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MOBILIZING THE PRIVATE SECTORS AND ENGAGING COMMUNITIES FOR URBAN HERITAGE¹

Laretna T. Adishakti²

The sense of utilization and continuity of the historic urban landscape becomes more important than ever before. A city is not just about buildings and infrastructure, but it is also a place to live consisting of various social and cultural activities. A historic city is also not only a place of monuments and other tangible cultural heritage, but colored by living cultural heritage and somehow the new lifestyles created within heritage places as well. In many cases, an urban heritage is not just a place to be visited, but rather, a place to live and something to live with. Heritage, especially living heritage, can be anywhere, even side by side with contemporary architecture and new developments in the dynamic setting of space.

It is important to note the observation of Tung (2002) that *“Cities cannot be sustained if they do not have a constituency to support the quality of life. The environment of the city is complex and dependent on many circumstances that are constantly changing and acting simultaneously. Ultimately, life in a city is too complicated to be objectively defined or engineered: it has to be experienced holistically”*. This clearly defines that heritage is intrinsically part of the city environment, to which the conservation of the historic urban landscape should be holistically managed.

Urban heritage conservation is, therefore, not just about the past. It is also not only a preservation of a city’s historic fabric nor the beatification of a city center, but more about holistic approaches for natural, cultural, tangible and intangible heritage. Management of continuity, allowing for change is the central concept of conservation, a notion that differs from preservation. Consequently, this means that the changes which take place are not drastic in nature. The problem lies in how far these changes within the historic city can be called “natural”, and who are the actors that manage the continuity allowing this change?

Heritage conservation can be considered a cultural movement. The involvement of all stakeholders who are the actors in this movement, including the local communities and private sectors, are essential for resolving urban conservation issues, and strengthening the platform for the future development of historic cities. It is essential for citizens to be actively involved and participating, in order that our urban heritage can be well maintained and passed to future generations.

At the 29th General Conference of UNESCO, session in July 2005 (Durban, South Africa), the World Heritage Committee recommended “that the General Conference of UNESCO adopt a new Recommendation to complement and update the existing ones on the subject of conservation of historic urban landscapes, with special reference to the need to link contemporary architecture to the urban historic context” (Decision 29 COM 5D). Meanwhile, one of the recommendations stated in the Experts Meeting on ‘Managing Heritage Cities: the Role of Public-Private Partnerships’ co-organized by Asia Europe Foundation and Center for Heritage Conservation, Department of Architecture and Planning, Universitas Gadjah Mada, in Yogyakarta, Indonesia, July 2012, that Public-Private Partnerships (PPP) should focus on finding new functions for disused built heritage. PPPs have been recognized as a viable solution for sustaining the urban heritage as well as the heritage city as a whole.

¹ Presented in UNESCO Asia-Pacific Mayors’ Forum for World Heritage Cities, Gyeongju, Republic of Korea, 29-30 August 2012;

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The arrangement of mobilizing private sectors and engaging communities needs to be explored, implemented, and widely promoted in order to stimulate the utilization and continuity of urban heritage.

Recent urban issues and its challenges

In recent times, architectural and urban planning issues have faced more complex challenges. There is, no doubt, that environmental changes coupled with the rapid process of modernization in Asia and Pacific, if not handled with care, may destroy the urban heritage buildings, urban history and its traditions. This rapid urbanization can create a loss of the memory of the city and unique character for each community if not well-managed.

It is understood, however, that changes as an impact of development within the built environment on whatever scale, from neighborhood units to the entire city are in fact a natural process. Meanwhile, the acculturation process of various cultures in certain urban areas has naturally created new hybrids of urban culture. These new creations can also become the new image and landmark of those heritage places. There are actually a lot of new possibilities for the future of the historic city.

Recognizing those abovementioned issues, good governance in managing heritage cities as well as stakeholders innovative and creative responses are required. Urban heritage policy for such circumstances and conserving the historic urban space, landscape and its historicity while achieving a better quality of life is obligated. And the performance of this achievement is indeed the reflection of the role Mayor's play on balancing heritage conservation with the contemporary world.

