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## Planning for Urban Conservation in the City Centre of Palangka Raya toward Indonesian New Capital City

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# Planning for Urban Conservation in the City Centre of Palangka Raya toward Indonesian New Capital City

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**Abstract.** Urban conservation planning ensures that the cities of the world with unique structures, places and districts sustain in their irreplaceable role to earn the characteristic of its vibrant life, culture and society. The aim of urban conservation in Palangka Raya promotes urban living character through a strong sense of history, cultural vitality and continuity, including esthetical quality, the values of daily urban quality which is not merely focused on monuments alone. Therefore, at first, this research investigates its urban region, urban space, urban context, urban structure and conservation regulation to identify the material object of preservation. Then, in order to guide urban conservation planning in Palangka Raya, a method for making judgement offered a basis comparison on aesthetically and historically assessment of its urban potential. Using critical comparisons between existing and urban conservation theories, it has concluded some references. This approach has grasped that Palangka Raya needs find its heritage as a basis element to proclaim how important this city in the future. This method could be applicable to assess the other cities to preserve. The method of this research based on descriptive and qualitative analyses.

**Keywords:** urban, conservation, space, palangka-raya and planning.

## 1. Introduction

Palangka Raya is one of the cities in Indonesia, founded in 1957. Previously, it is a village called Pahandut, chosen as the result assembly of the Central Kalimantan province formation. At that time, Pahandut became part of South Kalimantan province that used to be a part of a kingdom of Banjar. Actually, Banjarese, according to historical documents, mentioned that they began to settle on the banks of the Kuin River near the Barito river delta around the 16th century. The Dayak said that they were as *uloh-masih* referring to Malays people. As a delta resident and the largest port, Banjar society took opportunity to become a merchant of river [1]. Of course, some houses and ornaments in Pahandut are largely influenced by the style of Banjarese. Yet, the development of the city was slowly but surely, demolished those old housing styles by the new one, which promote irregular wooden houses. Moreover, people who live nearest the Kahayan River were dominated by low-income people who did not pay attention to the style of housing and the legendary of site where they have settled. So that, those locations have thrived as irregular housings and local government facing many difficulties to renew those urban areas.

On the other hand, in 1957-1960s, when Palangka Raya initially developed as the capital city of Central Kalimantan, the late modern architecture introduced as government building style includes governor house and government servant housing. Actually, Palangka Raya owned a special character



of its pattern as a capital city according to some articles and urban planning documents in Bandung Institute of Technology [2]. Its space, place making and linking which are still exist until now as a proof of the first urban planning implementation. Unfortunately, the unknowledgeable government who had made decision at that time demolished of those sites and buildings one by one. Impacted, the city lose her historical buildings and some first urban planning records. Indeed, historical city centres made up of buildings, infrastructure and streets representing different periods that create various cultural and urban layers [3]. So , in order to get sustainability, Palangka Raya does not lose throughout of its urban historical proof and in term to get better hubs of urban life activities, conservation should be proposed in planning, particularly, on its urban historical elements. Furthermore, it will be supporting Indonesian government within promotes Palangka Raya to become new city capital of Indonesia in the future according to Ir. Soekarno [1].

## 2. Urban Conservation Aims

The aim of urban conservation in Palangka Raya promotes urban living character through a strong sense of history, cultural vitality and continuity, including esthetical quality, the values of daily urban quality which is not merely focused on monuments alone.

## 3. Urban Regions

Planning at the urban and regional scale involves many factors such as: the feasibility of regional transportation and circulation to the city centre and others [4,5]. Palangka Raya is physically introduced into two kinds of spatial carry out, first development as an urban area and the second as a village which is surrounded by rainforest and river. In the city centre of Palangka Raya includes space and linkage that promote interrelation among three kind poles of development. South Pole is correlated to the hubs of Banjarmasin and national park of Sabangau that most largely situated areas in the South side. North Pole is connect to some regencies as well as to East Kalimantan province. And West pole is connect to some cities in the west part of Kalimantan such as Pontianak and Kuching in Sarawak, Malaysia. Meanwhile, the city centre is the first urban embryo of Palangka Raya. Most of those cities and regencies can be reached by road transportation and river conveyance.

