



REFNI YULIA, MERI ERAWATI & NOPRIYASMAN

## Analysis of Policy and Management of Old Town Based-Tourism in Padang City

**ABSTRACT:** The government Padang City in West Sumatera, Indonesia issued a Letter of Decree of Padang Mayor No.3/1998, setting historical buildings amounted to 74 old buildings. Nowadays, the historical buildings keep decreasing, along with the lack of government control and the occurrence of natural disasters, such as earthquakes in 2009. It becomes an irony considering that those buildings preserving stories, cultures, art, and romantic lives. In the past, some of the old buildings were functionally exchanged, and partly it was left neglected and crumbled away. It is needed historical seriousness and awareness from many stakeholders, both the government and the parties of the tourism industry, including Padang society, to develop and to preserve the Padang Old Town tourism. This study is aimed to analyze the policies implemented by the government of Padang City in managing and realizing the Old Town as an asset source of tourism areas. The method used in this study is a qualitative research one, including the stage of observation, interviews, and documentation. The results show that the government of Padang City has implemented several policies to manage and make the Old Town as tourist destination area in Padang, since 1998; but, in the reality, there are still many problems faced, especially related to the ownership status of the old building itself. The building ownership is still controlled by private parties. These conditions are even compounded by an earthquake occurring on 30<sup>th</sup> September 2009, which caused the Padang's old buildings were damaged more seriously and some were even flat to the ground.

**KEY WORDS:** Policy Analysis; Old Town; Padang City; Tourism; Development Planning.

### INTRODUCTION

Revitalization of the old town is a government agenda that must be implemented in order to preserve the old buildings of Dutch colonial heritage. Its presence could be historical lessons for the young generation in order to more highly appreciate the historical values of the nation. Old buildings

of the Dutch colonial government become the historical evidence for the generation that can be visualized as a part of historical remains future.

Padang in West Sumatera, Indonesia, as the heritage city of Dutch colonial, has historical several buildings that must be preserved, because their conditions have been absolutely

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damaged, destroyed, and even it has been replaced by new buildings (Amran, 1986). If this condition keeps going on, all of the historical buildings located in the city will be destroyed and lost its own character. If they are restored and revitalized, like the original ones, it could be a valuable asset for the government of Padang City.

In West Sumatra, a model of old building conservation has been implemented by Sawahlunto City government by making an Old Town of Dutch colonial heritage as a tourism asset; and it also becomes the tourism icon of Sawahlunto city in recent years (Martokusumo, 2008). The moves were made by the government acquires a recognition from international parties by pronouncing Sawahlunto as a part of world heritage from UNESCO (United Nations for Education, Scientific, and Cultural Organization), a process of Sawahlunto Coal Mining City towards UNESCO world cultural heritage. The same case has also been done by Jakarta Old Town by making the Old Town a cultural tour of Colonial and Chinatown was raising up the multi ethnic culture as *Betawi* cultural root (Wardiningsing, 2014).

Building up a historical tourism, based upon the history of Dutch colonial heritage city in Padang, is not an easy and simple thing. There are many things that must be prepared, for example, regulations or policies of the city government, community readiness, and investors. These three basic foundations become a determinant to the success of the project or development. Padang City government, as policy maker, must be responsible for the preservation of Padang Old Town. The policy maker is trying to use many policies to establish a cultural and historical Old Town.

Evidently, the Letter of Decree of Mayor in 1998, therein, stipulated that there are six buildings becoming cultural heritage, namely: (1) *Hoet Tjoe Temple*, which was built in 1897; (2) *Spaar Bank* or *Beuatik Hotel* was built in 1908; (3) *Warehouse* was built in 1980; (4) Building of *Hong Jang Hoo* was built in 1921; (5) Office of *NV Internatio* or now PT Cipta Niaga was built in 1910; and (6) *Okupasi WNA Tionghua* or now Office of Army Detachment.

Letter of Decree of Padang Mayor is intended save the historical buildings. Moreover, the condition of the buildings in Padang Old Town keeps being damaged, destroyed, and endangered. Some factors causing the decline of the old historical heritage are mainly the lack of public awareness, natural disasters, and lack of strict regulation on destruction of cultural heritage objects. It has become a serious problem and more interesting to review; thus, it is the reason to conduct a research on it.

To make the research focusing, the research questions can be broken down into the following here: (1) Why the government of Padang City does not manage the Old Town, as stated in Letter of Decree of Mayor in running its own planning?; and (2) What are the solutions to overcome the problems?