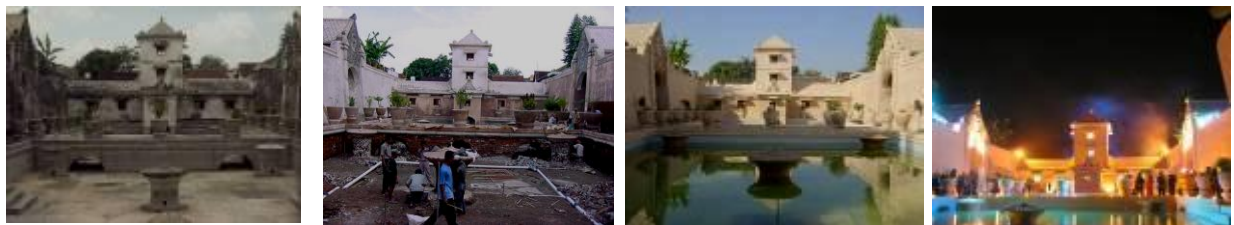


Illustration 1: The process of rehabilitation Umbul Winangun, Tamansari Water Castle, Yogyakarta, Indonesia, 2002 (Photos: Adishakti, 2002)

Emerging regional and global trends

Changes as an impact of development in the built environment are, in fact a natural occurrence. The adaptive re-use of heritage buildings are now commonplace for the utilization and continuity of urban heritage. The problem, therefore, lies in how far the intervention which creates those changes can be called "natural". Self-control of stakeholders is crucial in order to safeguard a continuity of the valuable assets and values whilst at the same time obtain a proper measurement of change in realizing the modern needs and a better quality of life. The degree of control that the urban heritage actor has is likely to be based on the understanding of the sustainability concept, management of change, and each role for heritage conservation actions.

a. Heritage promotes sustainability

The historic city is a weaving of various types of natural, tangible and intangible cultural heritage. Generally speaking, the development of historic cities has evolved concepts for dealing with relationships between nature and culture. As Ashworth & Tunbridge (1990) mentioned that heritage is the concept that provides the link between the preservation of the past for its intrinsic value and as a resource for a modern community or commercial activity. This notion indicates that some modern values have been inherited from the past.

The criteria for inscription of a city within the UNESCO World Heritage List has clearly shown that a World Heritage City demonstrates a tight weaving of various forms of heritage, both natural and cultural, tangible and intangible. For example the City of Kyoto was the main centre of evolution of religious and secular architecture and of garden designed between the 8th and 17th centuries, and as such it played a decisive role in the creation of Japanese cultural traditions which, in the case of gardens in particular had a profound influence upon the rest of the world from the 19th century onwards. Another example is Medina of Fez that is at once an astonishing city-museum and one of the largest Islamic metropolises where the various demographic strata have determined the greatest variety of architectural forms and urban landscapes.

Significantly, heritage promotes a sustainable concept where our common responsibility to the future generations in the time of globalization is to develop a local identity through heritage management (Mimura, 2003). Moreover, heritage is an economic instrument in policies of regional and urban development and regeneration (Graham, Ashworth & Tunbridge, 2000).



Illustration 2. The evolution of utilization of Batik, an intangible cultural heritage of Indonesia, has demonstrated significant sustainability (Photos: Adishakti, 2007)

b. Urban heritage conservation: A tool for the management of change

‘Continuity which admits change’ is the central concept for conservation practice, a notion that differs from preservation. Consequently, this means that the changes which takes place are not drastic in nature (eradicating all previous components), but rather, they are changes that consistently preserve previous elements both naturally and through selective choice. These issues deal with the subject of urban tangible-intangible cultural heritage and environmental conservation.

It is meant that conservation does not lie only in the intrinsic beauty of what is being preserved, but also in the survival of specific socio-culture amidst processes of modernization and an awareness of the future. Above all, there is the identity that should be conferred, such the spirit of the place or the “*genius loci*”.