## 4. Urban Space

Urban space generates reciprocity on forms, activities, buildings, and places around it, where all types of urban living have emerged and developed [4,6]. In old Palangka Raya, there is a big circle as the city centre, rounded by government offices. The most prominent building in there is the Isen Mulang palace.



**Figure 1.** Betang Tumbang Malahoi in Kahayan. [7]



**Figure 2.** Betang Tumbang Gagu in Katingan. [7]



**Figure 3.** Betang Tumbang Apat in Barito. [7]

This building is the only one palace for governor house that ever built in Indonesia around the 50s. So that, on the Isen Mulang palace, the urban role of archaeological conservation is almost proofed in. Apart from some problems of planning and circulation, there is no refuting the importance of the main historical existence for living in the city [8,9]. The Isen Mulang palace was the first building that constructed by Indonesian Government as a sign of Palangka Raya as the capital city of Central Kalimantan province.



**Figure 4.** Isen Mulang Palace, front view (2019).



**Figure 5.** Isen Mulang Palace, Kalteng anniversary, behind view (2019).



**Figure 6.** Isen Mulang Palace after tempest (Antara Kalteng, 2015).

Opposite to the palace, existed the first governor office, which is now, redesigned being a parliament house (DPRD). City centre at that time, was linearly followed the Kahayan river flow, people houses and the first city centre of Pahandut were exactly situated on the riverbank of Kahayan. Hence, Palangka Raya first idea facing the river but in the future, Palangka Raya is twirl the city orientation by hiding the river behind, as it happen today.



**Figure 7.** The first governor office of Central Kalimantan province in 1957-58 [1]



**Figure 8.** The governor office of Central Kalimantan province after 62 years



**Figure 9.** Main entrance of the old governor office [1].



**Figure 10.** Main entrance of governor office in 2019.

The old governor office is a reason for people of Central Kalimantan starting to live in urban area. Indeed, the urban way of life is a unique human achievement. People enjoy a multinational consensus and some reasons for living in the cities. Public space serves through the built volumes as to become touchable entity, defines quality of life and urbanity feel [10].

## 5. Urban Context

In the middle of the 20th century, architecture tend accentuated on individual buildings as works of art, at the expense of building context. Urban conservation pursuits to maintain and revitalize, establish infrastructure network, circulation function and its regulation, roads and public space, as the context needed of urban space life [4,9,11]. Palangka Raya as a new city, at the first time, cope many difficulties in its development due to the city situated in the centre island of Kalimantan. The only available transportation at that time was river conveyance. This happen until the late of 80s, near the

first decades of 90s, road system in Palangka Raya have connected to all cities in Kalimantan. What is the influence impact to the urban context? People slowly left behind the river transportation shifted to the road system. Pahandut as the first occupied village and all housing on the riverbanks are not place their orientation to the river anymore. In other words, the first idea of Palangka Raya has been left behind.



**Figure 11.** First general work office in Palangka Raya in 1957-58 [1].



**Figure 12.** Now this building has sporadically changed its facade and its room function (2019).

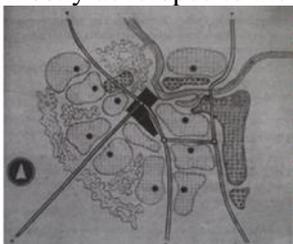
.The conservation attempt to preserve the communal legacy is a continual scale, and not sporadically spreading out in a single example. The conservation rules, regulating of heights, proportions and detail, as well as allow adaptation [3]. How large it will be? Take a look at figure (4A and 4B; 6A and 6B), this is it that Serageldin [3] reported to World Bank regarding historic cities and sacred sites? I think not. The building has transformed to the other styles which is unknown exactly but still standing on the same location with the little bit same structures.

## 6. Indonesian Regulation about The level of Conservation.

The policy obliges as a basis in which other system, such as rehabilitation, restoration or renovation are based [3]. The Ministry of Public Works and Human Settlements of the Republic of Indonesia number 01/2015 rules that cultural heritage is a material cultural heritage in the form of cultural heritage objects. According to law no. 11 of 2010 concerning cultural heritage Article 1.1 (a) mentions: cultural heritage objects are fabricated, movable or immovable in the form of unity or parts, or the rest, which are at least 50 years old or represent a period of distinctive style and represent periods of at least lack of 50 years, and are considered to have important values for history, science and culture. Cultural heritage objects must be preserved. Hence, the city centre of Palangka Raya which has owned ages more than 60 years should conserve according to those regulation.