**Theoretical Consideration.** The policy is also often used interchangeably with the term of goal/program, decision, legislation, regulations, and proposal. According to T. Dye (1972), and as quoted also in Irfan Islamy (2009), public policy is whatever government chooses to do or not to do. The main point of a policy is not only of what is being done by the government, but it also includes what is not done by it. The policy, which is not implemented by the government, usually brings a big impact to people's lives (Dye, 1972; and Islamy, 2009:19).

The referred policy on this study is the public policy related to various people or public affairs. Public policy is a part of the guidelines chosen by decision makers to control certain aspects of social problems (Finsterbusch & Motz, 1980). According to E. Eyestone (1977), and as quoted also by Leo Agustino (2007), public policy is a relationship of a government unit and its environment (Eyestone, 1977; and Agustino, 2007:6).

Public policy provides both direction and action on the behavior of the government or policy maker on directing or running a program or project that requires both major and minor decision. The policy chosen by the regional official institutions is formulated in issues of government activities, for example, in the field of defense, education, prosperity, and development.

Sometimes, the programs issued run smoothly, but it is also not a few that the implementation of policy causes conflicts, both vertically and horizontally. The conflict frequently happening is considered as a political issue finally influencing the policy already made or performed. In this study, a policy made by Padang City government is the strategic implementation or development program of the city concerning the historical old buildings, in which the application preserves a direct contact to the citizens of the city.

The heritage could be viewed as something, that is, or may be, preserved from past generations and inherited to the present and next generation. The heritage can be an idea, value, or object. According to Regulation Number 5/1992 and Indonesian Heritage Conservation Charter in 2003, it distinguishes two groups, namely the urban heritage: firstly, material heritage (tangible) and non-material heritage (intangible); and secondly, the urban heritage that includes the built environment and cultural life of the community. Urban heritage as one of the relics or the legacy of the past having an important role in overcoming the problem of loss of diversity or the loss of identity of a city (cited in Priyani, 2007:35).

### THE RESEARCH PURPOSE AND METHOD

The purpose of this study is to find out the core problems of the ineffectiveness of the Padang City government in revitalizing the Old Town and explain the government's efforts to resolve the problems surrounding the old buildings in Padang City, West Sumatera, Indonesia. Preservation of the old buildings has historical value and witness to the presence of the Dutch colonial government in Padang. If it is well-performed and taken care of, it will bring about a new historical nuance for tourism icon in Padang City. It can also be a lesson for the younger generation to appreciate the struggle and sacrifice of heroes, especially the cultural conservationists.

This study implements a qualitative research method. It tries to find out a better understanding of the existing complexities getting involved in human interaction (Marshall & Rossman, 1995). According to E.K. Poerwandari (2007), qualitative research is

to produce and analyze the data descriptively, such as interview transcripts, field notes, drawings, photographs, recordings, videos, and so forth (Poerwandari, 2007). This study is also expected that policies having been conducted by Padang City government and the problems found on the sites to become solutions to be implemented by the government of Padang City.

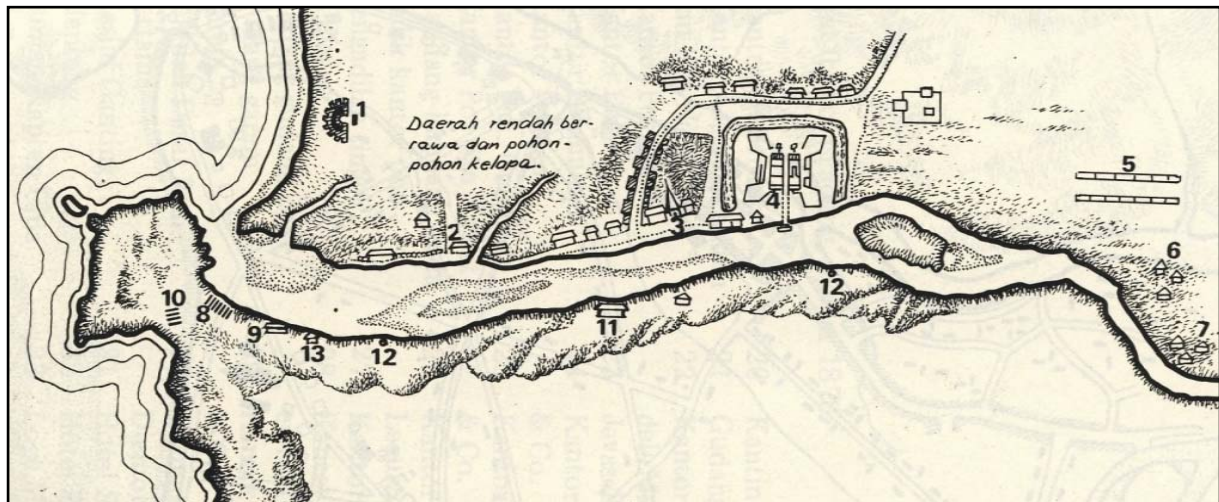
The data collected is by using some appropriate techniques in order to obtain both valid and reliable data. They comprises of primary data and secondary ones. According to Sorimuda Nasution (2000), the primary data are the ones obtained directly from the site, such as the information collected from the research site. The secondary data are the ones obtained from a second hand or from reading materials, such as newspapers, magazines, and government archives (Nasution, 2000).

