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Revitalizing Cultural Heritage

A comprehensive urban plan to revitalize Kota Tua in Jakarta



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Foreword

Kota Tua is the historic downtown area of Jakarta, Indonesia. It is the heart of Jakarta and contains a variety of cultural heritage sites. These include buildings and canals which were constructed during the 17th and 18th century colonial period and which attract tourists and have contributed to the city's economic, social and cultural growth.

However, **Kota Tua faces many challenges despite its rich cultural heritage.** The area has been declining and infrastructure and service provision is poor. **A comprehensive development plan is called for to bring back its vibrant atmosphere,** improve the standard of living for its inhabitants, promote its tourism and revitalize its economy.

The Government of the Special Capital Region (DKI) of Jakarta, with the collaboration of other leading stakeholders, is putting effort and resources into conserving and revitalizing this area. One of its initiatives is to **apply for UNESCO World Cultural Heritage status.** If listed, the area's revitalization would be accelerated as it would become more attractive to both domestic and international tourists and this would further contribute to its economic growth.

I appreciate the help of UCLG ASPAC and its acceptance of our request for the workshop Programme. We are also grateful to UCLG's learning team, which has worked in collaboration with Culture 21 and Connective Cities to invite experts and peer cities to share their experiences and make practical recommendations. These suggestions will be considered in our next mid-term development plan and if accomplished, they will make an important contribution to our pursuit of **Sustainable Development Goal 11, relating to Sustainable Cities and Communities.**

Kota Tua is a priceless asset. The preservation of its heritage also offers multiple additional advantages, not only for local culture, but also for aesthetics, society, symbolism, education, and the environment. During the learning sessions, we understood that it is important to work carefully with a comprehensive, integrated, urban planning strategy and to have a fully committed team to implement it. This will allow us to guarantee the sustainability of the old town, to help regenerate it and to balance this with the needs of the people who live in this area and to allowing them to benefit from these changes too.



Dr. Syahrul Effendi

Jakarta Deputy Governor for
Culture and Tourism

Introduction

The preservation of heritage sites in Asia requires a different approach to that in other regions of the world; it needs to understand its history. Many Asian countries, including Indonesia, Vietnam and Korea, among others, still bear the scars of colonization. During their colonial periods, the conquerors exploited these countries, but provided no investment or development, leaving them in a poor condition. In the first decades after independence, the desire to erase painful memories may have been a reason for neglecting the historical zones of many of these Asian cities. Another reason was certainly the lack of awareness of their heritage value and a lack of financial resources. In many cases, a lack of administrative capacity also contributed to the deterioration of these zones. All of these circumstances made it difficult to conserve the historical areas of many Asian cities. However, for some time now, it has been possible to observe a growing interest in the conservation of historical sites and artefacts. This includes buildings dating from the colonial era, which have often been redeveloped for touristic uses. However, such initiatives have not always followed the established norms for conservation.

Kota Tua is located in the historical heart of Jakarta, the capital city of Indonesia. It is the historic downtown area of Jakarta and has a number of heritage sites, including buildings constructed during the colonial period of the 17th and 18th centuries, which attract tourists and have contributed to the city's economic, social and cultural growth.

However, despite its rich cultural heritage, Kota Tua faces numerous challenges. The area has been in decline for some time and its provision of infrastructure and service is poor. Many buildings of historical value have either been demolished or allowed to deteriorate due a combination of economic pressures and general neglect. Kota Tua is also affected by a number of other problems, including air pollution, flooding, traffic jams and poor waste management. Although it requires urgent rehabilitation, this process seems to be slow and a timely intervention seems increasingly unlikely.

The strategy for rehabilitating historical sites should be different from that used to promote tourism. **Cultural heritage is an important value around which to build the city's identity.** In the past period of growth, cities sought rapid physical development and economic growth, but now, many cities agree that they need to balance their growth, conserve their historical references and reinforce their identity. As the city belongs to the residents who live there and continuously contribute to its history, balanced development will eventually be of benefit to them; tourists will then naturally follow after its rehabilitation.

The effort made to regenerate Kota Tua began more than 40 years ago. In 1973, a decree was issued to protect the heritage site. Then, in 2004, for the first time, the formulation of the Master Plan of Kota Tua began to establish concrete guidelines concerning the revitalization of this area. In 2006, a comprehensive approach was applied to carry out the plan and the revitalization process started, with the restructuring of the Taman Fatahillah square. Later, in 2014, the Master Plan of Kota Tua was passed. This established the guidelines for Kota Tua's development programme via Decree No. 36/2014 the Governor of DKI Jakarta. It referred to the RTRW (Regional Spatial Plan) of DKI Jakarta Province 2030, with which the Master Plan was integrated. Besides conserving historical buildings, the city of Jakarta sought to improve public space, pedestrian access and transportation and to relocate the city's street vendors, among other initiatives planned to revitalize the target area.

The Government of the Special Capital Region (DKI) of Jakarta, with the collaboration of other stakeholders, is currently working to conserve and revitalize Kota Tua. **One of the strategies that it is pursuing to achieve this is to apply for UNESCO World Cultural Heritage status.** If listed, the area's revitalization would be accelerated, as it would become more attractive to both domestic and international tourists; this would also make a positive contribution to its economy. It was within this context that the City of Jakarta asked UCLG ASPAC, the regional section of UCLG in the Asia-Pacific region, to invite experts and peer cities to share their experiences and to make some practical recommendations. Working in collaboration with UCLG ASPAC, the UCLG's learning team, the UCLG Committee on Culture (Agenda 21 for culture), Connective Cities, and the City of Jakarta organized **a three-day workshop to listen to the best practices of cities from Germany and other parts of Asia and to offer suggestions** about how to set in motion an effective revitalization process for Kota Tua.

The city's new leaders are expected to pledge their commitment to new measures aimed at revitalizing Kota Tua and improving the city for its residents, as well as for tourists. As has been shown by the establishment of a new public space called RPTRA Kalijodo, there is widespread belief that Jakarta has true potential. **The goal of the new initiatives is to bring back Kota Tua's vibrant atmosphere and to restore its history and memory. In turn, this will help to improve the standard of living of its inhabitants and contribute to an increase in tourism and economic activity. Accomplishing this goal will contribute to meeting Sustainable Development Goal 11, relating to Sustainable Cities and Communities.**

SDG



Peer Learning and Action Planning Workshop

From 17th to 19th July 2017, UCLG's learning team, in collaboration with UCLG ASPAC, the UCLG Committee on Culture (Agenda 21 for culture), Connective Cities, and the City of Jakarta, organized a three-day workshop, to listen to the best practices of cities in Germany and Asia. This initiative made recommendations for the rehabilitation of Kota Tua and also its application for UNESCO World Cultural Heritage status. The workshop included various activities: a field visit, case studies and discussions.