## 7. Urban Structure

The series of public feature creates unique structures that are defined physically and geometrically. After the urban network is seen, the regularity of the network that appears becomes attention. After that, it makes the main definition about distinguishing between groups from various geometric networks. This is related to problems such as building density, repetition and height [10,12]. Palangka Raya is mostly developed to the west side with one or two storeys building and horizontally spreading.



**Figure 13.** Palangka Raya urban network plan in 1957 [1].



**Figure 14.** City Centre, urban network in 2000s so many differences between the old plan and new implementation of Palangka Raya. (Google Maps, 2019).

In this sides, there are thrived several settlements such as Rajawali region, and PERUMNAS region. Each region connected by main road system such as Rajawali Street and Tjilik Riwut road. In the west side, RTA Milono road on the east side that connected some housing sites and main trading area of the Seth Adji Street has developed linearly, grid and leapfrog model.

### 7.1. Urban Network: The district

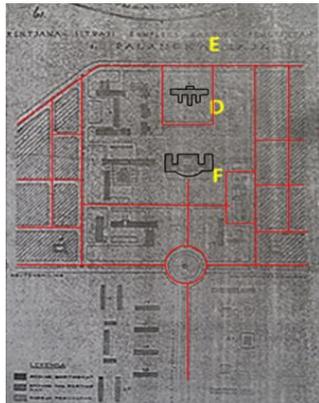
Actually, district is a type of neighbourhood that each region incorporates various properties within its structure. It is important to recognize the limits of each district, the links to its surroundings and city, as well as the extent of change or possible change in the future [13]. Concurrent to it, Palangka Raya can be seen as several districts as its development structures for instance Rajawali district with its surrounding, Seth Adji area, Darmo Sugondo and its market area, Yos Sudarso and its area. Palangka Raya has developed to become network urban area since initially development (see fig.7 and 8).

**Table 1.** City Centre of Palangka Raya conservation potential matrix form to assess urban conservation potential of a site.

CONSERVATION POTENTIAL					URBAN MIX
Character definition	Locality Sense	Internal relation	Style and design	Material and methods	
Hilly, old location, etc.	On the riverbank of Kahayan, etc.	Origin soil Peatland	plat dome, etc.	sand and clay, etc.	<b>LAND</b>
Big Circle, Old Building and Soekarno Monument	Betang, a Traditional longhouse of Dayak, etc.	Governor Palace, Governor Office	End of modern style (Modern Art Deco), etc.	Brick, Concrete, Iron wood, etc.	<b>BUILDING</b>
Streamline art decoration	Architecture Heritage	Modern art deco detail	Façade (windows, door), etc.	Wall and roof, etc.	<b>USE</b>

### 7.2. The Block

There are several blocks in the city of Palangka Raya. The first, is the government office block; the second is educational block then followed by residential area around the city. A block is a coherent formation composed of small physical units. The block is more cohesive than a neighborhood, due to contains joint ownership and a proximal legal relationship between the factors that make it [10,14]. Looking at the old Palangka Raya and new one, both of them have the same characteristic but the new version is more complicated than before. Many buildings have changed its function and in addition new networking have raised in reaching their urban function such as Kinibalu street (C), Panjaitan (A) and Katamso (B). Albeit, the largest impact of the new development in old of Palangka Raya is building structure such as old governor office (D) and Soekarno monument (E). Of all building that have changed its position and function, the only Isen Mulang Palace that still standing until now (F), maybe several times damaged yet re-built as it looks before.



**Figure 15.** Palangka Raya city centre block in 1957 [1].



**Figure 16.** Urban block existing in 2019 (Google Maps 2019).

*7.3. Division of the Block*

The biggest block in Palangka Raya is residential area approximately 70% [15]. The city centre is the premium location for government servant housing. Block divisions produce the smallest units of land division (into plots) defining building limits and often causing some repetition of its building form [16]. This arrangements or regularity based on the needs, neighbourhood relationship, laws and mutual agreement. It will deem succeed if it can withstand the test of time, otherwise it will disappears [10]. As it occurs in Palangka Raya, some functions of the city centre buildings have disappeared following some reasons of developments. Actually, in Palangka Raya primary urban elements are streets and squares. Secondary ones are monuments, special districts; Nature is comprised of open space elements such as parks and recreational areas but none of these elements properly established until now. Hence, it can be assessed in table 2.

