

The Urban Heritage As a Cultural, Social and Economic Asset

Peter van Dun
Robert Docter

The Ministry of Welfare, Health and Cultural Affairs, the Netherlands

Introduction

History is an important resource for the cultural, social and economic development of cities. The historic urban fabric provides an identifiable and livable environment. Every city has its "time": its own history, legible in the unique combination of urban structure, functions and building types: all specific environmental factors that enable us to identify the place in space and time. This identifiability, being an essential condition for a well-tempered environment, is eroding rapidly these days.

After the second world war towns all over the world have grown explosively. In industrialized countries this is due to the economic growth (mainly in the service-industry) and the increasing population and prosperity in urban areas. In developing countries, the urban growth is due to migration and post-colonial economic development (shift from agriculture to the industrial and trade-sector, with a concentration in urban areas).

The constantly improving traffic connections and means of communication have lead to an increasing independence of economic development. Local circumstances, distances and physical barriers are of decreasing importance. Especially in the commercial and service industries the place of settlement is becoming more or less independent of communication and transport facilities: the head office does not have to be in the same place as the factories, warehouses and dockyards anymore.

The consequences of this growth are noticable: uncontrolled urbanisation and social and economical expulsion-processes are the inevitable symptoms. Increasing condensation and monofunctionality, buildings in the business centre rising out of scale, traffic-congestion, they all lead to an increasing erosion of the historic urban fabric. Under economic pressure, the environmental identity is often overruled by international architectural standards. Unlimited growth leads to administrative and infrastructural uncontrolability, cultural disorientation, estrangement and how paradoxical it may seem social and economic pauperization. And even if the historic city center has been resored, the result is rarely more than a scenery for the well-to-do inhabitants or foreign tourists.

The urban internationalisation process bears the seed of its own decline: on the one hand the local amenities were the reason for the settlement of international business and tourist facilities, on the other hand this development is steadily destructing the amenities. This paradox is comparable with some developments in the field of regional tourism. An attractive town or region gains attention, the roads are improved, hotels are built, more and more provisions are made for a steadily growing number of tourists and visitors, until as a result of these interventions the attractiveness of the place has vanished and the tourists go to another unspoilt location, leaving a havoc of ruined hotels, enterprises and a spoilt environment. The historic urban environment should be protected from being the victim of its own success. The

historic towns and regions should be fostered, without unnecessarily frustrating the normal economic growth. It will be necessary to find a balance between the conservation of the existing city and the development of the new. Such a directed development seems to be unattractive for a quick and easy profit, but on the long run it will turn out to be the most profitable. Therefore it will certainly not scare off bona fide investors. On the contrary, they will be attracted if the local authorities appear to be serious on the subject of keeping and safeguarding the urban amenities. A local policy with regard to the future value of the historic city will prove to be of social and economic profit.

The present cultural, social and economic structures are based upon the historic development. Together they form the (historic) identity of the city. Future developments should continue this identity and not disturb it. To maintain acceptable living-conditions and an identifiable and lasting living-environment in the long run, it is necessary to formulate and maintain a restrictive development-policy, based on continuity of the present environmental qualities. The historic urban heritage can be an asset of inestimable value for that purpose. A responsible urban development therefore will always be a combination of urban conservation and management on one hand, and urban renewal and (re)development on the other.

This manual intends to give the outlines of an integrated approach to planning the historic urban environment and to give recommendations and points for attention concerning the preparation and execution of a policy in that respect.

In part II an example is given, how a strategic approach as described in part I can be designed in practice: the Jakarta Kota area in Indonesia.

Surveying the Historical Identity

Although the phenomenon of "quality of the urban environment" is receiving more attention in the past few years. To this date no method has been developed

through which a desired quality policy can be organised and supported in a substantive way. In the Netherlands the Historic Buildings and Monuments Act does mention the possibility of protected townscapes with the obligation of drawing up a development or land-use plan. Such obligation can be explained as an instruction to the municipality to establish a relationship between the quality of urban design and functionality. On this behalf many urban renewal schemes were started in the late sixties, taking the cultural identity into account.

The "revitalisation success" of many historic centers shows that it is most certainly possible to restore the inhabitability and functionality of impoverished settlements while retaining, if not reinforcing, the recognisability and identity of the existing living environment. This shows that a substantive policy is not only favourable for cultural preservation, but even acts as a stimulus for cultural creation. And it shows, at any rate, that a political desire for environmental improvement can be successful if it has strong political commitment and is expressed in the form of a practical instrument for an implementation policy. It thereby makes use of the physical planning instruments. Introducing the historical dimension into physical planning is mainly intended to utilise the cultural identity of a landscape or a settlement as a potential for new development. A professional analysis of the existing cultural values, problems and potencies then is needed.

One of the guiding methods in the Netherlands was designed by the Ministry of Culture and the Ministry of Housing and Physical Planning. This method started from the existing socio-historical, structural and architectural values of cities and villages, and related this to the necessary improvements or renovations.

With regard to the mentioned urban renewal of historic centers, the following can be remarked. Although the first

concern of urban renewal was the improvement of the impoverished living conditions, in the old city centres it also stimulated the preservation of the historic urban fabric and building structure. To support this urban renewal of historic centers, the government provided the municipality with a "historic interest map" (see fig. 2)

This "historic interest map", showing a cartographic representation of the cohesive cultural-historical values, was combined with other inventory data. Together with:

- * the technical quality of the building stock;
- * current use and functional zoning;
- * clearance or redevelopment areas;
- * public works;
- * draft development plan;

a synthesis map could be drawn up, resulting in a concrete program for rehabilitation. In this manner the historical value became a stimulus to carry out high quality urban renewal which included preservation and

(re)development, not only of dwellings, but also of other building categories like warehouses, churches, public works, public housing etc. It included also the establishment of small-scale business and the development of new architecture.

Inspired by the positive effects of this improvement of historic city centres, inspired also by the rather simple implementation method, it must be possible to develop a similar system for environmental quality management today. Such policy should be aimed at land development, urban planning and architecture; in general it is aimed at redesigning the present urban environment.

With regard to practical implementation this means that the cultural component should be an inseparable part of the planning process on various scale-levels, from regional to local. This cultural component can be introduced on a cartographic basis, as shown above.