During the field visit, which was held on the first day of the workshop, the participants had a chance to look at Fatahillah Square, the core of Kota Tua, where the Jakarta History Museum, the Museum of Fine Art and Ceramics, the Wayang Puppetry Museum and many other historically important buildings are located. The participants then visited RPTRA Kalijodo, a newly created public space. This consists of a playground, an international-standard skate park and a graffiti wall. It was highlighted as it had been used to successfully convert a former red light district into a child-friendly, integrated public space.

Returning to the conference at Jakarta City Hall, keynote speeches from German and local experts explained the city's urban renewal policies, the progress made to date, and the current status of the application for UNESCO World Cultural Heritage status. This was followed by detailed introductions to the Kota Tua area and Kalijodo Park.

The second day of the peer learning workshop was dedicated to sharing city case studies relating to the conservation and revitalization of historic sites. The cities of Guangzhou, Makati, Bogor, Semarang, Surabaya, Solo (Surakarta) and Vigan, in Asia; and Essen, Nürnberg, Görlitz, and Tübingen, in Germany, were introduced through the '**gallery of practices**' approach. This methodology entails displaying case studies in a gallery so that observers can get an instant yet thorough idea of the case studies presented. The value of this format is that audiences are intrigued to know more about the cases and it is also easy to compare the different case studies highlighted.

On the third day, specific recommendations for the City of Jakarta were presented that were based on various case studies and discussions. These recommendations were divided into physical and non-physical actions and categorized as short, intermediate and long term. They will be reflected within the next RPJMD: the mid-term development plan for Jakarta.

Case Study of Kota Tua

History of Kota Tua¹

Kota Tua is located in the northern part of Jakarta. It covers about 334 hectares and consists of two sub-districts; one in the West Jakarta Municipality (Tamansari and Tambora) and the other in the North Jakarta Municipality (Penjaringan). The old city wall divides the area in two, with one part inside the city wall (Fort Jacatra) and the other (Kampung Luar Batang, Pekojan, Pecian and Onrust Island) outside it. Many historical buildings and structures with high tourism potential are located within the city walls, whereas outside the city walls, many of the buildings are in ruins.

During the 14th century, at the time of the Kingdom of Sunda Kelapa, Kota Tua was a major trading port. In 1522, Portugal secured free access to the local pepper market. However, to prevent Portugal from becoming too strong, the Portuguese settlement was attacked, with the Kingdom of Sunda Kelapa achieving an important victory. After this, the city was renamed 'Jayakarta', which means 'the victory'. In 1618, the city was conquered by the Dutch East India Company (VOC) and, in the early- to mid-18th century, it became the centre of administration and trade for the Dutch colony. Jayakarta was then renamed Batavia by the Dutch.

1. Summary from 'Analytical Study of Kota Tua Jakarta', published in 2014 by the United Nations Educational, Scientific and Cultural Organization (UNESCO). Ref No. JAK/2015/PI/H06



Main Square of Kota Tua



The pedestrian street of Kota Tua

The city was fortified during the 17th century in response to threats from the English and Bantenese. A network of canals was created and Dutch-style houses were built. However, Batavia did not only have Dutch residents. It housed people of many different origins: from Java, Malaysia, China, Bali, Ambon and Makassar, etc., with its population including Moors, Buginese (nomadic Malayan people) and Mardijkers (freed slaves from Portuguese colonies). These different groups formed their own neighbourhoods, creating diversity in the city.

In 1808, due to the ageing and degenerated status of Batavia, a new town was built further to the south, near the Weltevreden estate. This led to Batavia becoming a city with two centres. The old town was used as the business hub, while Weltevreden became the new home the city's Government, military and shops. These two centres were connected by the Molenvliet Canal and a road (Gajah Mada Road) that ran along the waterfront.

In 1870, Cultuurstelsel, the forced plantation work implemented by the Dutch, was abolished and private companies rapidly came to own or manage the plantations, oil fields and mines. New trading companies and financial institutions were established, most of which located in Batavia. The deteriorating structures of the old town were replaced with new offices along Kali Besar and a railway station was also built during this period.

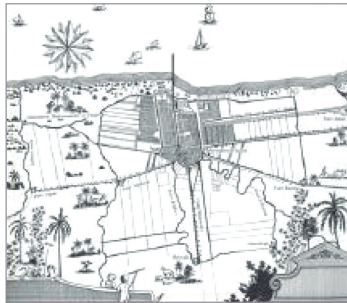
On March 9th, 1942, the Dutch officially surrendered to Japan and Batavia fell to the Imperial Japanese army. The Japanese changed the city's name from Batavia to Jakarta. During the three-and-a-half-year Japanese occupation, the city's economic situation and physical condition declined. Many buildings were vandalized and iron statues were pulled down to be used in the Japanese war effort. On August 17th, 1945, Indonesia declared its independence following the Japanese surrender. Many of the buildings that had been managed by the Japanese or companies were then nationalized. Many other buildings were abandoned and became used as unofficial warehouses. With the proliferation of illegal buildings and activities, a lack of proper waste treatment facilities, and the growth of crime, the environmental conditions in the old city centre deteriorated.

In 1974, a first revitalization programme was introduced. This was mainly aimed at protecting heritage sites and develop the area as a tourist attraction. Then, in 2014, the Kota Tua Master Plan was established by DKI Jakarta Governor's Regulation No. 36, of 2014. Its objective was to control and develop the historic city centre as a Conserved Cultural Area. Canals, streets and other items of infrastructure were repaired and improved and many buildings were revitalized

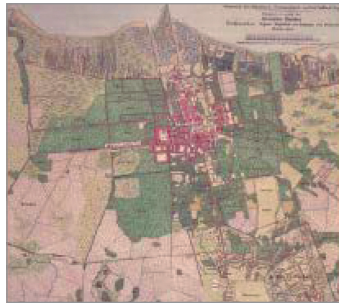
and given new functions, becoming museums and restaurants. Among other efforts undertaken to conserve this area, key stakeholders encouraged two applications for UNESCO World Cultural Heritage status, in 2015 and 2016. This process is still underway.

Evolution of Batavia during the 17th and 18th Century

Source: Analytical Study of Kota Tua p.10



1772



1853

BATAVIA

Recent history of conservation in Kota Tua

1975 Kota Tua was made a restoration area by Jakarta Capital City Governor Ali Sadikin

2005 Kota Tua Revitalization Programme was started by the Government of the Special Capital Region (DKI) of Jakarta

2011 Kota Tua was designated a National Tourism Destination by the Ministry of Tourism

2014 The Master Plan for the Kota Tua Area was established by the by the Regional Government (Governor's Regulation No. 36 Year 2014)