**Table 2.** Matrix for Structure Assessment (Structure Potential) in Palangka Raya.

URBAN PROFIL RELATED TO THE URBAN MATRIX						
SITE: PALANGKA RAYA						
URBAN MIX	Network	District	Blocks division	Primary elements	Secondary elements	Nature
LAND	Geometrical	Palangka	Public Use	Soekarno Monument Land	Big Circle land	Kahayan river front view
BUILDING	Late modern architecture	Palangka	Public Servant Office	Isen Mulang Palace,	Old Governor office	Governor place square
USE	City centre	office	Government Office	Palace of Governor	Parliament House	City parks

**8. Assessing the Potential for Urban Conservation**

In order to guide urban conservation planning in Palangka Raya city centre, a method for making judgement gives a basis comparison to other, similar site as well as some items for aesthetic and on historical value assessment [10,17]. (See Table 1 and 2). There are five criteria and questions to ask in assessing urban conservation potential on a particular site in Palangka Raya.

*8.1. Definite character of the city setting and site boundary clarity.*

This is a measurement of the extent to which boundary and structure recognized as urban elements, such as city squares, parks, side streets and elements of nature [10]. As identified, the city center of

Palangka Raya bordered by main street surrounding and the big ring street in front of the Isen Mulang Palace as a sign and as a symbol of government power. Peter Eisenman [13] have identified why Palangka Raya to become a city in Central Kalimantan or if not false it will become new Indonesia capital city. These three fictions including **representation** of meaning why this city ought to conserve based on the **reason** that in 1957 Soekarno promoted Palangka Raya can replace a capital city of Indonesia at that time. This **historical** moment was recorded on the monument of Soekarno in the city center of Palangka Raya.



**Figure. 17.** Building Typology in City Centre of Palangka Raya, one of a number of factors considered in the analysis used as the basis of a building conservation program. A. Large unit (Isen Mulang Palace and old Governor Office); B. Medium unit (Pahandut Village) ; C. Individual (Official housing); D. Small Volume (Soekarno Monument); 1B Large Unit (Lake Seha); 2B Large Unit (Flamboyan dock) (Google Maps, 2019).

On the other views, Juhani Pallasmaa [10] focuses on architecture that is not losing of mental dimension as play with form, the illusion of elementarism, architecture as imagery and illusion, and multisensory experience. However, as Schumacher [13] mentioned that the character setting can arise through destroying in the name of progress, the creation of economic obsolescence overrides all others and urban form is seen as possessing a life of its own, irrespective of use, culture, and economic conditions. Therefore, Schulz [13] has given task to the character setting as more general and more concrete concept than space. As it occurs in the city centre of Palangka Raya, as urbanity, initially developed using late modern architecture setting but nearly disappeared for today.

### 8.2. *Locality and sense of place.*

This task is a measurement of the site's regional and local character, atmosphere and its urban spaces, with links to the context of the city. Historical associations, scenic views, fusion with some defined issue, shade, comfort, feeling of local importance, vegetation and relation to the topography, are all contributing factors [10]. Look at fig.11 pictures how scenic the city of Palangka Raya with it's around such as, river, forest and vibrant life of its citizen. Moreover, in 70s around D and B1 was location of Bekantan habitat (reddish local monkey) and Lake Seha. But now it is disappear due to massive development of informal land and river siltation. So, as Norberg-Schulz [13] declared that place is evidently of an integral part of existence. In this case is old Palangka Raya. It is also supported by Kenneth Frampton [13] by mentioning that it tends to be concerned to the new paradigms with grounded came from the regional context rather than a spontaneous production of vernacular object. it has changed authority's conception about the city. Compare to Tuan [18] who had written that people everywhere people feel they are the most important person. Hence, their existence and their decision, are rules that should be obeyed, moreover if they are leaders on certain regions. It represents to the old governor office and the Isen Mulang Palace. Main entrance is put in the middle of the buildings as also represents the locality sense architecture (Betang) and centralised urban form of Palangka Raya.