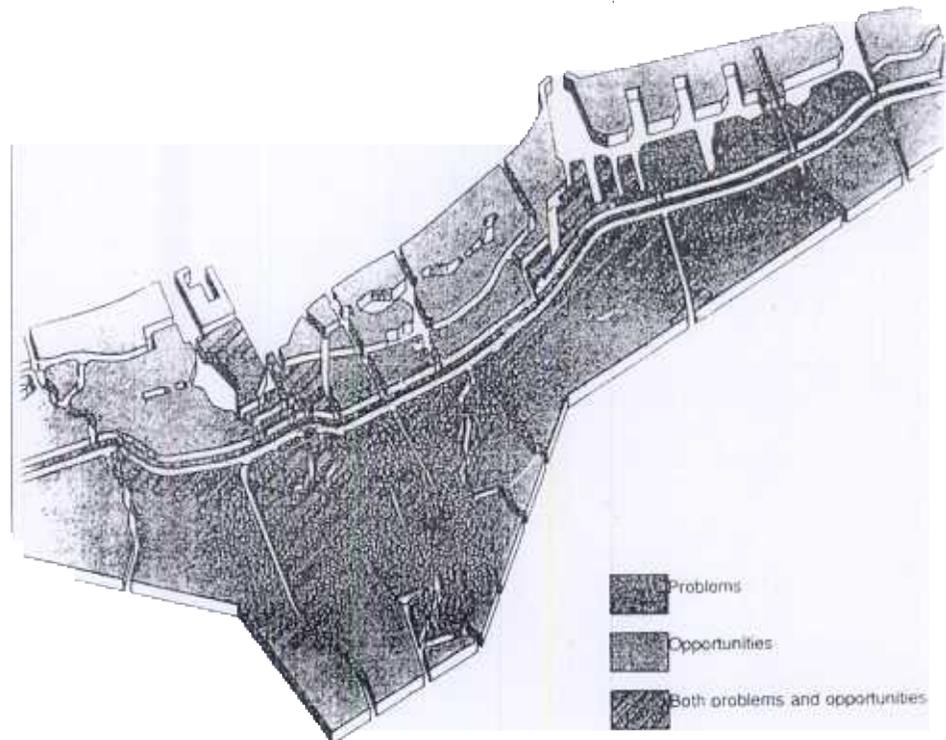


Fig. 1. Regional Survey of problems and opportunities (Source: Steef Buys in "Ruimtelijke Verkenningen 1990")

Formulation at the regional planning level will be primarily directed at land development (both urban and rural), infrastructure and the stimulation of new opportunities as far as they do not affect the identity of the area. A cultural historical survey or analysis of a region must at least encompass:

- * an analysis of the geographical structure and the socio-economic use of the land;
- * analysis of special features, infrastructure and landmarks;
- * analysis of the socio-economic utilization and structure of settlements within the area;
- * representation of special features such as openness (visual lines, silhouette effects), accents, specific archaeological data;
- * opportunities and risks of the cultural identity in the light of the desired socio-economic development.

The municipalities are responsible for the shaping and regulating of development opportunities. Here too the incorporation of cultural values in the earliest stage of the process is of importance. The regional analysis can be completed to be fit for the municipal planning level with:

- * the socio-economic and socio-cultural structure of different townparts;
- * the physical structure of the different townparts;
- * architectural qualities.

Although analysis will preferably take place at the structure planning level, it should be detailed to the development plan level. Development plans are at this stage of great importance because they indicate the economic feasibility of the quality policy. An analysis of strengths, weaknesses, opportunities and threats concerning the area must be carried out in addition to the cultural-historical analyses. A specific model for urban development should be based on the (re-)use of existing cultural values (including listed buildings). In addition

to the development opportunities and risks of the existing values, the plan should also be based on technical, social, functional and financial-economic feasibility. All these factors in combination offer a basis for an integrated development policy.

This integrated policy includes the restoration or redevelopment of economically unprofitable components. Unremunerative components in the plan could be supported with grant aid. Quality planning must achieve political commitment through approval by the municipal council. The execution can be regulated by executional and esthetic quality planning.

Integrated Planning

Introduction

Integrated planning is not a luxury. Investing in ad hoc projects without systematic planning however can be a waste.

Taking into account the cultural and economical potencies of the existing building-stock, is neither a cheaper, nor a more expensive solution for the urban development, if compared with a tabula rasa situation. However, it does permit the retention and strengthening of the existing social, economic and cultural infrastructure. Capital will always be a scarce good, but an active planning-policy, together with a durable commitment of the authorities, can create confidence in a healthy financial return on the long run.

In view of the current philosophy on the conservation of historic buildings and urban areas, creating an economic link between quality management and urban development is of the utmost importance. Designating the appropriate instruments and encouraging creativeness in this respect should be subject of today's urban development policy.

Integrated planning of the historic environment means to stimulate, influence and steer future developments, according to democratically, accepted



Fig. 2. Survey of the historic interest

strategic goals and by making optimal use of the amenities and the cultural identity of the place. A stable and continuous policy is essential for a successful planning.

Planning Strategy

After the survey of the historic urban development has given insight in the city's cultural identity (see chapter 2), and a diagnostic analysis of the present situation has given insight in the current urban processes, it is possible to formulate a general vision on the city's future development. All parties concerned (the population, the business-community, the authorities) must agree

on the chosen course from the beginning. And, what is even more important, all parties concerned must be motivated to collaborate. The people's and the investor's confidence in the future development can only be gained by creating a sound future perspective by strategic integrated planning. Every investment, every development should be of mutual interest: all parties should benefit. Every private investment in the built environment should return something to society.

To define the social, functional and spatial objectives of the city's future development in general, a development

plan has to be drawn up. The development plan is the first step to be made in the physical planning process, and is meant to give an outlook on the spatial effects of the community's view on future development in outlines. Depending of the scale of planning or the local authority's jurisdiction, the development plan can cover the region, the urban district or the city.

Of course, there will be many possibilities for future development, with regard to the different townparts as for the urban district as a whole. A choice will have to be made between the various options. Then it is possible to formulate the aims and perspectives for the different policy-sectors: population, economy, infrastructure, natural environment and built environment.

For instance: using the historic potential of the city to stimulate tourism, means planning modern hotel-accommodation in or close to the heart of the city. But it also means providing good connections (to the airport and other tourist-attractions in the region) and securing public safety. Without these basic conditions tourists will not come. The goal "attract tourism" thus can be translated into the necessary spatial and administrative conditions that have to be taken into account. On their turn, these conditions must be confronted with the social and spatial capacity of the historic urban structure, to be able to make a decision on the future development to pursue, starting from the principle of cultural continuity.

For another example: the attraction of international business means the need of space for (high-rise) office-buildings close to the city-centre, excellent connections and communication-facilities, high-standard residential and educational provisions and a sophisticated cultural supply. All these facilities, if not present, have to be realized without disturbing or damaging the historic environment. Therefore it is important to be fully alive to the spatial effects of the goals intended on the environment and the potential conflicts with the historic structures and identity.