2015 Proposal for Kota to be a Cultural Heritage Area and a candidate for UNESCO World Heritage Site status

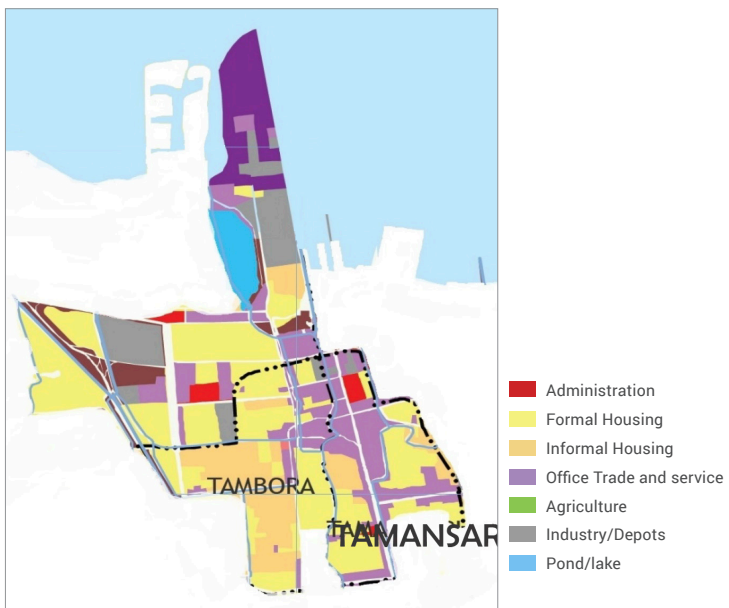
The Current Status of Kota Tua²

2.Summary from 'Analytical Study of Kota Tua Jakarta', published in 2014 by the United Nations Educational, Scientific and Cultural Organization (UNESCO). Ref No. JAK/2015/PI/H06

According to the Detailed Spatial Plan (RDTR) of Jakarta, land use in Kota Tua is mainly dominated by residential areas (30.9%), industrial and storage (30.16%) and trade and service areas (28.7%). The residential areas are mainly located in the northern region of the Penjaringan Village, and the commercial area is spread around Fatahillah Square and the eastern and western sections of Kali Besar Road. Due to the high density of population here, houses are squashed together, lack organization and have limited accessibility. Commercial buildings are mostly used as restaurants, hotels, cafes and for the manufacturing of tarpaulin. Historic buildings are in need of major repair and restoration due to major damage and lack of maintenance. Buildings around Jakarta History Museum are in relatively good condition.

Land use in Kota Tua, 2009

Source: Technical Document of Detailed Spatial Plan (RDTR) of Jakarta, 2014





The 19th century wooden floating warehouses

Kafe Batavia

Source: Documentation for the application for UNESCO Cultural Heritage



Some of the buildings have remained unaltered since they were built, although many owners want to modernize them and to provide more amenities for their tenants. However, changing the appearance and the physical form of heritage buildings is strictly controlled and subject to regulations that must be complied with. In addition to this problem, the City of Jakarta increased the rateable value of property in this area in 2014, resulting in owners having to pay higher taxes. As a result, there is a need to provide more incentives to the owners of heritage buildings. Compulsory purchase orders issued by the regional government would be another possibility, if owners are not willing to take appropriate care of their buildings.

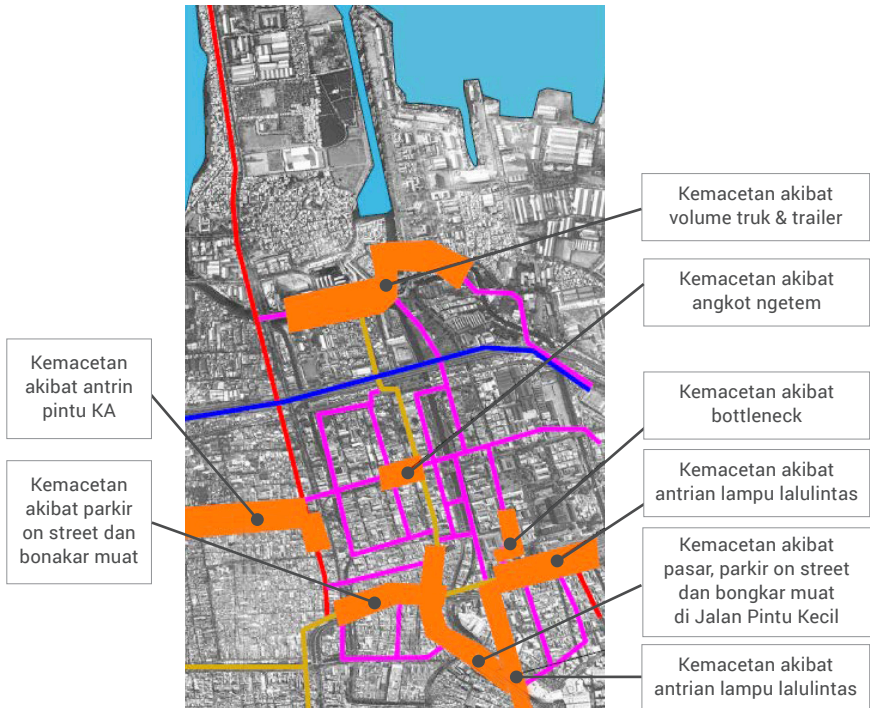
Various regional government departments and agencies provide basic utilities, but there is still a need for better communication and more coordinated management. The Water Supply Company (PDAM) currently supplies water via pipes and hydrants. However, these supplies are often insufficient and therefore households must often purchase additional water from street vendors to meet their daily needs. The waste water system consists of a network of channels that drain into the river and finally into Jakarta Bay. However, improvements are needed to keep this waterway as clean as possible and to prevent flooding. collected and then disposed of at landfill sites, under the management of the local governments of West and North Jakarta City. However, the existing solid waste facilities are unable to handle the total volume and unauthorized waste disposal by households, street vendors and visitors has compounded existing problems. In Jakarta, the transportation of waste is managed by the Department of Health, while the removal of waste from the river is managed by the Department of Public Works. The management of rivers is generally the responsibility of Central Government, with additional responsibilities for preventing flooding and keeping the city clean falling on the Government of the Capital Region.

Main square of Kota Tua during the visit and ongoing renovation work



Analytical Study of Kota

Source: Final Report URDI and Jakarta Spatial Office, 2007 and Primary Survey, 2014



Another challenging issue is the lack of pedestrian areas, which decreases the accessibility for inhabitants and the attractiveness of Kota Tua as a tourist destination. Sidewalks are damaged or misused by cars for parking. The unregulated occupation of sidewalks by street vendors also makes it difficult for people to walk along them. To tackle these problems, the City of Jakarta has issued a regulation prohibiting motorcycles and cars entering Fatahillah Square. Fatahillah Square and pathways along Kali Besar are used for meeting points and event venues as well as for attracting tourists; the government needs to create more public spaces and connect them in a pedestrian-friendly manner to improve the overall accessibility of the area.

The Success of RPTRA Kalijodo, Development of Public Space in Jakarta

Kalijodo Park is located next to the River Krendang, at Penjaringan, Jakarta. It has a total surface area of 3.4 hectares (8.4 acres) and was officially opened on February 22nd, 2017. It was built according to the concept of a semi-natural green park, including a playground, an international-standard skate park and two new areas, with a Betawi-style mosque and a food court. It has been particularly highlighted for the successful conversion of what was once a red-light district into a child-friendly, fully integrated, public space. This has been the product of strenuous efforts on the part of the city's Government the active participation of various stakeholders; the park serves as an attractive and entertaining space for the local inhabitants.