The techniques of data collection in this study are: (1) *Interview*, the interview technique is performed to obtain clear and valid information on various aspects related to research problems, interviews are also conducted together with several related stakeholders, such as Head of Tourism Department, Member of Padang House of Representative, Head of Regional Development and Planning Board of Padang City, and the societies in Padang Old Town area; (2) *Observations*, data collection is conducted through a participant's observational method, and for research object is the Old Town area that lies down among *Muara Batang Arau*, Padang Chinatown area, and *Pasar Gadang*; and (3) *Documentation*, documentation technique is a technique seeking for written data on related research, such as *Rencana Pembangunan Jangka Panjang* or Long Term Development Planning, *Rencana Pembangunan Jangka Menengah* or Middle Term Development Planning, Strategic Plan, Report of the Padang Tourism Department, and other concerned documents. Selected data were interpreted to be significant facts finally connected to a comprehensive story in the form of a research report.

### FINDINGS AND DISCUSSION

#### *Portrait of Padang City in Colonial Era.*

The Dutch colonialism in Indonesia did not



Map 1:  
Padang at the End of 18 Centuries

only leave suffering or painful history in the heart and conscience of the Indonesia nation, but it also left physical and building heritage in which both are still standing strongly as part of a evidence to the history of the existence of the Dutch colonial government in Indonesia. Almost all of the ports of cities were controlled by the Dutch colonial government in Indonesia ever since. Those cities left physical and cultural heritage that still can be found until now. It also happens in Padang City, West Sumatera. Padang is a strategic coastal city for Dutch colonial government to control the hinterlands of *Minangkabau* that are rich of crop sources (Amran, 1986).

Talking about the Old Town, factually, it can not be separated from the Dutch colonial era. The coverage area included the Padang *Gemeente* or administrative area until the end of Dutch colonial or *Kotapraja area* or Padang city until 1979. From various sources of history, it was stated that the existence of Padang socially, economically, and politically had been initiated since the arrival of Dutch or VOC (*Vereenigde Oost Indische Compagnie*). The presence of VOC in Padang could not be separated from the Painan Agreement or *Het Painansch Traktaat* in 1663 (Asnan, 2007), in which the *Minangkabau* people asked Netherlands for sending out the Acehnese from Padang; and in return, the Dutchmen were rewarded to establish lodges on the

*Cingkuk* island (Mansoer *et al.*, 1970:94).

The lodges, then, were moved to Padang, precisely on *Muaro Padang* area. Lodges had functions as a house, office, or warehouse, or even as a fortress to trade, and public administration and a VOC defense center. It means that the Dutch built Padang as a house, trading, and military camp (Asnan, 2007:1). See map 1.

Based upon the figure of Padang at the end of 18th century, see again map 1, it can be seen that the position of *Muara Batang Arau* was a central and important area during the Dutch colonial government. Evidently, it was also as the construction of office buildings, warehouses, army barracks, and the houses that were mainly located on the area of *Batang Arau*. It proves the importance of the position of *Muaro* or Old Town in the Dutch colonial era (Asnan, 2010).

Padang status, as *gemeente*, was politically issued in 1906, based on *Staatsblad* No.151, 1906. At that time, Padang started to decline. It was because the coffee, which was a main commodity of economic resources could not be expected anymore, and eventually it could be said that it was over. Commercial activities in Padang City were also keeping down. It was even worse in the second decade, and in the 1930s. The shipping cruise inter-ocean activities started to shift their sailing to *Selat Malaka*, along with the shift of trade flow to the



East Coast of Sumatra Island (Amran, 1986).

