, and cultural values according to Indonesian Law No. 11/2010. The Medan City Government identified 93 objects, including 23 in Kesawan, that need to be protected, developed, and utilized to protect heritage and enhance national identity.

STRATEGIES FOR INCREASING COMMUNITY PARTICIPATION

Ahmad and Quinn explain that strategy brings together advantages, challenges, goals, policies, and actions. In tourism, strategy aims to improve destinations and create jobs. SWOT analysis, developed by Albert Humphrey, helps formulate strategies by evaluating strengths, weaknesses, opportunities and threats. Community participation includes ideas, labor, donations, and social activities, with various typologies of participation such as by Sherry Arnstein, Jules Pretty, and Cevat Tosun. Tosun adds that, while the three typologies above can be considered broadly defined, Tosun elaborates his typology through the following characteristics:

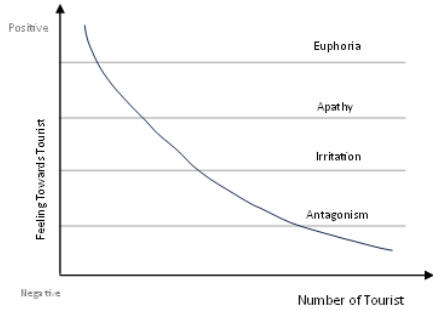
Spontaneous: Bottom-up; active participation; direct participation; participation in the entire development process including decision-making, implementation, benefits and evaluation; authentic participation; done together; own planning; broad participation; social participation. **Induced:** Top-down; passive; formal; largely indirect; degree of tokenism, manipulation; pseudo-participation; participation in implementation and benefit sharing; choice

between proposed alternatives and feedback. **Coercive:** Top-down, passive; mostly indirect, formal; participation in implementation, but not necessarily benefit sharing; choice between proposed alternatives limited or no choice; paternalism, non-participation, high degree of tokenism and manipulation.

CRITERIA FOR COMMUNITY PARTICIPATION IN CULTURAL HERITAGE PRESERVATION

Local community participation is important for the management and preservation of cultural heritage, enhancing social, economic, and environmental benefits, and strengthening identity. In George Town, Penang, the community is involved in preservation through public consultation, cultural celebrations, and training support (Sayed, 2017). Research shows effective participation strengthens communication between government and communities and empowers communities for conservation and socio-economic development (Dewi & Supriharjo, 2013; Naheed & Shooshtarian, 2022). The Irritation Index (Irridex) theory, developed by George Doxey in 1975, describes the changing views of local communities towards tourism.

The Irritation Index (Irridex) theory, developed by George Doxey in 1975, describes changes in local people's views on tourism over time. This model, while based on theoretical assumptions, helps evaluate community views based on Demographics (Pavlić & Portolan, 2016; Schönherr et al., 2023). Irridex includes four stages: Euphoria (support for tourism and cultural preservation), Apathy (reduced interest in preservation), Irritation (concern about the growth of tourism), and Antagonism (dislike of tourism).



Irritation index by Doxey, 1975

Model Indeks Iritasi (Irridex) membantu menilai partisipasi masyarakat dalam pelestarian warisan budaya dengan memahami perubahan sikap terhadap pariwisata. Semakin rendah iritasi terhadap wisatawan, semakin tinggi partisipasi masyarakat dalam pelestarian cagar budaya. Sebaliknya, semakin tinggi iritasi, semakin rendah partisipasi tersebut (Pavlić & Portolan, 2016).

Metode

The research location was Kesawan Urban Village, Jalan Ahmad Yani Medan, which is one of the historical areas in West Medan with many historical buildings. Data collection included primary and secondary data, obtained through interviews, observations, and questionnaires with the community, government, and cultural heritage managers, as well as information from documents such as the Medan Mayor's Decree and population data from Kelurahan Kesawan (Sugiyono, 2019). A probability sampling technique was used to determine the type of community participation, involving the Head of Neighborhood, local community, cultural heritage managers, and cultural heritage experts. To assess the level of community irritation, questionnaires were distributed using purposive sampling to 10 people in five neighborhoods with cultural heritage buildings. The data analysis method was carried out qualitatively descriptively, using the Irritation Index model by Doxey to determine the level of irritation based on predetermined intervals. The highest score is

40 and the lowest score is 10, with a category interval of 4. The results of the analysis show the level of irritation in the categories of Euphoria, Apathy, Irritation, and Antagonism. Data on cultural heritage in Kesawan was analyzed through data collection and mapping and presented descriptively, compared with government views through triangulation. The research area is in the cultural heritage area building which is bounded by; Grand Inna Hotel in the north, Deli River in the west, Railway station in the east and Jalan Palang Merah in the south.