Infill design in the Pagoda in Myanmar
(Photo: Adishakti, 2011)



Mangaldas Heritage Boutique Hotel, Ahmedabad, India
(Photo: Adishakti, 2012)



Sacred Music Festival in the old fort of Fez Medina Morocco
(Photo: Adishakti, 2003)



The Pyramid & Louvre Museum, Paris, France
(Photo: Adishakti, 2005)



Infill design in Sanensaka, Kyoto, Japan
(Photo: Adishakti, 2001)



Infill design along the river in World Heritage City of Melaka, Malaysia
(Photo: Adishakti, 2009)

Illustration 3. Some examples of heritage adaptive re-use and infill design

c. The role of stakeholders

The involvement of local residents is an important aspect for resolving conservation through a bottom-up planning approach of conservation management. This actually strengthens the platform for future development of a heritage site. In this case, we have to learn from the experience of several historic cities such as the city of Venice in Italy where tourism impinged on many of the qualities that make a city habitable, resulting in the local residents being pushed out. Heritage communities at the local level need encouragement and nurturing.

However, enthusiasm of a community in participating within cultural heritage conservation will not be successful without the support of other stakeholders, and to ensure that revitalization efforts are more effective, efficient, and inclusive. One crucial support is that of the community mediator/facilitator who can effectively motivate, empower, and foster community movements for heritage conservation. A professional community mediator for heritage conservation is a field which is still to be developed, and building capacity within this field is needed. However, the success of people involvement and the community mediator is still also dependent on other supporting systems.

Working with the community is, indeed, time consuming and requires much patience. Initiative and creation for community mobilization is also significant in building community awareness and innovation in answering the current challenges. Various levels of heritage community, from local to national as well as international, need to be established and strengthened. Instead of mobilizing those various types of heritage organizations or forums, utilization of the neighborhoods/social organizations or kinships meeting as a means of supporting the dialogue, communication, and networking will also generate more community and civic movement.

Comprehensively, there are five interdependence factors for heritage conservation management which will influence the role of each actor (Adishakti, 2003):

- 1) People-centered management and the benefit of community participation;

- 2) Collaboration of multi disciplines specialists/experts/technicians/sectors and development of human resources of the related agencies and other relevant bodies including the community mediators;
- 3) Enabled institutional mechanism and government support from various sectors upon community appreciations and initiatives;
- 4) Strong legal aspect and law enforcement;
- 5) Conservation market to support sustainability of management. And in response to people's expectations regarding economic benefit on heritage conservation, pilot or conservation demo projects should be continually conducted'

Lesson learned from several cases on conservation of heritage cities

There are some lesson learned from several cases on heritage conservation which have enabled the importance of community involvement and mobilizing the private sectors, for instance the conservation of Kawagoe heritage city, Japan; Ahmedabad, India; building the strategic good governance through Indonesian Network of Heritage Cities; and Omah-UGM, a converted damaged heritage house into a university institution in a post-earthquake period.

Community initiatives in Kawagoe city, Japan

The conservation of Kawagoe city, northwest of Tokyo, which in the 1950s had several abandon heritage districts, has been successfully managed through grassroots revitalization over several decades. This city is known for the traditional Japanese commercial streets which demonstrate architecture from the Edo period (pre-modern Tokyo) called *Kura-tsukuri*, a style of architecture invented during this period.

This revitalization effort can be described as a fine example in Japan. This project followed three stages and taking several decades (Yamamoto, 2007), as follows:

- 1) The first stage: In the 1970s a civic movement in the form of a national trust was established, and an architectural movement which recognized that historic structures are valuable assets. These groups of people tried to convince the government to protect traditional buildings
- 2) The second stage: It is characterized by a conflict between merchants and the city that had already perceived the value of traditional buildings in Kawagoe. The merchants believed that their economic recovery and historic preservation were incompatible. The concept of historic preservation had to be largely changed before the merchants agreed to retain their old properties.
- 3) The third stage: During the 1980s, local citizens, academics, the city, and merchants converged to form a town management group into a Public-Private Partnership call *Kura-no-kai*. This stage accomplished cooperation, not compromise, through which these groups of people recognized that historic conservation and economic revitalization have a synergistic effect; healthy economic activity within historic buildings would generate the economic foundation in order for those buildings to be maintained. Conversely, historic buildings add unique characteristic to the commercial streets, which attract shoppers, tenants, and even second-to-fourth generation shop-keepers who continue to operate their family's stores.