**Padang City in a Present Context: Policy Direction.** The historical traces of the Old Town area of the Dutch colonial period in Padang City can still be found. In independence era (since 1945), the areas are known as *Muara Batang Arau*, *Pasar Gadang*, *Pasar Batipuh*, *Pasar Mudik*, *Palinggam*, *Pondok*, *Kampung Jawa*, and seashore area. Those areas fall into a single administrative area of Padang City located in *Padang Selatan* and *Padang Barat* sub districts. These areas become a center of culinary and electronics businesses as well as religious tourism in Padang City.

*Pondok* area becomes a mainstay of Chinese ethnic religious tourism. It is because there is *Klenteng* used as praying house among Chinese ethnic in Padang City. *Pondok* is well-known as *Pecinan* or Chinatown area of Padang (Colombijn, 2006:294). In addition, it is not far from the temple, there is a mosque standing named *Mohammadan* mosque also known as *Keling* mosque.

The revitalization process of Padang Old Town is started from the restoration of the buildings of Dutch colonial heritage. The old building restored was Indonesia Bank building located exactly next to the *Siti Nurbaya's* bridge. The *Klenteng Pondok* of area along the stream of *Batang Arau* is an area of cultural heritage. According to Regulation No.11 in 2010, the heritage area is a nation's cultural wealth as a form of thought and behavior of human life important to understand and develop the history, science, and the culture in the life of society, nation, and state (cited in Sekdakot Padang, 2012). Therefore, the Padang City government tries to conserve and manage appropriately through the protection, development, and utilization in order to promote national culture to the overall prosperity of the people.

The preservation of Padang Old Town is performed through a revitalization pattern, in which there are conservation-preservation as part of the city design to maintain the culture physical heritages of the past that have historical values and architectural aesthetics. These efforts are the target of environment preservation in order to keep

the original condition and prevent the damaging process. The efforts can be made by restoration, rehabilitation, and reconstruction. An overview of policy and Padang City government's efforts in conservating the Old Town building can be followed in the following description:

**The Fundamental Policy of Determining the Heritage and Historical Buildings.** *Muaro* area of *Batang Arau* on the Dutch colonial period became a center of government, politics, and trade. This area was a pioneer of Padang City. By developing the *Batang Arau* area, it could be a step forward of Dutch colonial government in controlling *Minangkabau* areas. Dutch colonization in Padang and *Minangkabau* became more obvious. At this time, a concrete manifestation of Dutch colonization can be seen from the buildings of past civilizations with a wide variety of architectural forms of the buildings built in different periods of time. *Muaro* area of *Batang Arau* was called a laboratory of the past history about the development of Padang City and also became an important part of further development of Padang City.

The China town, is also known as *Pondok* area of Padang City, was the pioneer of authority, economy, and trade of the Dutch colonial period. It is no surprise that there are many multi-ethnic villages developing, such as *Kampung Nias*, *Kampung Keling*, and *Kampung China* (Erniwati, 2007:41). The existence of these villages have already given out a particular uniqueness for the establishing of Padang City in past until now. Structure and the past history of China town or *Muara Batang Arau* are very rich with historical value. That is why it is maintained and preserved by the government as a characteristic of a city of colonial heritage.

Organizing and preserving Padang Old Town is not easy thing to do, because it requires a lot of things and all elements of society that must be involved and be part of the city revitalization. The government, as the main element, is fully responsible for the existence and preservation of Padang Old Town. The effectiveness of duties and responsibilities of the government depends on the strict actions against owners of older



**Picture 1:**  
Muhammadan Mosque or well-known as *Mesjid Keling*  
(Source: The Researchers' Private Collections)



**Picture 2:**  
Half of Dutch Colonial Ex-Buildings that Have Been Broken Because of Earthquake in 2009;  
and Now, the Functions Have Been Changed as Warehouse  
(Source: Researchers' Private Collections)

buildings, particularly private parties who are not concerned with the historical value of the building itself. Moreover, there is no concession to renovate the buildings, the old buildings that they have occupied.

Structuring the Old Town should synergize the three main elements, namely: local governments, investors, and public. The local government acts as a policy maker, regulators, and supervisor. Investor acts to perform construction of the development and

management (Real Estate Management). While the public acts as the owner of the business activities, providing for public services, and shelter (Ngini, 2011:40).

***The Efforts in Managing the Heritage Buildings and Historical Areas.*** Revitalization and restoration efforts of historical buildings in Padang City are important part that can not be negotiable any longer. Therefore, Padang City government, through the Tourism Department of Padang City,

continuously takes an important part in realizing the revitalization of the Old Town. The development and revitalization tug of war about Old Town do not only leave the story among the towns people, but it is also a serious concern of academicians, research institutions, and historians, both regional and national.