The goals must not be too ambitious, leaving enough room for moderate housing and small business in the beginning and for a gradual growth in other sectors.

Urban Conservation

As far as urban conservation programmes are concerned, the following levels of intervention can be distinguished:

Redevelopment: Slum-clearance and demolition of not retainable buildings, followed by reconstruction and reorganisation of the area, according to current needs. Inevitably this brings along radical social and economical change in the district concerned. The pauperization-process will often be moved to another place.

Renovation: Adaptation of the present environment (built up area and public open space) to current needs and new functions, using the architectural characteristics.

Restoration: Repair of the present buildings and open space, for appropriate functions, conserving the architectural details.

One should always strive for a rational and well-balanced mixture of conservation (redevelopment renovation and restoration) and renewal/(re)development, to continue the pluriformity of the environment in space and time. The municipality should not only play an active role in planning, but should also provide in an active and consequent urban management policy.

Urban Renewal

In many cases it will not be possible to preserve the existing (historic) urban environment. Either the technical, economic or social circumstances may be an impediment, or the needs of functional growth exceed the capacity of the present urban fabric. It is important that the new architectural developments are related to the cultural historic characteristics and of high quality

standards. There is no sense in preserving the historic inner city, if the surrounding areas are left to fend for themselves. The decline of areas in the urban periphery can cause harm to the inner city. Therefore an integrated approach (a multi-track policy) is imperative. A number of conditions can be distinguished that is of vital importance for the realisation of the required architectural and urban quality: finding and using opportunities for durable development (based upon an analysis of the local characteristics), a development or land-use plan to provide a legal framework for executing and maintaining the architectural quality policy and permanent maintenance and public service. And last but not least: local politicians should be ambitious with regard to quality management.

Architectural Policy

The authorities can improve the architectural climate in different ways. First of all by setting an example. A large amount of money is invested every year in buildings by commission of the government. And for an even larger amount the government plays an important role as a partner or as supplier of finance. The government (or municipality) therefore can influence a substantial segment of the building production, in its role as a client, as the provider of capital or grants, in a supervisory capacity and as the authority that makes rules and regulations. Legislation and regulations can be of substantial influence on architecture. Many interventions in the daily living environment are the direct or indirect result of government commissions. Schools, government buildings, roads, viaducts, bridges, hospitals and public utilities could all be an expression of the quality awareness of the government or city council. Only if the authorities live up to a certain standard in that respect, they can demand the same from the private sector.

It is advisable to appoint a supervisor that can play the role of "architectural conscience". He can provide advise on projects commissioned by the state, the

choice of the architect and to the architectural and urban aspects of the building plans.

What goes for the central government and the role of the Chief Government Architect, goes for the municipality as well: many buildings are commissioned by the local authorities or influenced by them. Think for instance of the enormous amount of housing projects, urban extensions, public utilities etc. The municipality is the authority that gives the building permits and that is responsible for an esthetic control. It is in fact the key-person in controlling architectural quality.

By far the largest and most important building sector in which the authorities are involved, is public housing. This sector is pre-eminently fit to practice the architectural quality ambitions. Even on a minimal budget, it is often possible to obtain more value for money. Many architects show daily that it is possible to achieve high standard architecture on a low budget. Besides, as a rule good architecture means a cut-down on the maintenance budget. Practice shows that good buildings, which are appreciated by the users and the public, are less damaged or filthy than other buildings. Many cities have shown that an inhospitable environment can cause feelings of discomfort. That the opposite holds good as well, is slowly getting across the architects, townplanners and politicians.

Besides the measures mentioned, there is a range of activities and provisions to improve the architectural climate.

For instance, not only the authorities play an important role, but also all individual principals and other private clients (professional and non-professional ones) are of great influence on the quality of the actually realised architecture. They need to be convinced of the importance of good and quality conscious behaviour in the building market. Therefore they need reliable information before they start building, on such topics as preliminary research,

the building programme and – last but not least – the choice of architect. The authorities could supply the necessary information and documentation for clients in the private sector.

Another important target group is the general public. The general public is confronted with the architectural environment every day. Therefore seek to stimulate public involvement, for example by using exhibitions, TV programmes and educational courses to inform the public about the latest developments in architecture and town planning.

And then there is what is probably the most essential party: the architect. To improve the quality of architecture, one must obviously devote attention to the education of architects. Students who have completed recognized architectural courses, must comply with the requirements for admission to the profession as laid down in legislation. In this way title and profession can be protected.

Preparing an Operational Plan

In conservation areas a rather simple method of planning the necessary interventions can be followed. The objectives and contents of an operational plan may vary considerably, depending on the character of the area. The preparation of an operational plan is based on the same survey-results that were used in connection with the spatial development plan.

Plans may vary in scale and do not all have to supply information in the same detail. Many of the buildings in a conservation area may be structurally sound, in which case an operational plan will only be necessary to a limited extent. It will then be sufficient to prepare a “miniplan” for such buildings as are in poor condition and require restoration or improvement. In such cases there is no need to lay down a detailed policy for the whole area.

The essential data are:

- * the significance of the present buildings for the historic identity of the area;

- * the quality of the public open space and its significance for the historic identity (if relevant);
- * the technical condition of the buildingstock;
- * other structures or public works of historic interest (if relevant).

It is usually rather simple to combine and synthesize these data into a survey of the interventions required:

- * Buildings that have to be renovated or restored, or only minor improved;
- * Buildings ineligible for restoration that must be demolished. The plan will indicate whether or not a new building is to be developed on the site;
- * Premises and spaces that should be assigned a change of use;
- * Restoration of public works.

The operational plan can also include an expropriation or purchase map, showing the premises that the municipality will have to purchase (compulsory or voluntarily). This can be the case if they are not eligible for restoration and should be demolished, or if they are in defiance of the historical identity of the area and should therefore be redeveloped or rebuilt.

A Municipal Council Decision

In order to obtain political commitment it has to be clear which areas are to be designated as conservation areas and what kind of renewal policies are to be applied to them. This may take the form of a council decision, laying down the municipality's intentions with regard to urban renewal. Although such a council decision may be taken before the development plan as a whole has been completed, a start should obviously have been made, to be able to monitor a coherent plan of operations.