Kalijodo was previously known as the red-light district of Jakarta. It was a densely populated urban area that was infamous for activities such as drug trafficking, gambling and prostitution. To reorganize the area, the former residents of Kalijodo moved to a neighbouring residential area. Those with Jakarta identity cards were allowed to move to cheap rented apartments, known as rusunawa, in an area called Marunda, which was about an hour's drive to the east. The regional government provided local residents their professions with free skills training at vocational centres. On top of that, child-friendly facilities, such as re and library, were set up, and a skateboarding facility and wall for street graffiti were provided to attract youngsters.

As a result, Kalijodo was turned into one of the most family-friendly, integrated public spaces in Jakarta; it is also occasionally used as a concert venue. According to the results of a visitor satisfaction evaluation survey, 8.9% of respondents were satisfied with the park.

Legal graffiti art on a wall in Kalijodo, Jakarta



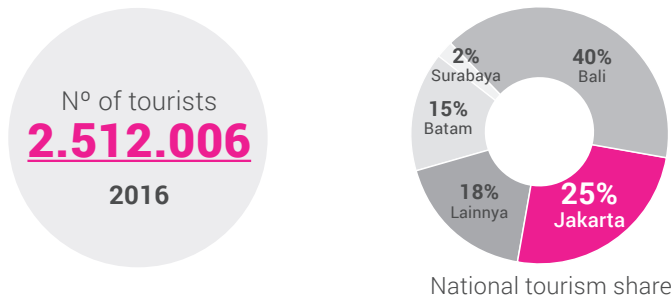
For 2017, a total of 293 locations were being planned for development as child-friendly parks (RPTRAs). Of these, 186 sites have already been developed. By 2018, 100 more locations will have been developed, 50 of which will be funded through a cooperate social responsibility (CSR) programme.

An Economic Approach to Revitalizing Kota Tua

Jakarta is the capital city of Indonesia and had a population of 10.17 million in 2015. It is divided into five municipalities and one administrative district. The City of Jakarta thinks that tourism has the potential to become new growth engine for the city and that it could become a major destination for foreign tourists. Kota Tua is therefore considered one of the key areas for tourism in Jakarta. Jakarta; this was 25% of the total number of foreign tourists who visited It represented an increase of 63% with respect to 2008. In 2016, tourist numbers were around 32,670,000 domestic tourists visited the city.

Number of tourists visiting Jakarta

Source:Regional Development Planning Board of Jakarta 2017



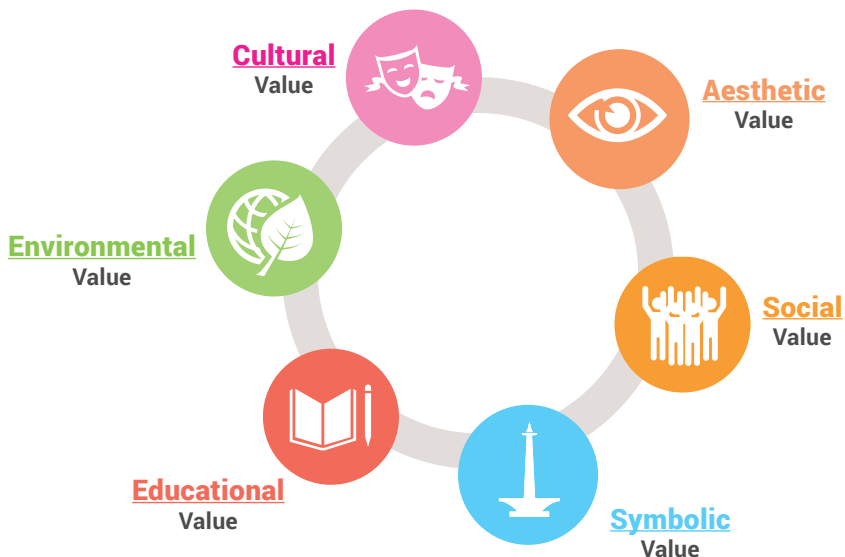
The revitalization of this area stemmed from the Regional Government Regulation No. 36 of 2014 and was related to the Master Plan for the Kota Tua Area. This promoted a vision of the area as “a region with various cultures that have high economic value for tourism, business, services and trade areas, as well as preserving the historical values of the region”. According to the Special Capital Region (DKI) of Jakarta 2030 Spatial Planning, aims to “maintain and develop cultural heritage buildings and buildings tourism purposes”, while the revitalization of Kota Tua “one of the city's main programmes relating to multi-cultural development issues in the RPJMD (Jakarta mid-term development plan) 2013-2017”. This plan also included improving traffic flows, improving buildings, transporting water, and developing water farms as public spaces within the revitalization project.

It has been recognized that heritage preservation not only has touristic and economic aspects, it also has multiple additional values for culture, aesthetics, society, symbolism, education, and the environment. This means that heritage preservation should be dealt with carefully so as not to be limited to tourism and economic development, and should be approached with an integrated urban planning strategy. This will allow the sustainability and regeneration of the old town to be balanced with the needs of the people who are living in the area, allowing them to benefit also.

The UCLG Committee on Culture (Agenda 21 for culture) has identified that the lack of a long-term culture plan or strategy for Jakarta is problematic, almost all big cities / metropolis have designed or are designing such a plan / strategy. The UCLG Committee on culture suggests using "Culture 21 Actions", a complete toolkit on "culture and sustainable cities" for this purpose. The tool brings heritage, culture, tourism, urban planning, social and economic aspects together.

Heritage has multiple values

Source: Culture 21



Peer Review of Urban Renewal in Kota Tua

Key Concepts

During his keynote speech in the workshop, Dr Munzinger, from the German Association of Municipalities, introduced a number of urban renewal policy cases from Europe and Germany. Europe has adopted the Leipzig Charter, an agreement for common principles and strategies for urban development policy in EU Member States. Over the last 10 years, it has encouraged its cities to apply an integrated approach to urban renewal policies. As a result, EU member cities and states are now committed to establishing policies that converge at different levels of national, regional and local development.

In the German case studies, the cities are all focused on promoting greater social cohesion among local inhabitants by limiting spatial segregation. Integrated approaches, with the cooperation of different departments, have also been applied to ensure that projects and initiatives focus on the city as a whole and consider all sectors of society. To help cities to cope with the tasks before them, the German Federal Government supports each city's urban development promotion programmes, providing relevant financial assistance. This funding includes money from federal, state and city sources, with each covering 1/3 of the costs and the funds being used for education, social cohesion and energy facilities etc. On top of this, the funding is used to support integrated urban development, which encourages collaboration between different ministries and departments.

Tamalia Alisjahbana, an expert on Kota Tua, was the second keynote speaker and underlined the importance of Kota Tua as a valuable cultural heritage site, as well as the major challenges for registration as a UNESCO World Cultural Heritage site, despite other Asian cities, such as Malaka and Penang, having already attained this status.