Padang City government, as the responsible party for the problems of the Old Town, has actually issued several decisions include:

**First, Padang Mayor Decree No.3 in 1998.**

The Mayor's Decree of Padang No.3/1998 on Encoding of Processing of Old, Colonial, and Historical Buildings in Padang Municipality. By following up the Letter of Decree of Mayor, the encoding process and survey of colonial buildings are conducted in Padang City (Sekdakot Padang, 1998).

Based upon the data obtained in the field, it is stated that there are 74 buildings belonging to the old buildings, in which it should be protected, for example: *Gedung Komite* or called City Hall of Padang; *Rumah Keluarga Ang*, now it is called Ambacang Hotel; Church of GPIB; ELS (*Europesech Lager School*) Padang; MULO (*Meer Uitgrebrich Leger Onderwijs*) Padang; Dutch Soldiers Housing; Dutch Official Housing; *Puri Swedari*; Dutch Resident Housing; House of Dr. Woworuntu; Occupation of Indonesian Citizenship of Chinese; *De Java Bank*; Office of the Governor of West Sumatra; Geo Whry & Co.; Warehouse of Bersumy Wehry; *Nederlands Indische Escompto My*; *Spaar Bank*; *Klenteng of Hoet Tjo*; *Rumah Tinggal* (House) of *Ang Sia*; Mosque of Muhammadan; *Mesjid Raya* (Great Mosque) *Ganting*; Catholic Church; Frater HWISS; German Consulate Office; and Dutch Colonial ex-buildings, in which it had been destroyed by an earthquake in 2009. All the ex-buildings of Dutch colonial government heritage had been set as as heritage buildings that get special attention interest and programs of local government (Sekdakot, 2014a). See pictures 1 and 2.

The next step taken by Padang City government is to socialize heritage buildings to the owners. Socialization efforts are not easy, because most of the Dutch colonial heritage buildings are owned by private

parties or individuals. These ownership conditions have an impact on efforts to revitalize Padang Old Town, because it must involve the private parties acting as the owner of the building (interview with Respondent A, 3/7/2015).

The earthquake, occurring on 30<sup>th</sup> September 2009, destroyed several buildings and took many people's lives. Damage also occurred in several buildings that had been designated as heritage buildings. About 46 buildings out of 74 historical buildings were severely, moderately, and slightly damaged. The buildings damaged and destroyed were due to the age of the building and abandoned.

The destruction of cultural heritage buildings in Padang, which is supposed to be a witness the history, invited a serious attention from various parties, such as BP3 (*Balai Pelestarian Peninggalan Pusaka* or Preservation House for Cultural Heritage) of Batu Sangkar, BPPI (*Badan Pelestarian Pusaka Indonesia* or Preservation Body for Indonesian Heritage) of West Sumatra, BPNB (*Balai Pelestarian Nilai Budaya* or Preservation House for Cultural Values) Padang, PUSARKENAS (*Pusat Arkeologi Nasional* or Center of National Archeology), researchers from universities, historians, and culture analyst. All of the relevant parties proposed to Padang City government to save and revitalize the historical buildings and partially damaged immediately (interview with Respondent B, 10/7/2015).

It is in line with the Regulation of the Minister of Culture and Tourism No.64 of 2009 on Guidelines for Post Disaster Management of Old Object. The steps taken cover three phases, i.e. emergency response, conceptualization, and rehabilitation (Kemenbudpar RI, 2009). All of these steps have been done.

**Second, Local Regulation of Padang City No.4 in 2012.** Based on the Local Regulation of Padang city No.4 in 2012 about the restructuring plan of Padang City area, concerning on RPJMP (*Rencana Pembangunan Jangka Menengah Padang* or Middle Term Development Planning of Padang City), for 2010-2030, describes the potency developed to support the space structuring of Padang City area for next 20 years (Sekdakot Padang, 2012).



Some of the potencies can be seen as follows: (1) the function of Padang City as the capital of West Sumatra Province; (2) the roles of Padang City as a center the good collection-distribution of surrounding areas; (3) Padang City is as the core of Padang metropolitan and its surrounding areas; (4) the availability and completeness of facilities and infrastructure services, both regional and national; (5) the strategic and historical values of Padang City; and (6) the availability and quality of appropriate human resources (Sekdakot Padang, 2012).