Of course the municipality cannot give full details of what is going to be done, particularly if the decision is taken at an early stage in the planning process, but if maps showing the current state of affairs are available, the council should

be able to express its views on the following points, which may in a later stage be included in the preliminary spatial development plan or the synthesis maps as mentioned above:

- (1) Which sections of the street pattern are to be maintained and which have to be adjusted to new demands;
- (2) Which buildings are to remain and which are to be demolished (with rough indications of the intended use of the premises);
- (3) Gaps in the street-facades that will have to be filled in, and the general purposes to be assigned to new buildings. The position of future building may be indicated roughly, without further details;
- (4) The intended use of any large spaces, which may be the result of the demolition of existing buildings.
- (5) The architectural and urban quality that is to be strived for.

Esthetic Quality Management

The esthetic quality of the built environment can be organized and planned for a long time now. Many towns are experimenting nowadays with new forms of integrated quality planning and management, including conservation and aesthetic building control. A municipal architectural policy can be seen as an important means for achieving an integral quality development. On the basis of an analysis of the existing course of affairs, it can systematically be indicated in what areas of (local) government action improvement of the quality of the environmental planning or architecture can be achieved. All policy sectors which are connected with building processes or in some way influence the quality of the urban area will be involved. Moreover, it is necessary to involve the market parties (such as principals) in the policy too. Such things as cooperation with housing associations and project developers, but also initiatives to increase public interest can be of help. It is expected that the presence of a well thought out policy instrument will promote public discussion on quality aspects.

The most important objectives of aesthetic quality management are:

- * the determination of the intended environmental quality and perception value;
- * providing a legal basis for the implementation and maintenance thereof.

In order to achieve a consistent and widely supported quality vision, it will not only be necessary to conduct a thorough preliminary study, but also, and particularly, to carry out an intensive debate in the local community regarding the collective ambitions concerning the urban environment. After all, only then will the broad social and political base required for the implementation and maintenance of the intended quality be achieved.

With regard to aesthetic quality management, we can distinguish the following steps toward this end:

- * Process analysis and evaluation (opportunities and threats)
- * consultation and input (participation)
- * plan formulation and design
- * decision-making
- * implementation

After the underlying principles regarding the quality aspects of the future environmental developments have been determined on the basis of the (historic) analysis, it is then necessary to express these in operational terms. In other words, convert them into concrete plan objectives. It must first of all be clear that the aesthetic quality plan must not be seen as being nothing more than a sector plan, but that the environmental quality vision must affect all policy areas, from park maintenance to school construction, from traffic policy to public utilities. In that sense we can speak of a multi-layered policy.

The quality vision can be specified at various scale levels, each with its own abstraction level. The highest at the municipal level is the spatial development plan. The main functions

and the infrastructure and their interrelations will be indicated in this plan. The specific features of the site involved can be roughly defined at this plan level. On the basis of this general outline a more detailed description can be given for the various components, either in geographical sense or as regards certain subjects (dwellings, traffic, public utilities). The smallest scale level is that of the (re) development or urban renewal plan. In this plan it can be very specifically indicated what the intended environmental or external appearance qualities are.

The plan (it is better to speak of design: it is, after all, desired that a creative component is incorporated on the basis of the analysis data) is then expressed in operational terms for the implementing parties. Thus, for example, it is not only the planners who need to know within which framework the evaluation should take place, but the utility companies, the civil engineering services, the housing services, the fire services and the police must also be fully aware of their responsibilities and duties in this respect (compare with, e.g. shutter regulations, advertising, regulations and the like).

Focal points when describing the desired environmental external appearance quality are structural features (functional and spatial relationship between public space and built-up areas), pattern features (built-up areas and public space; spreading of functions). Characteristics and ambience, architectural style(s), details of architecture and urban design and management aspects.

Public Support

The support of the residents and other local parties is essential for an effective and succesful approach in environmental improvement and maintenance. Without a substantial interest of a representative part of the people concerned, an integrated approach has no chance. An effective and timely communication between the residents and the professionals should safeguard a meaningful influence on the planning-process.

Also for an effective management and maintenance after the intervention, public support is indispensable, as well as legal security, supplied by a land-use plan. The municipality should take the initiative in consulting the public.

Political Commitment

Attention for the cultural identity of the environment and for the quality of the architectural design must become a self-evident factor in political decisionmaking, especially on the local level. A discussion on quality can easily be overruled by financial and administrative regulations. However, when the economical potentions of the present environmental values are taken into account, the balance can be turned. The municipality has the duty to set the tone in establishing a daily living environment of high quality standards and identity. It should not be only the alderman responsible for regional planning or public housing who is responsible for the plan, but the entire council, including the aldermen for finance, economic affairs, education, etc., They should also be involved with and committed to the plan.

Financial Planning

A conservation plan (or any other operational plan) will only be successful if a multi-year financing scheme is added and the necessary funds are made available by the municipality, taking into account the financial efforts to be made by the private sector. Different periods of execution are possible: a programme of five, ten or twenty years, depending on the quantity of the estimated total cost and the available funds, as well as the investment capacity of the private sector.

In deciding the amount of money to be made available for the execution of the plan, the municipal council could also take into account the capacity of the local building-industry, the availability of building materials and the expected positive side-effects on local employment.

Different financing systems are possible. The most usable are:

- * grants
- * tax-reductions and/or tax-facilities
- * loans (mortgages)
- * public-private partnership

Grants bear the risk to neglect the private owner's own economic responsibility, which in the long term will appear not to be sustainable. Also the flow of public capital to the private sector will not always be politically accepted. Tax-reductions will have the relative disadvantage they favour higher income-groups. Tax-facilities, in the form of low VAT-rates or low land- or real-estate taxes, can offer an alternative with more benefit for the lower income groups. Special tax-regulations keep normal financing-systems intact, but offer favourable conditions for private initiative, providing there is enough private capital available. To bring down the costs for improvement to an acceptable level, in many cases grants will be indispensable. For grants it is advisable to create a separate fund, with supply of sponsor money and/or government money, from which private rehabilitation can be subsidized. Loans and mortgages are based on the principal of the owner's economic responsibility and require the least public money. In the long run the invested capital will return (revolving fund). The municipality could provide financial support for the eligible restoration or (re)development costs in the form of a loan or a mortgage, at market interest rates or lower. Or by giving security to a commercial bank.

The eligible restoration costs can be defined as the building costs that necessarily have to be made to maintain or restore the historic value of the building (the present materials and constructions). The eligible (re)development costs are the extra costs that necessarily have to be made to match the required architectural standards.