Result

A questionnaire in the form of 10 closed statements was distributed to 10 communities representing neighborhoods that have cultural heritage buildings, the results of the level of community irritation with the presence of tourists in their neighborhood are as follows:

Irritation level	Total	Irritation level criteria
Euphoria	8	Communities show excitement at the presence of tourists and provide a warm greeting.
Apathy	2	Communities provide formal contact as visitors as a source of income.
Irritation	0	
Antagonism	0	

From the results of research on local community participation in cultural heritage preservation activities in the Kesawan area including

protection, development and development, obtained:

A. Protection aspect;

Forms of labor participation in the form of patrol activities at night, every day. For maintenance activities, community service is carried out to clean the residential area including cultural heritage buildings. Forms of property, community participation in the form of security contributions. Participation in the form of food and drinks for environmental cleaning activities. The participation of ideas is not found in the community. Skill participation is not found in the community

B. Development Aspect

Forms of labor participation are not found in the community. Property participation is not found in the community. Ideas are not found in the community. Skill participation is not found in the community.

C. Utilization Aspect

The form of participation of community energy becomes a guide to one of the cultural heritage in neighborhood II. The old mosque in the crooked alley is also still used for worship. Property participation is not found in the community. The participation of ideas is not found in the community. Skill participation is not found in the community.

SWOT ANALYSIS

The results of the research identified internal and external factors in the Kesawan Area community.

Strength: Positive attitude towards the presence of tourists, Enthusiasm with some activities, a sense of pride, multiculturalism.

Weakness: Lack of initiative, lack of knowledge and skills, lack of sense of belonging.

Opportunities: Potential to generate economic and social benefits for the community and city from the area, revitalization project benefits.

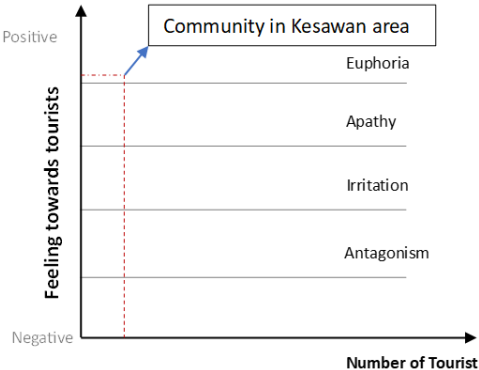
Threat: Vandalism on old buildings.

Research Study

Community Participation towards Cultural Heritage Preservation in Kesawan Medan Area

From the results of distributing questionnaires to determine the level of discomfort of local people in sector II, II, IV VII and VIII in the Kesawan area, a total of 32 local people gave their statements. It has been found that 22 people or 69% of the people living in the Kesawan area feel happy about the presence of tourists in their neighborhood.

This shows that from the four levels of irritation according to Doxey, the feelings of people living in the Kesawan Medan area towards the presence of tourists are positive, indicating that they are at the Euphoria level, as shown in the Irridex model below:



Trend of irritation index of people in Kesawan area

The presence of tourists indicates that the Kesawan area still has appeal and is not forgotten. Despite the position of Kesawan Village in the business center of Medan city, some building owners began to look sluggish, especially starting from the Covid-19 pandemic. Many buildings are empty because business is less vibrant. Building tenants also discontinued their business in the area due to this. After the

Covid-19 pandemic ended, the Kesawan area also experienced development activities carried out by the Medan City Government. The development carried out in the form of drainage improvements, cable planting, pedestrian construction and revitalization of old buildings in the area. This activity takes a long time. Many accesses to enter the Kesawan area are restricted, some roads are even closed, so that their shops are not passed by visitors.

Data on tourist visits to the Kesawan area in 2019 was approximately 50-70 people per day, on Monday to Friday, and approximately 80 to 150 people per day on weekends. But in 2020, visitors decreased dramatically to only reach 100 visitors in a full year. 2021 saw an increase of 5 to 15 people per day. As the COVID-19 pandemic subsided, the number of visitors increased, until 2023 the numbers were close to normal in 2019.

The decreasing number of visitors during the Covid-19 pandemic had a huge impact on the Kesawan community, especially in business areas, where they usually expect visitors to come as potential customers. However, the community still has hope because there are many cultural heritage buildings in the area where they live. These heritage buildings are one of the attractions that bring tourists, especially foreigners, to visit Kesawan. The community interpreted that the high number of tourists would have a good impact on their business. The community also hopes that as a result of the revitalization of the Kesawan area into a tourism object in Medan, with the completion of this revitalization project, business activities in the area will increase dramatically.

In terms of the preservation of cultural heritage from the aspect of protection, the community participation found is in security activities through night watches and maintenance activities in the form of cleaning

the environment. Meanwhile, in conservation, zoning and restoration activities, community participation has not been found. Conservation activities are carried out by managers, city government and organizations or communities.

In the preservation of development aspects through research, revitalization and adaptation activities, regional community participation has also not been found, due to limited knowledge and skills about cultural heritage. So far, those who carry out development activities in cultural heritage are carried out by managers, city governments, organizations and academics.