The factors for Kawagoe's success can be summarized as follows (Yamamoto, 2007):

- 1) a presence of authentic historic architecture;
- 2) *Kura-no-kai* that accepts outsiders, new ideas, and opinions through discussions and creates consensus;
- 3) merchants associations that implement feasible activities;
- 4) the design committee that provides technical support and check activities
- 5) Fostering good working relationships
- 6) a marketing strategy that targets a niche market;
- 7) the involvement of younger people;

- 8) frequent communication with members; and
- 9) exposure to media



The Kura-tsumuri buildings



The vitality of life in Kawagoe City

Illustration 4: The Conservation of the Kawagoe city (Photos: Adishakti, 2011)

Private sector initiatives in Ahmedabad city, India

Ahmedabad city which was built in 1411 is an example of a "compact city", a legacy of architectural heritage for present and future generations. But like many heritage areas around the world they are vulnerable to destruction in the name of modernization or development. Debashish Nayak, a heritage activist, in 1980 created an initiative to make the Ahmedabad Heritage Walk, which until now is held every morning. Perseverance and persistence have brought a paradigm change in the understanding of heritage amongst the community, including the private sectors, as they begin to understand that heritage should no longer be destroyed, but is a valuable resource, both culturally and economically.

For example, Abhay Mangaldas, established a company to safeguard the heritage assets of Ahmedabad. They include Ahmedabad heritage night walks; adaptive re-use and infill design on many heritage buildings such as "the House of MG" a boutique hotel and the Mangaldas bi Haveli cafe.



Illustration 5. Abhay Mangaldas and the Mangaldas ni Haveli, an old house converted into cafe, in Ahmedabad old city (Photos: Adishakti, 2012)

Mayors/regents initiative in Indonesia

Indonesia, a country with more than 17,500 tropical islands, almost 200 million people and more than 300 regional languages, comprises the most extraordinary collection of heritage assets within various historical places. Indonesia contains a diverse typology of historic cities, where the urban environment throughout Indonesia longingly presents their own spirit of place, “*genius loci*”. Each historic city demonstrates the country’s unique urban *kampung* living culture, traditional practices and ceremonies, craft industries, artifacts, and the community’s cultural resources. However, Indonesia can be described as still being in the early stages of having an urban heritage conservation movement.

Urban heritage conservation activities taking place within various historic cities in Indonesia is still very diverse. Some are more advanced in conserving urban heritage and increasing the local peoples’ awareness, but many are still struggling in starting the conservation process. In general, conservation efforts in building an urban heritage community and awareness have been made, however, the understanding of this issue is still limited. This is proved by the demolition of old buildings, natural heritage destruction, limited legal aspects, and incapability of local institutional aspects to accommodate a comprehensive conservation approach.

The efforts of urban conservation management in Indonesia in safeguarding the continuity of the urban heritage assets are at the same time preparing for various kinds of disaster risks as well as obtaining a proper measurement of change in realizing the modern needs and a better quality of life.



Illustration 6. Activities of the mayors & regents, Indonesian Network Heritage Cities Network
(Photos: Adishakti, 2010)

Considering these complicated issues, the Euro-Asia World Heritage Cities Conference in Solo, Indonesia, October 2008, the Indonesian Heritage Cities Network (*Jaringan Kota Pusaka Indonesia*/JKPI) under the assistance of Indonesian Heritage Trust was declared by the Minister of Culture and Tourism. The first congress was organized in the City of Sawahlunto, West Sumatra Province in 2009. The annual national meeting took place in the City of Ternate, North Malucos Province in 2010, and City of Pekalongan in 2011. This annual meeting formulated the program as follows:

1) Internal Program

- a) City/regent members are requested to develop a heritage atlas
- b) Formulate guidelines for Indonesian Heritage City management
- c) Formulate Indonesian Charter for Heritage Cities
- d) Formulate the JKPI Public dissemination tools such as directory book, web site, leaflets
- e) Set up an independent office (JKPI house) in the capital city of Indonesia
- f) City/regent members are requested to maintain the networking with national government, private parties, and communities.