In public-private partnerships, the public and private sector join forces on

an equal (commercial) basis. Public private partnerships (between municipality and private developer) can be applicable in the following situations:

- * the municipality wishes to realise projects, but does not have (sufficient) financial means;
- * the municipality wishes to be sure that with the aid of private enterprise-certain projects are realised or operated in a certain way;
- * the municipality wishes to use the expertise of private enterprise;
- * the municipality -as landowner-wishes to ensure proper realization of the plan, together with other landowners,
- * private enterprises wish to develop a project, but are not able to do so without cooperation of the municipality,
- * private enterprises investigate possibilities of cooperation with the municipality as an opportunity for profit and continuity of their business.

For public private partnership different scenarios are possible, dependent of the landownership. In the case of Northern Jakarta (see part II) the contribution of the municipality is not financing, but creating conditions, by making land and infrastructure available. Also the drawing up of urban plans and supplying civil servants for the necessary implementation of the plans can be a substantial contribution.

It is of course thinkable to make a combination between the different financing systems, depending on the actual situation, the proportional ownership etc. It can be advisable for example to give the accent on grants in the first years to get the ball rolling, whilst at the end of plan-period the grant element will be reduced in favour of loans.

This system is shown in the following figure:

Division of eligible restoration costs in grants and loan	
Eligible restoration costs as a percentage of the total costs	plan period in years
	0 - 3 4 - 6 7 - 10
60%	grants loan
Total	

Whatever financing system is chosen, the municipality remains the main initiator. Only the municipality can decide about the most favourable financing in the circumstances, taking the necessary continuity and the desired future social structure into account. Even if a rehabilitation fund is created, in which private investors participate, the authorities have the duty to watch for enough attention for the common interest.

PART II

CASE STUDY

JAKARTA

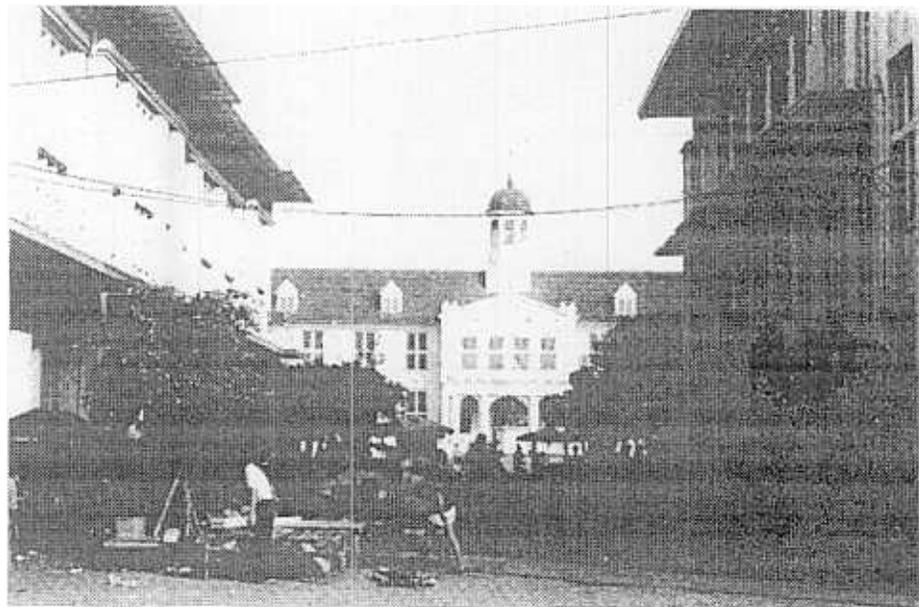


Fig. 3. In the Kota area all time-layers are present

Introduction

Jakarta is one of the metropolis of the world. The city has a fast growing population, increasing from 7 million in 1990 to an expected 15 million in 2,000. Northern Jakarta has large residential areas in which poor inhabitants are concentrated, living in conditions that are below standard and lacking opportunities to earn a proper living. Already now there is a shortage of employment and this situation is getting

worse as a result of economic activity moving south. Besides the special problems of the many poor inhabitants of Northern Jakarta, there is the problem of frequent flooding, either from rivers and canals, or from the sea. The bedding down of the soil, accelerated by the effects of excessive ground water extraction and the rise of the sea level, work together to make the problem even more serious. Groundwater extraction is also the cause of salt water intrusion.

Another problem is surface water pollution with its negative effects on the marine ecology and in such way on the source of income of many small fishermen along the coast.

In general there is an inefficient use of space and lack of expansion possibilities for the Tanjung Priok harbour.

This general economic decline of Northern Jakarta has also its effect on the state of repair of infrastructure and buildings. This is especially apparent in historic parts of the area such as Kota and Sunda Kelapa, where the urban heritage is threatened by lack of maintenance. Opportunities are getting lost to take advantage of this heritage as a means of strengthening the identity of Jakarta and thus strengthening the city's position among its competitors in the rapidly developing world of South-East Asia.

Analysis

The starting point of the case-study is a historical analysis of the city of Jakarta, by which the geographical, socio-economic process of the settlement is described and today's socio-cultural structure and appearance are analysed. The description must also include the (economic and political) elements of disruption of the development process.

From a historical point of view, the most interesting part of North Jakarta is the Kota (and Glodok) area. Here lies, founded in the 16th century as a trade post near Jakarta Bay and Ciliwung River, the origin of the Jakarta as known today.

The success of the settlement was – and in fact still is – based upon the main functions transport and trade. From the 16th century onwards, on the basis of these two main functions, Jakarta has developed to a governmental and cultural centre of great importance. The historic image of the Kota area can be roughly divided into two periods: the traditional historic city (17th – 19th century) and the modern (early 20th century) period. The main features of the traditional historic city are the

rectangular street pattern, the parceling, the building scale and the typical architecture.