In the preservation of aspects of utilization through science development activities, it is found in sector II, where the community participates as a guide in the museum cultural heritage. In addition, the utilization of religion for worship in the old mosque heritage of the crooked alley is still running as it should. Meanwhile, the utilization for the development of technology, culture and tourism is carried out by cultural heritage managers and organizations.

From the data generated, the typology of community participation according to Cevat Tosun (1999) the type of local community participation in the preservation of cultural heritage in the Kesawan area is induced participation, participation that is sponsored, mandated and officially supported. This is as found in the community in the Kesawan area, where they carry out their form of participation when invited by the local government, as evidenced in the clean-up activities initiated by the Kepling and the night watch. The community also mandates their participation to others by replacing their role with a form of contribution.

Tosun mentioned that induced participation often occurs in developing

countries, where the role of local government is needed to mobilize the community. What happens in the Kesawan area is in line with Tosun's theory, where the community is willing to participate when moved by the Kepling or Kelurahan through the programs held.

The characteristics of Tosun's typology of participation found in the community in the Kesawan area show the characteristics of **induced participation**, as seen in the following data:

1. Passive participation. The community should be invited to participate in activities that have been planned, designed and controlled by other parties (non-community).
2. Indirect participation. Community opinions are conveyed to individuals mandated by the community.
3. Official participation. Participation that is structured and approved.

According to the characteristics of the irritation index theory according to Doxey and the characteristics of community typology according to Tosun, the results obtained by researchers in the Kesawan area can be seen through illustrations as follows;

Tosun's participation	Doxey's Irritation level	Explanation
Induced	Euphoria	<ul style="list-style-type: none"> • Communities welcome tourists and benefit from tourism. • Communities participate in tourism development as a result of external incentives or inducements and benefits from tourism.

STRENGTH, WEAKNESS, OPPORTUNITY, THREAT (SWOT) STRATEGY

1. Strength Opportunity (SO) Strategy:

Tour activities as tourist attractions in the Kesawan area provide opportunities for local people to participate as tour guides. Hindu market week provides an opportunity for tourists to enjoy the culturalism of the local community. Through these activities it can also provide opportunities for the community to learn, share, and interact with each other and with outsiders. This strategy can foster community pride, identity and cohesion, as well as appreciation and respect for their heritage.

2. Weakness Opportunity (WO) Strategy

Build community-based organizations or associations that can coordinate and facilitate preservation activities, such as cleaning, repairing, documenting, and promoting cultural heritage buildings. These organizations can also collaborate with local governments, NGOs, and experts to seek funding, support, and guidance for their initiatives.

3. Strength-Threats (WT) strategy

- Form a cultural heritage monitoring group and recruit volunteers who are willing to join the group. This group can work with other groups in the neighborhood, such as schools, houses of worship, businesses, or clubs, and ask them to join or support this effort. Assign different roles and responsibilities to volunteers, such as patrolling, monitoring, documenting or educating. Providing tools and resources, such as maps, schedules, contact numbers, or equipment, to help them carry out their duties.
- Providing incentives, such as recognition, prizes, or social events, to motivate and reward volunteers.

- Utilization of social media managed by the community in the cultural heritage area, can also be a means to share information with the rest of the community, through documentation of what is happening in their environment, including threats.

4. Weakness-Threats (WT) strategy

Encourage adaptive reuse of heritage buildings: where community-oriented purposes, such as cultural centers, community creativity spaces or exhibition/sale of souvenirs. This can revitalize the building while preventing vandalism and occupation by the homeless.

CONCLUSIONS

1. Local community participation in Kesawan Medan area according to Cevat Tosun's typology is induced participation.

- The community feels positive about the presence of tourists in their neighborhood.
- The community has enthusiasm for programs related to cultural heritage preservation, which are initiated by the local government.
- The community has no initiative to carry out cultural heritage preservation activities.

2. Strategies to increase local community participation in the Kesawan area through SWOT

- Organize regular events and activities that showcase and celebrate the community's cultural heritage, such as festivals, exhibitions, workshops, tours, and performances.
- Establish community-based organizations (paguyuban) and cultural heritage monitoring groups and recruit volunteers.
- Utilization of social media managed by the community.
- Encourage the reuse of cultural heritage buildings.

SUGGESTIONS

1. Continuous monitoring in preserving cultural heritage in the Kesawan area is needed. Increasing the role of the surrounding community is the most effective way to monitor cultural heritage buildings.
2. In developing the Kesawan Area as a tourist attraction, the Government needs to pay attention to the impacts that will be obtained by the local community, both positive and negative impacts.
3. It is necessary to conduct research with a participatory approach where the community participates in analyzing the performance of the Medan city government, especially after the Kesawan area revitalization activities have been completed.

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