A great tourism potency of Padang City from historical tourism, culture, and nature tourism view-point, if it is developed and packaged well, it will make Padang as a new tourism destination in Indonesia, especially in the area of the West Coast of Sumatra Island. Other effort to realize Padang Old Town as a historical tourism area, after the earthquake in 2009, is taken by conducting seminars and workshops involving all relevant stakeholders, such as government, private sector, academics, culture analyst, and society (interview with Respondent C, 17/7/2015).

Following-up the program and policy of Padang City government is to make *Muara* as a tourism icon that has been started since long time before the Mayor's Regulation in 1998 (Sekdakot Padang, 1998). It is characterized by constructing bridge of *Siti Nurbaya* in order to connect *Muara Batang Harau* with *Gunung Padang* since 1995. The bridge construction, finally called *Siti Nurbaya's* bridge, aims to facilitate the access from *Muara Batang Arau* to *Gunung Padang*, and then it is continued to *Pantai Air Manis*, and ended at *Teluk Bayur*. Yet, until right now, the new bridge construction had been completed and the construction of a connecting road has not been completed.<sup>1</sup>

At the time of Mahyeldi Ansarullah took office as a Mayor in 2014, some attempts to revive and revitalize the tourism areas in Old Town of Padang had been re-stated and even became the main tourism agenda. It could be seen by focusing Padang Old Town as a main part of the improvement of Padang City

<sup>1</sup>See, for example, news on "19 Tahun Jembatan Siti Nurbaya" in magazine of *Indonesia Raya*. Padang, West Sumatera, Indonesia: 14 December 2014, pp.4-5.

Tourism in 2014.<sup>2</sup> Padang City government is serious about seeing the case and it is proved by holding a contest the architecture of the Old Town in collaboration with the IAI (*Ikatan Arsitek Indonesia* or Association of Indonesian Architects) through the theme "Developing the Integrated Tourism Areas or KWT (*Kawasan Wisata Terpadu*) in March 2014 at Hotel of Inna Muara Padang".<sup>3</sup>

Padang Mayor planned to realize the vision of "education, trade, and tourism city with a prosperity, religion, and culture". Therefore, the government seriously does construction with the ideal and strategic concept. The first step of Padang City government is to hold a competition for planning of KWT (Integrated Tourism Areas) of *Gunung Padang*. KWT covers five strategic areas, namely: Padang Beach, Old Town Area of *Batang Arau*, *Siti Nurbaya* Bridge Area, *Gunung Padang* Area, and *Padang Air Manis* area (interview with Hervan Bahar, 24/7/2015).

Hervan Bahar, Head of Regional Development and Planning Board of Padang City, explained that the results of the competition held by Padang City government should be followed up through the synergy of all stakeholders, both government and the public and also private sectors. The construction will be funded by the Central Government, Province, and investment (interview with Hervan Bahar, 24/7/2015). The best design must be followed up and applied its construction by combining all of funds and working ability from the existing elements.<sup>4</sup>

There are several concepts on restructuring areas of Old Padang Town that are carried on the theme of restructuring, in which it is considered as the core of solving problem for the areas. The restructuring concept of the areas can be seen in the figures 1 and 2.

The utilizing planning of Padang Old Town, as seen on the figures 1 and 2, shows

<sup>2</sup>News on "Disbudpar: Tiga Objek Wisata Prioritas" in newspaper of *Haluan*. Padang, West Sumatera, Indonesia: 5 May 2014, p.9.

<sup>3</sup>See news on "Gunung Padang Dibenahi: 11 Karya Wisata Terpadu Disayembarakan" in newspaper of *Padang Ekspres*. Padang, West Sumatera, Indonesia: 28 November 2014.

<sup>4</sup>News on "Sayembara Arsitektur KWT Gunung Padang: Pemkot Serius Benahi Pariwisata Kota Padang" in newspaper of *Padang Ekspres*. Padang, West Sumatera, Indonesia: 28 November 2014, p.19.





Figure 1:  
Concept Scheme of Restructuring Planning for Klenteng Area



Figure 2:  
Scheme of Utilizing Planning of Padang Old Town

that there are a number of corridors to be developed into heritage areas. The corridor of historical heritage areas consist of first corridor: striped with red lines, started from *Jalan Samudera* to *Simpang Cokro*; second corridor: striped with blue lines, started

from *Simpang Cokro* to *Jalan Kelenteng*; and third corridor: striped with yellow lines, started from *Kelenteng* to *Batang Arau*. In all three corridors, the government plans to establish a variety of facilities and tourism complementary of Padang City, such as hotels,

*superblock*, a multi-purpose building, the main building, and pedestrian lanes (interview with Hervan Bahar, 24/7/2015).