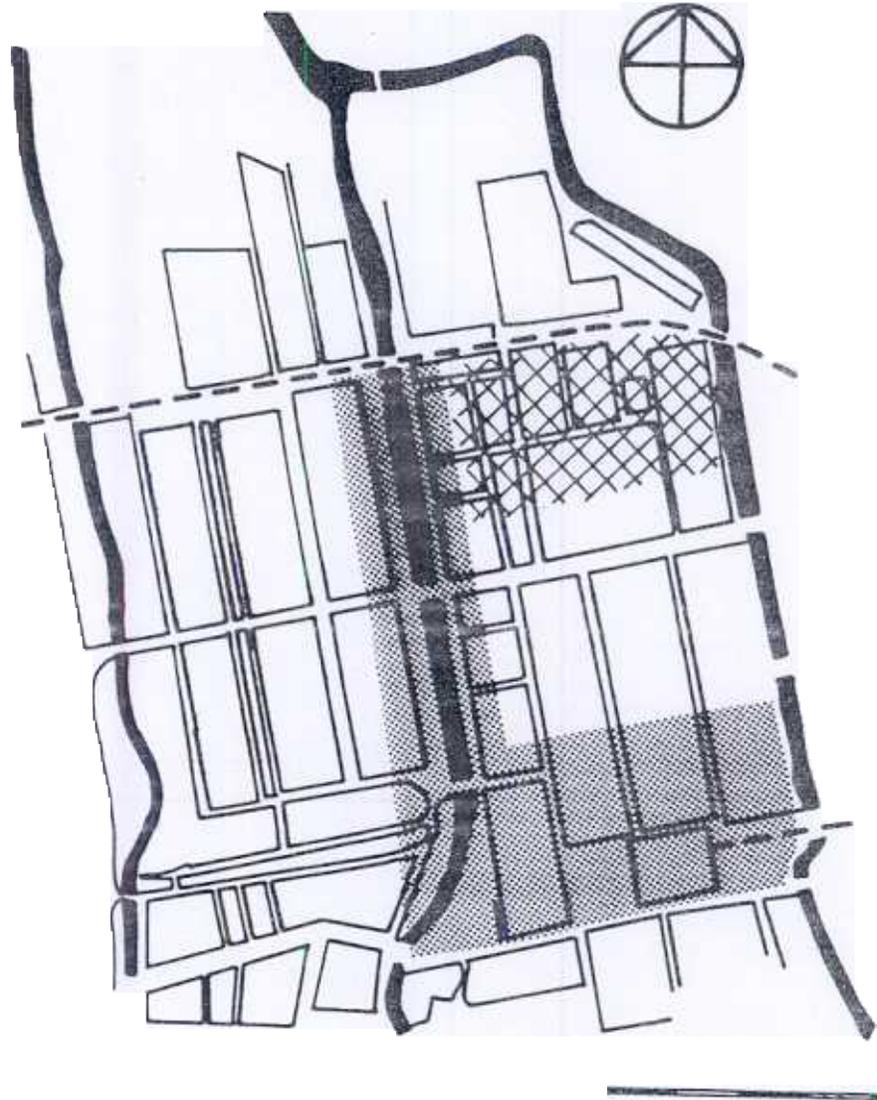
In the beginning of this century, the urban development gets a more metropolitan dimension, which reflects upon the scale and architectural image of the buildings: the large office buildings in the south-eastern part of Kota (close to the Kota railway station) mark a different period in the urban history. Both periods contribute equally to the historic character. As a third category the post war redevelopment has been indicated. These areas have lost their historic character (although sometimes the original street pattern has been respected). The historic infrastructure, warehouses, residential areas and administrative centres are still present in today's urban structure and represent a not to be neglected cultural, economic and social potential that can be revitalized.

Although conservation opportunities are great, one must prevent that the protection of the urban heritage leads to creating an open-air museum. The town, being a dynamic, living environment, cannot be suspended in the past. Still it will be necessary to find solutions for the increasing threats and damages to the historic urban fabric that occur nowadays. A restrictive policy is not necessarily an obstruction for economic development: heritage and amenity planning can have a positive impact on public confidence and on investments by existing and new businesses.

A brief diagnostic survey indicates that some of the most urgent problems are:

Economic Ousting

The free market makes it impossible for small businesses and low-income groups to survive in the city centre on the long run. Stronger economic functions will steadily oust the weaker, marginal functions. This is a serious threat to the typical trade and social mixture that is characteristic for the historic city centre. It is important to try to maintain a



Historic city (17th - 19th century)

Modern city (first half 20th century)

Post war (re)development

fig. 4 indicational map of the historical characteristics

pluriform urban mix, even with the rise of residential prices and shop rents.

The same goes for land development. To make Kota attractive for tourists, it is necessary to restrict and regulate private development initiatives. Demolishing parts of the present environment in favour of offices and hotel accommodation can kill the goose that lays the golden eggs.

To find compensating space for small businesses and low-cost housing after clearance of urban rampancy, it is advisable to examine the possibilities (both technical and managerial) to restore and redevelop the former warehouses in the former Kasteel area into business-centres, with small units for workshops or manufacturing facilities, or for residential purposes.

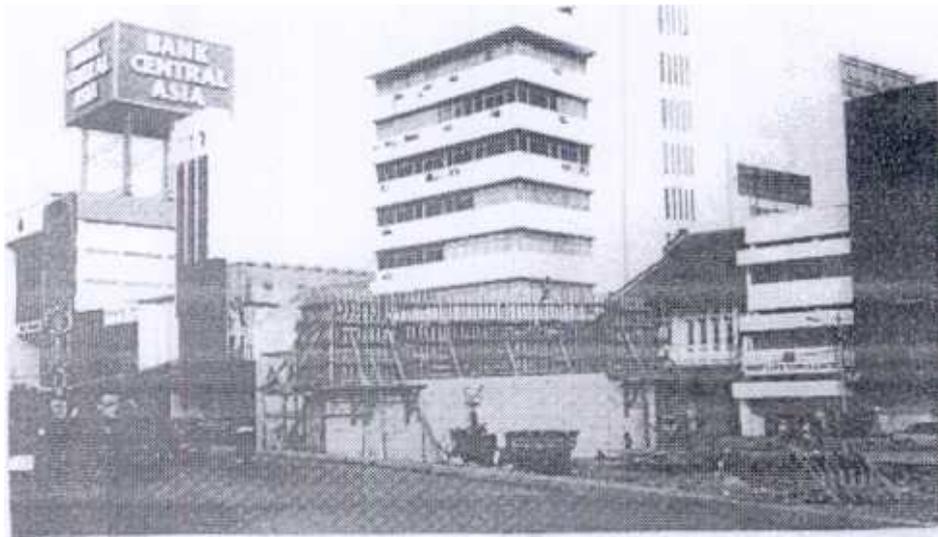


Fig. 5. New infrastructure should meet with both the needs and the spatial possibilities of the townpart involved.

Also public open space within the whole Kota area should be subject of study, locating the main traffic attraction points, the main sources of incoming traffic, the available infrastructure for internal circulation and outgoing traffic and the most effective regulation of traffic flows. In the streets with an obvious double function, namely commercial use of the street besides the traffic flow, the

possibilities should be examined to design a street profile that regulates and separates both uses.

Infrastructure

As transport and service vehicles are getting more numerous and larger, the small Kota streets have more trouble to cope with the increasing traffic flow. The quantity of public open space remains



Fig. 6. Planning the building scale can avoid erosion of the city image.

the same as in the 17th century, while the number of inhabitants and visitors grows every day. This brings the urgent need to remove traffic-attracting functions, to regulate the traffic circulation, to improve public transport and to create parking facilities. Due to the regular flooding of the Northern Jakarta area, the canals and rivers must be deepened and cleaned.