The history of Kota Tua is important because it not only has historical monuments but has also been a melting-pot of various cultures for a considerable time. Jakarta was one of the largest trading ports in Asia during the 17th and 18th centuries, having been designed and built almost from scratch by Dutch colonists. Historical buildings, warehouses, canals and defensive walls were constructed in Kota Tua from this period onwards. After the period of Dutch settlement, Chinese immigrants arrived, bringing with them the furniture industry. A Portuguese influence is also evident. All of these cultures left their mark in both tangible and intangible ways. Moreover, Kota Tua's historic multicultural fabric clearly demonstrates a model of unity within diversity and this is a strong reason why this area should be registered as a UNESCO World Cultural Heritage site.

Three key players are involved in the application for UNESCO World Cultural Heritage status. These are: the Indonesian Ministry of Education and Culture, which must present the application to UNESCO; the City of Jakarta, which is in charge of conserving the area; and various other stakeholders, who UNESCO recommends should be involved in the management of the process.

In her speech, Tamalia Alisjahbana urged more political will from Regional Government agencies. She commented that it was, in fact, private stakeholders who had taken the lead and prepared the application for presentation to UNESCO; the the Government of the Special Capital Region (DKI) of Jakarta

Presentation during the peer-learning event in Kota Tua



had shown insufficient attention and commitment, while the Indonesian Government had put the process on hold. She also expressed her hope that the newly-formed Government would pay more attention to this matter.

The Government of the Capital Region also needs to be more active and committed to the project. Within the framework of the project, it has been asked to pass a series of cultural heritage laws which are still pending, and to facilitate other improvements at the city level. The need to create a single, strong unit dedicated to Kota Tua and to improve the capacity of local officials were two other requirements that were also pointed out.

Listed below are the main recommendations she made, based on the challenges mentioned above:

- The Ministry of Culture and Education should first introduce the necessary laws and regulations.
- The City of Jakarta should establish a single point of coordination for the application of new measures. This body should then work together with the different sectors involved. It will also be necessary to create an integrated unit to monitor the management of historic buildings in Kota Tua.
- The different levels of government need to work more closely with other stakeholders.
- The City of Jakarta should bring in experts from abroad if additional advice is needed.
- Public officials need to be trained in the specialties required in this field.

Ibu Tini Abudianti, the head of the tourism and culture agency, is a specialist in archaeology and museology and was the third keynote speaker. She underlined the fact that conservation is not only determined by the extent to which buildings are renovated or how many new buildings are built; it also depends on how buildings are maintained. She highlighted some of the internal challenges facing the City of Jakarta and emphasized the importance of the quality of public officials. Due to the rotation system currently used by the Regional Government, public officials have difficulties building up specialised knowledge in this field. As Tamalia Alisjahbana had pointed out previously, due to a lack of internal communication, government officials often fail to see the bigger picture. The lack of coordinated regulations covering different departments has so far hindered the effective conservation of the old city centre. As Kota Tua is governed and managed by different municipalities and various agencies

and as many old buildings do not belong to the City, but to individuals and/or private companies, it is necessary to coordinate the regulations and funding used to manage them in a concerted manner. Inviting experts to come to Jakarta and encouraging greater cooperation with the private sector were two of the policies recommended.

The major challenges facing the City of Jakarta are:

Resilience of Jakarta's old town. Policy should not only focus on the conservation of old historic buildings but also on the sustainability of the old town. This should be written into the integrated urban planning strategy and include the provision of transportation and basic services and the creation of public spaces.

Limited budget and finance. The local government lacks sufficient budget resources for the conservation of this area. Private investment therefore needs to be attracted through a robust combination of regulations and incentives. Corporate social responsibility (CSR) and/or public-private partnerships (PPP) should be considered to attract funding.

Asset ownership. Of the 281 heritage buildings in Kota Tua, 50% (141 buildings) belong to the private sector, 48% (134) to the National Government or state-owned companies, and only 2% (6) to the city of Jakarta. This makes it difficult for the Government of the Capital Region to carry out conservation work in accordance with the established regulations without the collaboration of other sectors.

Cross-sector collaboration. As the owners of the historical buildings earmarked for conservation are mainly from the private sector and the Regional Government lacks sufficient funding, it is necessary to encourage cross-sector collaboration through an institutional framework.

Management (e.g. creating strong individual units for overall control). Kota Tua is managed by different institutional departments and agencies and the lack of communication and coordination between them makes it difficult to manage the revitalization process in an organized and effective way. Above all, there is a need for a strong Regional Government to provide leadership and coordinate collaboration with stakeholders in order to facilitate the revitalization process.

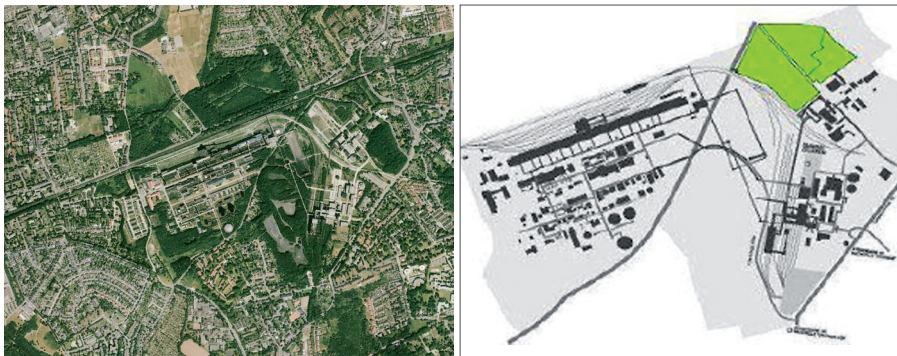
Peer City Case Studies – Essen, Nuremberg, Vigan, Solo

Experts and peers came from Asia and Europe to present their cities' case studies and to share opinions on the issue of the rehabilitation of Kota Tua and its registration as a UNESCO World Cultural Heritage site. The city case studies presented were Guangzhou, Makati, Bogor, Semarang, Surabaya, Surakarta (Solo) and Vigan from Asia; and Essen, Nuremberg, Görlitz, and Tübingen from Germany. Based on the policy cases and the opinions shared, the recommendations for the City of Jakarta were collected. Among the city case studies discussed, four major city case studies are highlighted below.

1. Essen's Cultural Heritage of "Zeche Zollverein" (Coal Mine Industrial Complex)

Essen was a largely industrialized city, reaching its peak during the 1800s and 1900s when the coal industry managed to pump the economy's growth and doubled the population to 730,000. Since the 1960s, however, due to the global economic preference for oil and the rising tax on and cost of coal products, coal began to lose its popularity, which led to the industrial decline of the city. In the 1960s, 44 coal mines and the steel companies, which together had more than 200,000 employees, were closed. In the 70s and 80s, unemployment continued to increase dramatically, and the city lost about 150,000 inhabitants.