Hotel construction aims at a resting area for tourists, who come to *Pondok* area and stay there for few days. *Superblock* has a function to collect various activities in order to revive on the Old Town area and increase the economic income of the people living in the area. The activities are like shopping in souvenir shop, hanging out in cafe or restaurant. The multipurpose building becomes a hall that can be used by surrounding people around and also Padang City government to organize events that require spaces at *Kelenteng* area. Pedestrian lane is used for pedestrian to take a walk, because the area is quite narrow. The pedestrian lanes are needed to make the pedestrians comfortable and easy to walk on the area (Sekdakot Padang, 2013).

Based on the scheme and the restructuring plan of KWT (*Kawasan Wisata Terpadu* or Integrated Tourism Areas), Padang City government hopes that all relevant stakeholders will be mutually-synergized to realize great and sustainable plans. KWT aims at preserving the Old Town area functioning to support the tourism areas to revive the railway station of *Pulau Air*. Additionally, Marina port having been planned by the government since Fauzi Bahar took office as the Mayor of Padang to realize it soon.

KWT is expected to become a magnet for cultural tourism, history, art, and maritime. *Gunung Padang* area, based on the Padang City government, through the Department of Tourism in collaboration with the Regional Development and Planning Board of Padang City, is made as a tourist destination which is equipped with various facilities, such as cable cars, water games arena, hotel or motel, and other public facilities (cited in Sekdakot Padang, 2014b:114).

In principle, the efforts to revitalize the Padang Old Town as a tourism destination area are favorable. Tourism as one of the driving sectors of the economy that can be a solution for the government in promoting the economic development. The tourism sector is not only focusing on certain economic groups, but it can reach the grassroots economy. Communities

around the tourism object can set up various economic activities, such as venue, services (transport, information), stalls, and so on. These activities can increase people's income so the unemployment rate can be reduced.

Culture and history tourism potency development is one of the tourism destination alternatives. Cultural life atmosphere that is far from modern life gives a different impression to tourist. Development of heritage-based tourism is very appropriate to do in Padang City, where it has been implemented by several cities in Indonesia, such as Jakarta, Bandung in West Java, Yogyakarta, and Semarang in Central Java (Sugihartoyo & Widagdo, 2010; and Prakosa, 2011).

The tourism sector is one of the mainstay sectors of Indonesian government to generate the foreign exchange. Therefore, the utilization, development, and management and financing of tourism areas should get serious attention from the government by involving the government institutions, related stakeholder and participation from the whole society in policies and program to be taken (Nandi, 2008).

## POLICY ANALYSIS

Various existing problems and policy failures have been used as an excuse by government officials and Tourism Department of Padang City to revitalize the Old Town. Part of the reason is to decrease in the number of tourist visits, undeveloped of tourism industry, limited of tourism product, delayed of construction of facilities or infrastructure of the Old Town, and the condition of the Padang Old Town of Padang is getting worse (Rinaldi, 2011).<sup>5</sup>

***Padang Old Town before Earthquake in 1998-2009.*** During the era of Mayor Zuiyen Rais, the starting point of improving Padang Old Town became a part of historical tourism. The Mayor issued a Letter of Decree of District Head Level II Padang No.03 Year 1998 on the establishment of Heritage Buildings and Historical areas in Padang Municipality (Sekdakot Padang, 1998). After collecting the data of old buildings in Padang City, it was

<sup>5</sup>See also, for example, news on "Revitalisasi Kota Tua Stagnan: Rp 7 M Benahi Pantai Airmanis" in newspaper of *Harian Pagi Padang Ekspres*. Padang, West Sumatera, Indonesia: 23 Agustus 2013.

stated that there were 74 old buildings, colonial buildings, and historical objects in Padang municipality that were protected and included as cultural heritage buildings. The government undertook a program of socialization of cultural heritage buildings to the building owner. The program ended up here by replacing the Padang Mayor with Fauzi Bahar.

At the time of era of Mayor Fauzi Bahar, a plan of Old Town restoration was re-implemented. The first step issued was the restructuring program of Padang Old Town with the concept of KWT (*Kawasan Wisata Terpadu* or Integrated Tourism Areas). Fauzi Bahar wanted that *Siti Nurbaya* tourism area, Padang Old Town, and Padang Beach became interesting tourism areas and being icons of Padang City. This plan was in line with the program of Marina Port and Padang Bay City, where it was predicted to be a mega tourism project in Padang City. However, the project also failed and unrealized well, because of the earthquake in Padang, on 30<sup>th</sup> September 2009.