Building Scale

An increasing number of retail shops, offices and other buildings need as much increasing size of sales and office space. The historic buildings cannot always meet this demand for floorspace. Extensions to adjacent buildings or to the back can injure the historic urban fabric and image.



Fig. 7. Improvement of the environmental quality is essential for the tourist climate.

Objectives

The main objective is to introduce a relationship between economic and cultural development. Therefore the historical analyses has to be succeeded by an understanding into (cultural) development potentials of the town as a whole and the architecture in particular. After the survey of the historic urban development has given insight in the city's cultural identity and a diagnostic analysis of the present situation has given insight in the current urban processes, it is possible to formulate a general vision on the city's future development. The vehicle for this approach is a general master plan or structural plan. This structural plan offers the framework for different development plans that may be implemented one by one without losing coherence. The first and most important objective of the structural plan should be

the rehabilitaiton of poor residential areas and the provision of opportunities to gain a reasonable income for the inhabitants of those areas. That means a number of physical measures, like housing improvement, construction of polders against flooding, provision of tap water, a sewer system etc. Also economic development can be supported. Both rehabilitation of poor areas and support of economic development will create a demand for more space. Space can be provided by land reclamation, providing opportunities for profitable development. Only by planning and stimulating the economic improvement of the area, in the first place it becomes expedient to design a conservation scheme for the old town.

The analysis indicates that the historic urban structure in the whole Kota area is more or less flawless and therefore of

special cultural value. The only exception is the reconstructed Pasar Pisang area and the area east of Jl. Kemukus. The historic interest of the individual buildings is also of importance for the historic image throughout the whole Kota area.

Considering the fact that historic urban and architectural values are spread equally over the whole Kota area, it is advised to effectuate protective measures in the whole area of Kota uniformly.

In order to support the development strategy for the Kota area (respect and use the potential of the historic urban image and structure), it is advisable to designate the townpart of Kota as a conservation area. This will create public awareness of the present cultural historical values and therewith it will provide a basis for public acceptance of the protective measures to be taken.

Within the conservation area, demolitions should be restricted and building permits should be subjected to a special aesthetical judgement. Also the owners of buildings in the conservation area should be given financial support for maintenance and renovation.

The historic townpart of Kota has specific spatial and architectural features that are analysed and defined in such a way that the result can be used as a basis for an active controlling policy.

In the Kota area, all levels of intervention, from restoration to redevelopment, are relevant. Together they form the ingredients of a rehabilitation programme for the Kota area, indicating the structures of historic interest that need more or less urgent attention, based upon a combination of the historic interest, the state of repair and the current use.



Fig. 8. Sunda Kalapa harbour has a large tourist potential.

On their turn, these conditions must be confronted with the social and spatial capacity of the historic urban structure, to be able to make a decision on the future development to pursue, starting from the principle of cultural continuity.

In the case of Jakarta it means the development of economically justified management plans for the existing built-up area, development plans designed by

the municipality in close collaboration with private developers and investors. Only these plans are able to give insight on realistic possibilities of re-use of the urban structure, existing (historic) buildings and financial consequences. Only then will it be apparent whether a (private) financing system will be adequate, or whether subsidy will have to be applied.



Fig. 9. frequent flooding causes damage to health

The final result should be an usable quality schedule, focusing on the integration of cultural (historical) values in a development scenario required today.

The inventory of Kota area shows the technical and historic quality and the current use of the existing built environment. A combination of these inventory data gives a draft rehabilitation programme. In general in the Kota area approximately 10,000 square meters of historic building and approximately 12,000 square meters of neutral buildings have to be renovated. Besides, it will be necessary to improve public space, to clean and dredge the canals and to improve the quay-walls.

Supportive Measures

By playing an active role in the allocation of dwellings, a balanced housing market and structure of the population can be pursued. Especially in the Kota area, with a large concentration of low-income groups, an active social housing-policy, in the form of a public order on housing-permits, can be a useful instrument to prevent social decline. The same can be said for business-permits.

All parties concerned (the population, the business-community, the authorities) must from the beginning

agree on the course to follow. And, what is even more important, all parties concerned must be motivated to collaborate. The people's and the investor's confidence in the future development can only be gained by creating a sound future perspective by strategic physical planning. On this behalf conservationists will have to accept that functional and economical conservation has priority over urban and architectural preservation. Re-use of buildings (whether they are monuments or not), should in most cases be the first step to a more general conservation practice.

Cultural Tourism

Using the historical potential to stimulate tourism, means planning modern hotel-accomodation in or close to the heart of the city. But it also means providing good traffic-connections, improvement of the environmental conditions and securing public safety. Without these basic conditions tourists will not come. The goal "attract tourism" thus can be translated into the necessary spatial and administrative conditions that have to be taken into account.

Besides that, a touristic infrastructure should be introduced, in order to make an (economic) use of specific



SYNTHESIS MAP

-  RESTORATION OF HISTORIC BUILDINGS IN A POOR CONDITION
-  RESTORATION OF HISTORIC BUILDINGS IN A MODERATE CONDITION
-  RESTORATION OF NEUTRAL BUILDINGS IN A POOR CONDITION
-  RESTORATION OF NEUTRAL BUILDINGS IN A MODERATE CONDITION

fig. 2 survey of the historic interest

areas and buildings. The development of a so called tourist corridor from Pulau Onrust to Istana Bogor is such a structural approach. It represents a large scale tourist programme that can give an extra economic impulse on Kota. This corridor should be seen as a "necklace" with the following beads: the harbour of Sunda Kelapa and the fish harbour are both places of special interest. And so are the former Pasar Ikan area, with the Museum Bahari, and Jakarta Kota with its lively streetscene and its museums. When eventually a new railway station is built elsewhere in the Kota area, Stasiun Kota might be transformed into a transport museum (with a remaining

possibility for tourists to board a train to Bogor). Arsip Nasional, Monas, the National Museum and subsequently the town and the palace of Bogor complete the "necklace".

Through the above described implementation of conservation social renewal and economic schemes in a historic town as Jakarta, one can achieve an improvement of the living and working conditions of the local inhabitants, without losing the town's identity. Furthermore a creative solution is found for infrastructural problems and opportunities are created for cultural tourism as a new economic source.