With rising unemployment and emmigration, the challenge was how to raise innovation, win back the loss of confidence and develop international



Master plan of Zeche Zollverein

Source: City of Essen 2017

attractiveness – despite there being limited infrastructure in the city. It was necessary to find an ‘icon’ for this new paradigm of development. The “North Rhine-Westphalia Programme” was presented by the Nordrhein Westphalia Regional Government in 1975 to revitalize the entire Ruhr region, including Essen, and to reduce unemployment. The programme included various measures, including plans to create more green and open spaces, to improve living conditions and find new uses for former industrial sites.

The last coal mine to be closed (Zeche 12 or ‘shaft 12’), was chosen as a much-needed icon to convert the city’s industrial heritage into a cultural heritage site. The goal was to raise cultural awareness of its history through preserving this industrial area. In 1986, the North Rhine-Westphalia Fund³ took over Zeche Zollverein and began designing a strategy for preservation of this area.

The first step was to involve the general public. Regional surveys were made and a future vision was discussed with the general public, including former workers. Neighbors were contacted to gather opinions. Then, the integrated urban development plan was elaborated with the collaboration of foreign architects and town planners from within Essen. It fostered the active engagement of politicians, stakeholders and the owners. Exhibitions were organized to inform interested parties, and sometimes protesters. Additionally, the Zollverein Foundation was founded to run this area as a cultural public trust. To secure long-term success, it was necessary to find a way for the public to take idealistic responsibility for the whole city.

3. The North Rhine-Westphalia Fund was a special fund set up for ownership acquisition of former industrial sites owned by the Federal State of North Rhine-Westphalia.

Zeche Zollverein demonstrates a success story in culture and tourism, not just because it successfully registered as a UNESCO World Heritage site, but because of the clear values shared amongst the city's inhabitants, the integrated approach between heritage and urban planning, and the city's efforts to develop strategies which largely depended on stakeholder collaboration. Political will to engage the public was highlighted as one of the major factors of the success. Involving integrated thought and accepting the city's diversity, embracing the conflict between the various involved parties, was another key success factor. This shows that for communication and successful public participation, transparency is essential. Lastly, the change from being a large industrial site to a multi-cultural innovative and diverse site and the public's patience with this was very important.

In summary:

Challenge: Transformation of an industrial site to a “place for the future” and for culture

Strategy: Convince the city (represented by the council) and other interested parties

Lesson: Patience and sufficient time allowance is a key factor in planning, as well as the need to make reliable decisions at the right time

Transfer to Kota Tua: Do what you are able to do within your own responsibility

2. Nuremberg

Old Town - Integrated Urban Renewal

4. Koopstadt is a joint urban development project of the three cities: Bremen, Leipzig and Nuremberg.

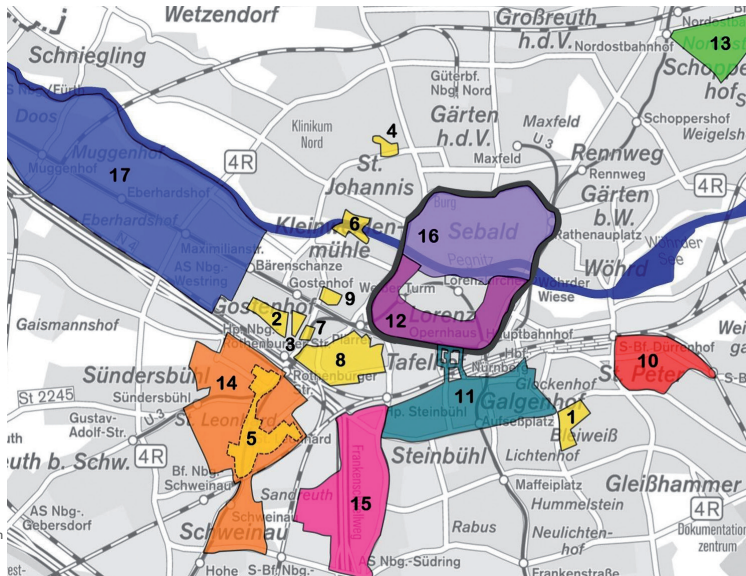
5. Six areas: Old Town, Nuremberg South, West City, Nuremberg on Water, South-east, and Airport

Located to the north of Munich, Nuremberg is the second largest city in the State of Bavaria and the 14th largest in Germany, with 517,500 inhabitants. It is famous for its old town with walls constructed during the middle ages.

Nuremberg is currently in the process of revising its urban development and implementation strategy. It is focused on the idea of an 'Integrated Urban Development Concept'. With this idea, departments can work together to progress more efficiently. Starting in 2006, a new integrated urban development plan was set up within the framework of Koopstadt⁴. Six urban areas⁵ were identified that had a high requirement for and opportunities for development. Inter-departmental teams were put in place for each area. An

Districts of urban regeneration in Nuremberg
Source: City of Nuremberg 2017

- 1 Bleiweißviertel
- 2 Gostenhof-West
- 3 Jammitzer Park
- 4 Kirchenweg/Rietor
- 5 St. Leonhard
- 6 Kleinweidenmühle
- 7 Obere Kanalstraße
- 8 Gostenhof-Ost
- 9 Keiselbergstraße
- 10 Gleißhammer/St. Peter
- 11 Galgenhof/Steinbühl
- 12 Altstadt/Süd
- 13 Siedlung Nordostbahnhof
- 14 St. Leonhard/Schweinau
- 15 Steinbühl-West/Sandreuth
- 16 Altstadt-Nord
- 17 Weststadt



urban development forum acts at a coordinating level, integrating and working in an interdisciplinary manner, and actively involving politicians. Under this concept, various departments work together in an integrated manner and involve external participants, experts and universities.

The City of Nuremberg is also focused on utilizing more space for residents. This is achieved by restricting car access and using the space to create a more enjoyable area for pedestrians. Moreover, in the historic center, with 13,500 residents living in a space of 166 hectares, the city will create a balance between the competing building usages, as well as allocating an equal amount of residential areas for public and green spaces.

Political will is also highlighted as being key here. To facilitate pressing matters, strong political will to drive the project and to gather the public's opinion is needed. In this regard, it is the mayor who should take an action to motivate urban renewal.

In summary:

Challenge: Competing interests

Strategy: Institutional framework

Lesson: Get political will and support from the leader and obtain a sufficient amount of resources

Transfer to Kota Tua: Ensure political will and priority for each project/vision is gained at an early stage



Workshop of the Vigan conservation council. Source: City of Vigan

3. Vigan

Community Participation

The city of Vigan is situated in the northern part of Luzon, the Philippines' largest island. It serves as the capital of the province of Ilocos Sur and has been a major political and trading centre since before the first Spanish colonizers arrived. In 1999, Vigan was listed by UNESCO as the best-conserved example of a Spanish colonial town in Asia. Its architecture includes a mixture of different cultural elements from the Philippines, China, and Spain; this makes it unique, not just within Asia, but at the global scale too.