**Padang Old Town after 2009 Earthquake until Right Now.** The earthquake in Padang, on 30<sup>th</sup> September 2009, had already made the condition of the Old Town even get worse for 46 old buildings categorized into heritage buildings were severely, moderately, and slightly damaged. Padang City government does not do a direct improvement. As a matter of fact, it invited a team of experts from Japan to conduct seminars and formulation of the revitalization of the Old Town. The government also made a comparative study to Germany about a model for Old Town restructuring that was appropriate for Padang. This government program only came into a plan (Sekdakot Padang, 2009). It could not be followed up, because Fauzi Bahar era was over.

Padang City government has been continued by Mahyeldi Ansharullah, since 2014. As a first step of Mahyeldi Ansharullah and the team, they did a comparative study to South Korea for the restructuring of Old Town. In addition, Mahyeldi Ansharullah also worked with the IAI (*Ikatan Arsitek Indonesia* or Association of Indonesia Architecture) to organize a contest on a model for the restructuring of Padang Old Town, where it will be realized as KWT (*Kawasan Wisata*

*Terpadu* or Integrated Tourism Areas). The new plan, which is even the stage of contest, has not been realized yet.

Based on the existing objective conditions, it can be analyzed that:

Firstly, there is no a Master Plan for the Development of Regional Tourism or RIPPDA (*Rencana Induk Pengembangan Pariwisata Daerah*), functioning as a detailed and comprehensive blueprint document of Old Town Tourism. The existing documents are still limited and not covering the strategic pattern, such as development strategy, growth patterns, the structure of the tourism industry from time to time, development framework, and a planned development for future.

Secondly, there is no a clarity about the measurement of tourism performance. Today, the tourism performance is evaluated by publications of existing tourism indicators, such as from economic side covering the foreign exchange, own-source revenue, investment rates, and employment. Another aspect, which is also important, is the potency of physical or non-physical attractiveness of tourism destination area covering security, orderliness, cleanliness, beauty, coolness, hospitality, and memories. In addition, the aspects of social and cultural impacts become a standard of tourism performance.

Thirdly, coordination of cross-sector activities is still unclear. Padang City government has a problem still with the ownership status of old buildings, which is still privately owned and can not be switched into the government ownership or with a special permit building license.

The presence of complex problems in Padang Old Town tourism is because there is no intensive socialization of tourism to all parties concerned. It gives effects that there is no a common vision and understanding of the tourism core problems that are more dynamic, multidimensional, and complex. In addition, the weaknesses can be seen in the development of Padang Old Town in term of concept of product packaging and marketing. It can be seen from the unavailability of tourism packages that package Old Town tourism to be a city tour, which is a well-organized and attractive.



For a comparison in an effort to realize Old Town to become a tourism area, the government can emulate the policies conducted by DKI (*Daerah Khusus Ibukota* or Special Capital District) Jakarta government on implementing the structuring of their old city. The initial effort was to create a SWOT (Strength, Weakness, Opportunity, and Threat)'s analysis. Furthermore, the new work program was drawn up for the short-term, medium-term, and long-term (*cf* Sugihartoyo & Widagdo, 2010:75; and Prakosa, 2011).

## CONCLUSION <sup>6</sup>

Revitalization of Padang Old Town area is urgent to do by Padang City government in West Sumatera, Indonesia. Therefore, it is necessary to take immediate policies that ultimately lead to the formation of Master Plan of Tourism Development for Padang City. The development of Padang City tourism is systematically directed to the management and regulation of all integrated and sustainable components, both physical and non-physical. An integrated tourism management for Old Town area requires the support of all components of society and policy makers.

The development of Padang City tourism is merely directed for convenience, subsistence, and welfare of the city through various aspects, such as economics, social, culture, and technology that lead into a tourism attraction for cultural, historical, and social tourists. Revitalization of Padang Old Town attracts tourists, both local and international, to visit Padang City so that Padang becomes a tourism destination that focuses on the specifics of the Old Town.<sup>7</sup>

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<sup>7</sup>**Statement:** We, hereby, declare that this article is our own scholarly work; so, it is not a product of plagiarism, due to all sources that are cited in this article, we have shown in the References. This article is also not submitted, reviewed, or published in other scholarly journals yet.

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**Padang City in West Sumatera, Indonesia**

(Source: <http://kabarita.co>, 28/9/2016)

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