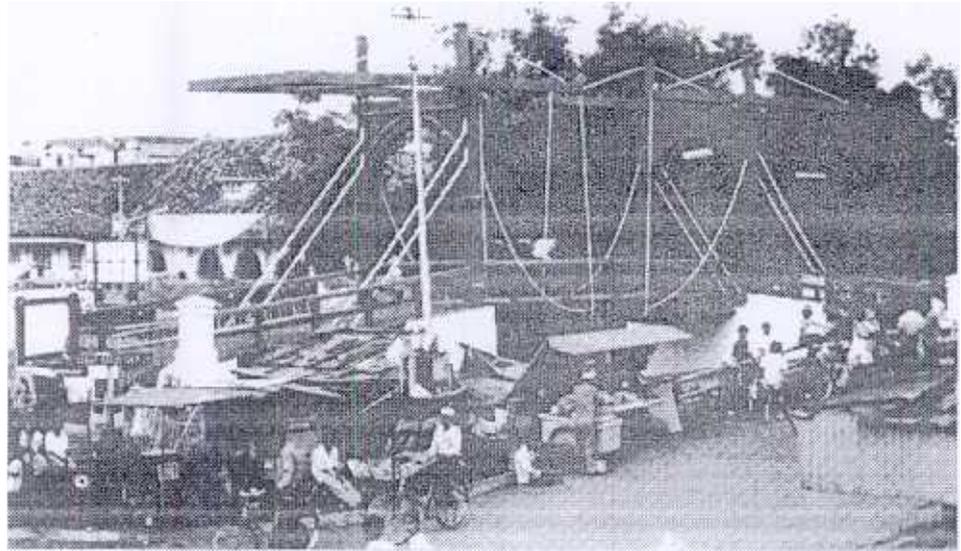


Fig. 11. restoration of historic buildings and structures should have a functional basis.

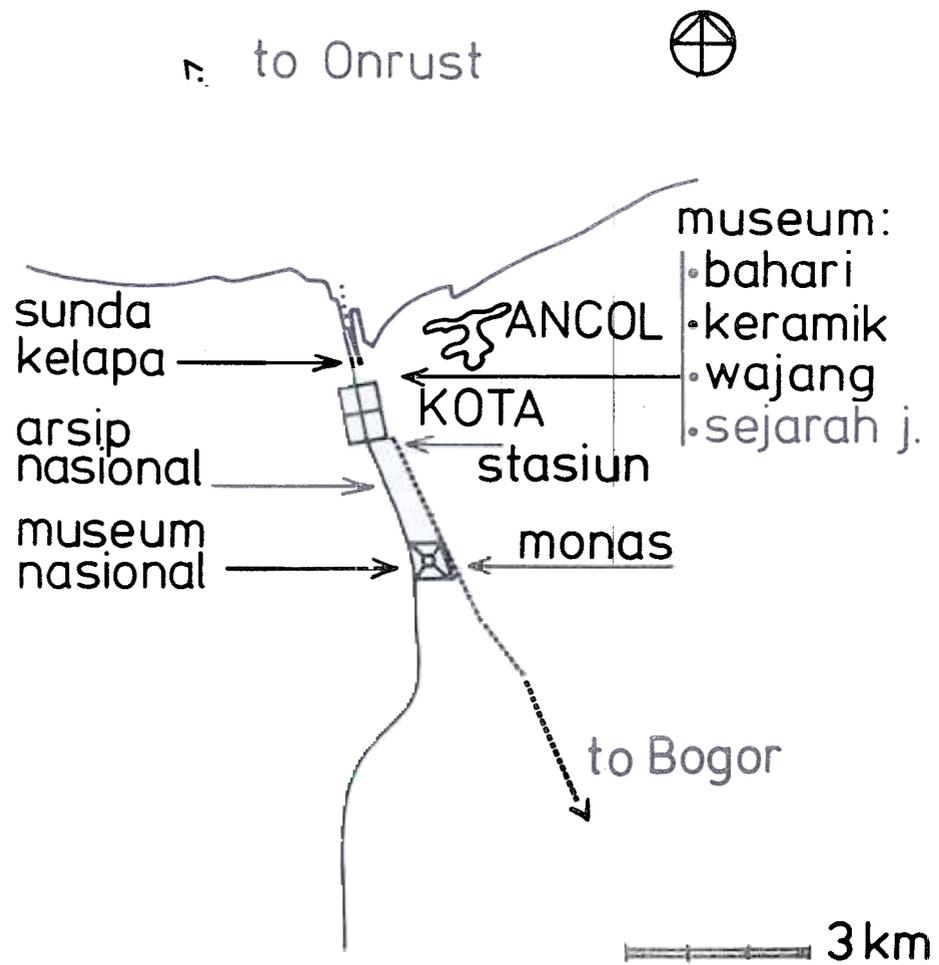


Fig. 12. the tourist infrastructure between Pulau Onrust and Bogor.

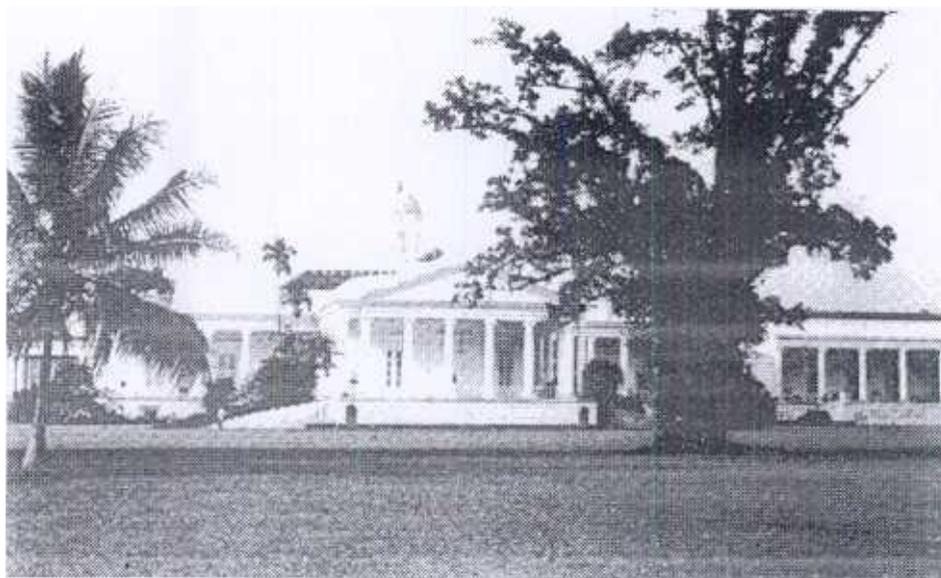


Fig. 12. Bogor palace, a future art gallery?