The City of Vigan took the opportunity to formulate a vision and action plan for heritage conservation as a major tool for the city's development. Prior to 1995, this city was in decline, having been adversely affected by a series of misfortunes beyond its control. At the time, the city had a low annual revenue, while the community had a low level of relevant knowledge and lacked an appreciation of local heritage and culture. Community participation was inadequate and many historical sites were owned by private stakeholders, which complicated the task of their conservation.

To begin its renewal, the City of Vigan established a framework based on the Vigan Conservation Code and the Vigan Conservation Programme. The latter involved setting up Conservation Guidelines, creating a City Public Safety and Disaster Risk Reduction and Management Office, and pedestrianizing Calle Crisologo. For more sustainable finance, the city allocated 34% of its budget to conservation and 8% to the arts, culture and tourism.

The key factor for success was active community involvement. Vigan empowered its local communities by creating the Vigan Conservation Council, the Vigan Tourism Council, the Save Vigan Ancestral Homes Association, and various NGOs. Despite having an insufficient budget, the Vigan Conservation Council made efforts to

involve the wider community in decision making through numerous activities and programmes, including listening to the feedback from the community. Closer interaction with the community enabled the city to clearly identify a series of tangible and intangible cultural heritage sites, to establish where restoration and renovation were needed and also to include the views of the public and stakeholders during the process. Stakeholders actively engaged in heritage conservation policies such as strategic urban planning, public hearings and promoting education for the young and old alike. This made implementation much smoother.

As a result, the city improved the local economy and enhanced its heritage conservation programme. Annual revenue leapt to about 127,350,000 PHP in 2017: almost five times more than in 1995 (20,000,000 PHP). The influx of tourists reached about 1,046,000 in 2016, compared to only 18,505 in 1995. For sustainable development, the city is planning a River Rehabilitation Programme, a Solid Waste Management Programme and the re-use of historic buildings. It also intends to carry out a number of cultural awareness and education programmes, including the Vigan Festivals, training in traditional skills and lectures to raise awareness about heritage conservation.

One factor which was emphasized in the case of Vigan City was the importance of instilling "a love of the city" in the minds of the general public in order to give the community a sense of ownership and to encourage its voluntary contribution to the process. This teaches the lesson that the passionate involvement of communities should take priority over obtaining a large amount of funding. Mayor Juan Carlo expressed his wish for the city to no longer need the help of the town's government and to be able to conserve Vigan through the community's true love for its city.

In summary:

Challenge: Overcoming resistance

Strategy: Continuous dialogue with the community

Lesson: Communication is vital

Transfer to Kota Tua: Pay attention to the details and continuously motivate people

4. Surakarta (Solo)

Sustainable and Integrated Cultural Management

Surakarta, which is often called Solo, is a city in Central Java with more than 3,650,000 inhabitants. It was the capital city of the Mataram Kingdom from 1745 until the Dutch colonial period. It boasts several elements of tangible and intangible heritage, including royal palaces, shadow puppets (Wayang Wong) and traditional Javan dancing and arts.

The cultural heritage of Solo City has been innovatively managed within the renewal project for the Ngarsopuro Corridor. This includes part of the main road that connects the Mangkunegaran Palace to the historic city centre and houses the Ngarsopuro Night Market. The City of Solo aimed to transform this corridor into an urban heritage site. However, one of the obstacles to this was the presence of commercial buildings which dominated the area and reduced the visibility of the heritage buildings; another was the fact that street vendors and illegal parking obstructed pedestrianised streets. Many streets were congested by the stalls of street traders and some electronics stores made the area appear disorganized.

With there being several action plans, the renewal project was handled by an integrated management team. The pedestrianised streets were improved, with the installation of benches, flower pots, drains and underground cables. Around 70 street stalls were relocated to the neighbouring Ngarsopuro Market. Heritage buildings were revitalized using funds generated via various cultural events and festivals. Creative events, such as Night Markets, the Solo Batik Fashion Show and Music Festivals were also organised to support this area.

The relocation of street vendors was dealt with in a reasonable and polite manner, involving continuous dialogue. In Indonesia, many In Indonesia, many agencies of the local governments continue to mistreat informal street vendors, evicting them through the use of force and violence. In the City of Solo, however, they were engaged and persuaded through a series of discussions and formal negotiations. These resulted in the street vendors moving into a Pujasera: a form of food hall where various street vendors were allowed to sell their food. This strategy was highlighted as having been a key success.



Image before and after the refurbishment
of the Ngasropuro Electronic Market
Source: City of Surakarta



Image before and after the refurbishment
of the Triwindu Market
Source: City of Surakarta

In summary:

Challenge: Lack of political will

Strategy: Soft communication approach

Lesson: Transparency in participatory decision-making

Transfer to Kota Tua: Stakeholder communication and clear division of authority

Recommendations



Presentation during the peer-learning event in Kota Tua

After sharing information about the challenges facing Jakarta and the experiences of cases studies from peer cities, the participants presented recommendations to the City of Jakarta. The participants were divided into two groups and discussed possible solutions for the rehabilitation of Kota Tua. They presented recommendations calling for both physical and non-physical changes and organized these into three categories; immediate action, medium-term action and a long-term vision. As well as urban renewal, the route map for recognition as a UNESCO World Cultural Heritage site was also discussed. The recommendations received will be incorporated into the next RPJMD (Rencana Pembangunan Jangka Menengah Daerah): medium-term development plan for Jakarta.

Physical Issues

The main physical issues relate to accessibility, safety and comfort in the old city centre, and the protection of historical buildings. The first step to regenerate the area will involve improving infrastructure and the reorganization of transport facilities in order to allow local inhabitants

to enjoy the area to the full. It was recommended to stage various events, including festivals in order to revitalize the area and attract both domestic and international tourists.

The preservation of the site will require adequate protection measures. It is important to prevent any further destruction or deterioration of historic buildings and to find appropriate ways to adapt and/or re-use existing buildings.

Immediate Action:

Measures that can be taken by UPT Kota Tua and like-minded stakeholders

- Improve accessibility in the area, especially for visitors, by promoting the use of public transport rather than private cars
- Prioritize pedestrian comfort and safety (heat, shade, surface, size and amenities)
- Provide adequate protection to prevent further destruction/deterioration of heritage buildings and artefacts
- Promote the mixed-use of living, working, and recreational facilities, with mixed housing for various type of people⁶
- Create various cultural events such as festivals, temporary/semi-permanent markets and night bazaars
- Secure river/water quality, as water is always important in Jakarta and represents 'life'⁷
- Create bicycle paths (clear, safe, and completely equipped with associated amenities)
- Rearrange parking areas

6. There was a discussion about attracting universities to have campuses there and to encourage students to live there. This could be a good way to make the area more lively and attractive, but this has little relation to heritage conservation.