2) External Program

- a) Propose to the Ministry of Tourism and Economic Creative to put the Heritage Cities as Tourism Destination.
- b) Encourage the member city to become a member of the OWHC (Organization of World Heritage Cities) and develop partnerships with heritage NGO's
- c) Convey the national government to support the JKPI and introduce JKPI to the other national government as well as international institutions
- d) Convey the national government to provide financial supports, trainings, technical assistances for human resources development;
- e) Participate in the several trainings on Urban Conservation Management organized by Indonesian Heritage Trust

Currently, there are 48 mayors and regent members of this network, which has grown compared to when it was first establishment with only 12 members.

Higher education initiatives post-earthquake in Indonesia

On May 27, 2006, a tectonic earthquake with 5.9 richter scale shook Yogyakarta Special Province and Central Java Province. Over 5,800 people died, thousands of homes destroyed and many heritage buildings along the Opak River were heavily damaged, such as Bangsal Trajumas in Keraton, Yogyakarta. Many heritage buildings and intangible heritage resources in Kotagede District were also destroyed and lost.

One of these damaged properties was a traditional house on 750 m² of land, in Jagalan, Kotagede. This was subsequently bought by Universitas Gadjah Mada (UGM) right after the earthquake. A center for Heritage Movement UGM is now the new function of this folk heritage which is now known as “Omah UGM” (UGM house). This effort is part of the awareness of the UGM for the long-term program of mediating the Kotagede local community to revitalize their heritage district. As post-earthquake, a revitalization program of Kotagede Heritage District has been initiated by “Pusaka Jogja Bangkit! (Jogja Heritage Revival!) “. Collaborative parties consist of the Center for Heritage Conservation, Department of Architecture and Planning, Universitas Gadjah Mada; Jogja Heritage Society; Indonesian Heritage Trust; ICOMOS Indonesia; and other supportive institutions including the local community. This program focuses on building the local economy through managing tangible and intangible heritage as valuable potential for economic and sustainable development of the area.

The first Indonesian Charter on Heritage Conservation was declared during the occasion of Indonesian Heritage Year 2003. It is stated that the heritage of Indonesia is the legacy of nature, culture, and *saujana*, the weaving of the two. However, heritage recovery post-earthquake is still limited. The greatest concern and focus is primarily aimed at ‘high’ cultural heritage and monuments (*adipusaka budaya*) and many of the folk heritage (*pusaka rakyat*), such as the traditional houses, which are spread out over the disaster hit area are largely ignored.

Learning from the emergency response and heritage recovery from the post-earthquake in Jogja, especially in the case of Kotagede Heritage District revitalization, has highlighted a new movement and direction for heritage conservation in Jogja as well as for Indonesia. This new movement is focused on (1) the effort of heritage recovery on folk heritage, tangible and intangible, (2) the alliance of heritage conservation and micro-small-medium business on Jogja recovery, (3) capacity building for the risk disaster management on heritage, community mediators, and experts on traditional construction, (4) the formulation the format of District Master Conservation Plan and Cultural Landscape Regional Conservation Plan.

These long term actions are facilitated by “Omah UGM” which has been rehabilitated and reconstructed with the help from the partners such as JICA, Total Indonesia, Exxon Mobile, Jogja Heritage Society and the local community.



Illustration 7. Omah UGM

Concluding remarks

1. In context to the utilization and the continuity of urban heritage, it is important that mayors seek to enhance institutional mechanisms and that the government supports various sectors from the local community, private sectors and higher education initiatives, including PPP arrangements;
2. How can the heritage cities conservation be prepared and conducted, especially for mobilizing private sectors and engaging communities? How can these following considerations and supporting instruments being elaborated?
 - a. Holistic, systematic and comprehensive management for the existence and development of local organization, updated inventories, promotion, and risk disaster management for all urban heritage assets.
 - b. Integrated and sustainable safeguarding of the natural, tangible and intangible cultural heritage through the phases of activity planning, local economic development including heritage investment, adaptive re-use & infill design of heritage buildings and districts, and Heritage Impact Assessment.