### 8.3. *Internal Space, Proportion and Relations*

This concept is assessing the connections of urban space created by the volumes of the built environment, as internal continuity of functions and uses. The site examined will have to prove recognized relation between structures and spaces, guaranteeing the understanding of the environment,

at the public and urban advantage [10]. The internal relations imply special proportions between the various built volumes and the spaces created. In this criterion, the urban space is fully appraised [13]. Mary C. Mean [16] views the internal relation in conservation planning tend to look as heritage areas of form in which the urban designer and the town reside in. This point includes issue of density, zoning, and the community character. It is also connected to the patterns of the regions where the municipalities demand the spaces as a hybrid approach to planning and urban design. But the most important from all of those spaces is raising the local consciousness and pride.



**Figure 18.** Palangka Raya monument, in this space, used to be existed five pillars as represent of some regencies that firstly supported Central Kalimantan province, standing behind Soekarno monument. Then, it was added eight pillars as sign of new resolution regencies when autonomy regulation implemented in 2001 (source: 2019).

It can be arisen from story-telling, making building and landscape come alive by interpreting program, walking tour, folk life festivals, etc. Meanwhile, Rob Krier [16] looks the internal relationship as a committed clear of its legibility both geometrically characteristic and its aesthetical quality that allows the external space as urban space. It can be seen as the relationship between the square and the street, typology of urban space, modulation given to spatial space, the influence of building section in urban space, elevations, and intersection on street and square. Those concepts are also supported by Allan B. Jacob [16] who declares a great street should help creating community, facilitating people acting, achieving people harmony which cannot happen alone. So, he proposes a place for people can walk with some leisure's, physically comfort, quality that engage the eyes, etc. This concept imply the relationship between the monument and the regulation that represents the planning and urban design idea when it is implemented at the Soekarno monument in Palangka Raya (see figure 9). Or as Mary C. Means mention, as the hybrid monument.

#### 8.4. *Style and Design.*

This idea creates an instrument to record the evaluation of overall design that prevalent on site approach, character and style, comprised of buildings, land and uses. The site should reflect a good level of reciprocal as related to architectural style and design of structures. Due to instantaneously esthetical rationale will come into play, so the design should involve proportions and silhouettes, not only detail but also art. [16] This principle as Camillo Sitte [13] proposed the style and design as the relationship between building, monument and public square which is the only one place receive the monument. Sitte looks style and design as able to create in, promote the picturesque, richness, geometrical, and adding the background in it. Meanwhile, Zucker [16] sees a traffic as a centre, the present and future as it has been for the past. The style and design in a square is a three-dimensional, a parvis and square as a market. Zucker also categorizes the style and design on the square as closed square, dominated square, nuclear square, group square and amorphous square. The Isen Mulang palace used to promote the late modern architecture styles but unfortunately some governors had given its ideas to makeover several materials and cavities on this building with new styles that they were never know at all what they had done. As Gordon Cullen [16] mentioned, if the Isen Mulang palace standing alone in the isolation area how come it will be known as the most prominent building in Palangka Raya. It can be a node or a landmark as Kevin Lynch [16] said refer to the city image (or just a silhouette) if exist in urban area.

8.5. *Construction Methods and Materials.*

This is measurement of the level of the performance is achieved by an authentic building technology. A high degree processing and use of materials according to architectural specifications is apparent, with the ability to implement a defined building technology [16]. Dianne van der Reyden [19] sees the method and materials in urban conservation tend to follow the comprehensive program and interrelated with some keys functions such as, preservation administration, duplication, environment control, collection maintenance, conservation treatment, research and education. On the other hand, Matero [20] views the primary objective of conservation is cultural heritage protection from damaging and losing. Then, seeing the artefact and sites are separated from its past by the present of the historical consciousness. This method is also supported by Munoz [21]. He mentioned that conservation object should be followed by understanding about meaningful of object, subjectivity, intersubjectivism and functional of conservation. Therefore, to accommodate all of those ideas, the summary matrix contains the full range of criteria and factors of an existing situation, in the form of urban conservation profile of Palangka Raya (see table 8 and 9). The right side contains the structural elements, reflected in the urban and zoning. The left side contains the relevant sum of the conservation components to keep, in a hierarchical order and in detailed urban mix. On the left, one can mark the qualities that need the reinforcing, changing or elaborating.