7. It was also mentioned that the Chonggye-cheon project in Seoul could provide an interesting model for how to enhance water quality and revitalize the surrounding area. The Chonggye-cheon project consists of dismantling elevated roads that cover streams and recovering the streams that flow underneath them and also redesigning the areas alongside that run alongside them for use pedestrian corridors. Creating an environment with clean water and natural habitats was the most significant achievement of the cited project. However, rising management costs associated with cleaning and inflowing water, relocating commercial areas and dealing with the traffic jams that result from narrow roads remain as challenges for the future. The restoration of historical monuments is still in process. For more information, please refer to <http://policytransfer.metropolis.org/case-studies/seoul-urban-renewalcheonggyecheon>

Intermediate Action:

Steps that should be taken by the Government of the Special Capital Region (DKI) of Jakarta and all the stakeholders

- Improve public spaces and the overall urban landscape of Kota Tua
- Improve access to Kota Tua and pedestrian paths in Kota Tua
- Improve the 'adaptive reuse' of historic buildings (including, but not limited to, the quality of museums)

Long-term Vision

Human-oriented urban environment with the conservation of heritage buildings and artefacts

Poster used in the peer learning event in Kota Tua



Non-physical Issues

The main non-physical issues are related to building institutional frameworks; this includes regulation, providing political support and finance. First of all, the regional government and stakeholders have to reach to a consensus that Kota Tua does not only reflect the identity of Jakarta but also of Indonesia. Key stakeholders must be encouraged to conserve the site; this could be done by providing incentives and appropriate regulation. Encouraging civil engagement in the decision-making process is also recommended in order to enhance ownership.

The importance of the need for political to carry out urban renewal cannot be underestimated. The national government must introduce appropriate legislation and the Government of the Jakarta Capital Region will need to establish coherent regulations and implement them. Moreover, a single, strong, control unit will be necessary for the effective management of the programme. Jakarta has already established a unit to manage the Kota Tua area (UPT), but this currently suffers from a lack of authority. It is necessary to effectively empower this unit so that it can implement a strong policy drive and ensure smooth collaboration between the different departments of the regional government.

Immediate Action:

Measures that can be taken by UPT Kota Tua and like-minded stakeholders

- Consider cultural heritage sites as part of the city's nation's identity
- Public/stakeholder participation – build collaboration consensus on different issues
- Enhance political will and build on leadership support
- Improve coordination between national and local government institutions
- Build the right kind of institutional framework (type of organization, authorities, budgets, KPIs, supporting regulations, taxation)
- Improve capacity in human resources
- Promote innovation to make breakthroughs
- Adopt an integrated approach with cross-sector collaboration and respect and Consideration between different stakeholders

- Adopt the necessary positioning to find win-win solutions regarding conservation vs development and local people/inhabitants vs investors
- Create mixed living environments with mixed uses (housing, Commercial activity, recreation) to help integrate different types of people
- Offer incentives to get property owners (including the “BUMN”) to collaborate
- Attract investors with tax incentives
- Promote finance, through measures that could possibly include crowd funding
- Include four islands (part of the Thousand Islands) in the Kota Tua project – the key to inclusion in 10 national priority tourism areas
- Include the revitalization of Kota Tua in the ongoing medium-term development plan (RPJMD)
- Secure adequate budget resources for Kota Tua’s operative unit (UPT) in 2018

Intermediate Action:

Steps that can be taken by the Government of the Special Capital Region (DKI) of Jakarta and all of the stakeholders

- Redefine the boundary of the heritage city by differentiating between the ‘core area’, which will be the main target for UNSECO recognition, and a larger ‘buffer area’, which will include four of the Thousand Islands
- Develop integrated revitalization plans that consider strengthening the existing institutional Framework and promoting the active ownership of the UPT. Possible scenarios would include the transformation of one “Kecamatan”(sub-district) or establishing a “Badan Otoria” (special authority/body).

Long-term Vision

Kota Tua and the administered heritage area must remain socio-culturally and economically vibrant yet be conserved



Touristic bikes at a square in Kota Tua

Route map towards UNESCO Culture Heritage Status

Kota Tua's proposal for UNESCO Cultural Heritage status has not yet been approved by the Indonesian Minister of Education and Culture. UNESCO will also require the application for this status to be identified in Indonesia's 10-year plan. For these reasons, the Government of the Capital Region has been asked to ensure that the application for UNESCO Cultural Heritage status includes a strong commitment real guarantees.

The relevant documentation from Indonesia's Central Government and the City of Jakarta Government regarding legal protection is reviewed below:

National Government:

- Law No. 11 of 2010 on the Protection of Cultural Heritage
- Law No. 32 of 2009 on the Management and Protection of the Environment
- Law No. 10 of 2009 on Tourism
- Presidential Regulation No. 125 of 2012 on the Organization and Upgrading of Street Commerce

- Decree of the Ministry of Tourism No. KM.02.PW.202/MP/2014 designating the Old Town of Jakarta as a national tourism destination
- Decree of the Minister of Public Works No. 01/PRT/M/2015 on the Conservation of Heritage Buildings and Structures

Government of the Special Capital Region (DKI) of Jakarta:

- Regulation of the Provincial Government of Jakarta No. 36 of 2014 on the Master Plan for Jakarta
- Regulation of the Provincial Government of Jakarta No. 1 of 2014 on the detailed Plan for the Spatial Planning and Zoning of the City
- Regulation of the Provincial Government of Jakarta No. 9 of 1999 on the Conservation and Use of the Environment and Cultural Heritage Buildings, which lists them under three different categories with their respective measures for protection
- Regulation of the Provincial Government of Jakarta No. 10 of 2015 on the Organization and Upgrading of Street Commerce
- Decree of the Governor of Jakarta No. 1766 of 2015 declaring the Old Town of Jakarta a Regional Heritage Area
- Decree of the Governor of Jakarta No. 2209 of 2015 declaring the Onrust Island, Cipir Island, Kelor Island, and Bidadari Island Group, Which are subject to the Regional Administration of the Thousand Islands, a Regional Heritage Area
- Several Decrees of the Governor of Jakarta declaring various monuments as regional heritage buildings/structures
- All further documents implementing regulations for the previously cited regulations and laws
- Agreement between the City of Jakarta and PT JOTRC (Jakarta Old Town Revitalization Corporation) on the Management of the Old Town of Jakarta and the Onrust Island, Cipir Island, Kelor Island, and Bidadari Island Group: Decrees No. 3943/-1.853.15 and No. 181/MoU/IX/15 of 25th September 2015

Immediate Action:

- Re-evaluate the current application and the processes that have been undertaken so far
- Revisit UNESCO's requirements

- Start inviting relevant parties and set up a work group formed by representatives from the Indonesian National Government and the Government of the Special Capital Region (DKI) of Jakarta
- Revision and rebranding of the Kota Tua area in order to raise the awareness of its citizens and government of the value and importance of its culture heritage

Intermediate Action:

- Strengthen the coalition between national and local representatives and the commitment of its members
- Update and complete the application and fill in any existing gaps
- Submit the application

Long-term Vision

Register Kota Tua as a UNESCO World Cultural Heritage Site

Participants and organizers of the peer learning event in Kota Tua



Partners