**Table 3.** Relative Conservation Make-Up Components.

<b>Character definition</b>	<b>Locality sense</b>	<b>Internal relations</b>	<b>Style and design</b>	<b>Methods and material</b>
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Max: 20% each totals 100%; Estimated total conservation potential = 87% [19]

**Table 4.** Urban profile related to the urban mix in Palangka Raya.

<b>URBAN PROFILE RELATED TO THE URBAN MIX</b>											
<b>SITE: THE CITY OF PALANGKA RAYA</b>											
<b>Conservation Potential</b>					<b>URBAN MIX</b>		<b>Structure Elements</b>				
<b>Character Definition</b>	<b>Locality Sense</b>	<b>Internal Relation</b>	<b>Style and Design</b>	<b>Method and Materials</b>		<b>Network</b>	<b>District</b>	<b>Block Division</b>	<b>Primary Elements</b>	<b>Secondary elements</b>	<b>Nature</b>
<b>3% +5%</b>	5%	5%	1%	0%	<b>LAND</b>	Geometrical	Palangka	Public use	Monument land	Big circle land	Kahayan River
<b>7%</b>	6%	4%	4%	4%	<b>BUILDING</b>	Late Modern architecture	Palangka	Public servant office	Isen Mulang Palace	Old governor office	Gov. palace square
<b>4%</b>	3% +5%	0% +6%	0% +5	2% +8	<b>USE</b>	centre	office	Governm ent office	Palace of governor	Parliam ent house	City park
<b>Legend</b>	Total Potential		Present state	%		<b>Legend</b>	still	change	change	change	State at present
	Present	Future	upgrading	%	<b>Degree of influence on conservation</b>						State in future plan
	48%	81%	Subtotal Max	<b>29%</b>	Need conservation in planning						

In this simulation presents the character definition to increase +5%, the locality sense upgrade to +5%, Style and design increase to +5%, the internal relations achieve to +6% and method and materials increase to +8%. As the result to this conservation, value to maximum 29%. Therefore, the total potential achieved 81% from the total amount of maximum 87%. If the total amount of each

relative conservation make up components is 20%. Looking at the table (Table 9), we can increase the other components to make up of our urban conservation according to our business plan in the future.

## 9. Conclusion

If Palangka Raya refuses to response the conservation plan that deemed 29 % of their development, consequences, the first initial buildings in the city centre will disappear in the future. In order to increase its present potential degree become 100%, government should develop plan for conservation follow its potential items. The citizen of Palangka Raya and local government should take into account in present situation to develop of old Palangka Raya as a heritage city. It is not only to preserve the monuments but also to take care in its building materials, styles and its characters to achieve cultural vitality and continuity of urban vibrant life. Identification is a set of values such as character definition, locality sense, internal relations, style and design, as well as methods and material, in order to find a strong quality of space of the city centre including esthetical qualities. Planning is not always the same at the first initiation when it is implemented for real. Moreover, after more than 60 years, if some values of the urban still stand eagerly, depicting that certain urban areas need a lot of attention into conservation programmes. Looking at Palangka Raya now, it is impossible to replace capital city of Indonesia because historically planned of Palangka Raya is still more or less as same as it's initially developed. Although it is only 29% of its development have thrived, it doesn't mean that planning for urban conservation in the city centre of Palangka Raya has no implemented at all. As we look back to figure 6A and 6B while the old functions is not suitable for new one, the old one is left. In order to conserve Palangka Raya city centre which is representation of meaning why this city ought to conserve based on the reason that in 1957 Soekarno had promoted Palangka Raya can replace a capital city of Indonesia some time later. This historical moment was recorded on the monument of Soekarno in the city centre of Palangka Raya. Isen Mulang Palace and old Governor Office are representation of locality sense of the traditional architecture (Betang), a sign of symbol of the most important place. It is supported by the big circle in front of them to strong its articulation space. Soekarno monument is a hybrid monument which is a representation of the urban design proof and the urban planning implementation. Sooner or later, all cities and urban areas in this globe will be preserved as it looks today, to remain of our existents in the world and to sustain of our legacy or forget it at all. This study can be used for other cities in term to conservation planning.

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