



## Some Notes on Area-based Conservation: Lesson Learned from Bandung

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### ABSTRACT

The city of Bandung is famous for its architectural legacy. As part of urban development, the architectural forms and urban fabrics were influenced by mixture of local-indigenous and Western traditions. Through colonialization cultural layering is a common attribute of most Asian cities. Nowadays, these unique fabrics become vulnerable due the tremendous pressure of urban development. Efforts of heritage management in Bandung have been started since 1990s, in which the first heritage list was accomplished in 1997, and later developed in 2005. The latest list of 2010 was planned for the historic quarter as a supplement to the previous listed building. Questions have been raised on the inclusion of the artefacts into the list and its consequences, due to lack of understanding of urban conservation. Meanwhile, recent debates on authenticity has substantially led to the rethinking of the criteria of conservation, and the designation the area-based conservation approach in urban heritage management. Based upon the mapping of historic urban quarter project, this paper unveils the problems and consequences of the heritage listing. Moreover, the study takes the stand that critical understanding of the urban context is crucial in designating the protection area, including legal bases, delineation and control mechanism.

## 1. Introduction

The city of Bandung, established in the early of 19th century, is well known for its architectural legacy. As part of the urban development, the architectural forms and urban fabrics of Bandung have undoubtedly been influenced by mixture of building's tradition and conception, i.e. local-indigenous and European/Western tradition. The Western influence on built forms basically came about directly through the long period of colonialization. It is observed that cultural layering is a common attribute of most Asian cities, and all of these layering are significant, since they reveal stages and layers in spatial production and societies (Martokusumo, 2010b; Stubbs, 2009, and Logan et al., 2002). Nowadays, the historic urban areas in Bandung with their architectural forms can still be recognized through its urban forms, and they for sure are facing the rapid pace of economic led-development and inevitable changes. Recently, these unique urban fabrics with their distinct character become vulnerable due the tremendous pressure of urban development.

Many empirical evidences pointed out that heritage list is considered as a tool, a mean of documenting valuable building/sites after its historical, socio-cultural of significance. (Stubbs, 2009) Generally, the list will provide documentation or record of heritage structures/sites, and will be used for controlling (new) developments inside and/or outside the respective area.

In relation to the effort of heritage management in Bandung, discussion of statutory controls on places having heritage significance, were initially first introduced in 1990s. The earlier version of heritage list was accomplished in 1997. The list, revised in 1998, contained a number of worthy individual buildings, ca. 413 buildings. Unfortunately, that list has never been legally formalized. Shortly after that, another documentation was carried out in 2005, in which ca. 637 buildings were registered. From that listing, only 100 buildings are considered the priorities for protection. Those buildings have the highest quality in term of cultural significance/value. Furthermore, those historic buildings were classified into category A, and were formalized through the Municipal by Law (*Peraturan Daerah* No. 19/2009) concerning heritage building and historic sites management in December 2009. (Zulkaidi et al., 2013)

In order to update the heritage list of 2005, a survey was conducted in 2010 and resulted in 892 documented heritage buildings. It revealed that the previous inventories of 1998 and 2005 were not complete, many potential heritage buildings were not included. For example, the inventories took representative samples of buildings in a corridor of street instead of recording all heritage buildings. In 2012 the city prepared another 50 heritage buildings of category B, and then another 100 buildings of category A in 2013. This additional 150 buildings were planned to be legally listed in a Mayor's Regulation, though the regulation has not been officially enacted until now. Despite the

surveyed buildings, there is still a great number of historic buildings that might likely be worthy of protection. Thus, these buildings must still be examined, whether they meet the requirements as heritage structure, and to which category they belong. (Zulkaidi et al., 2013)

Regarding the need of protection associative values of cultural heritage, the Municipality of Bandung has already issued protected urban areas. Under mayor's regulation (*Peraturan Walikota*) 921/2010, there are currently several urban quarters in Bandung, which were nominated as heritage conservation/protected area. Nevertheless, due to the lack of understanding of the area-based conservation, questions have been raised on the inclusion of the building into the list (heritage list), including its consequences. Based upon two cases in Bandung, the destruction of heritage building is not solely caused by the administrative aspects, but also intellectual gap on that respective topic. Meanwhile, in the recent debates on authenticity, it is considered that the criteria of conservation must be substantially revisited and extended (Martokusumo, 2011; Martokusumo, 2010a; Jokilehto, 2006; Orbaşli, 2008). Following this, critical thoughts will be essential not only in creating criteria of conservation, and in designating the conservation area. The control of protected area can be achieved by area-based conservation, since protected areas will need a more-in depth understanding in urban heritage management.

This paper is written based on the on-going documentation project of historic urban quarters in Bandung. The mapping project serves also as basic data for urban development control, and an evaluation of the existing heritage list. Furthermore, the discussion unveils the problems and consequences of the heritage listing, as illustrated by the two case studies. For the sensitive engagement with historic urban quarters, a comprehensive legal heritage list is a must, as this paper argues. However, despite the list, additional tools, such as (urban) design guidelines are also imperative in order to achieve the preservation's goal. Finally, the study takes the stand that critical understanding of the urban setting or context is crucial in designating and listing the protection (urban) area, including legal bases, delineation of heritage districts, and control mechanism.

## 2. Heritage List and Area-based Conservation

Heritage list usually contains object that has cultural values, and is related to the discussion on heritage management. The World Heritage List is based on the definition of the outstanding universal value (OUV). As stated in the World Heritage Convention "monument" and "group of buildings" should have OUV, from the point of view of history, art, or science. Meanwhile "sites" must be seen from ethnological or anthropological point of views. (Jokilehto, 1996) In order to have better understanding, the heritage list and area-based conservation will be discussed as follows:

### 2.1 The Need of Heritage List

In the beginning of the 21<sup>st</sup> century, the idea and concept of historic preservation and urban conservation are contested by the current urban dynamic due to the paradigm change. The paradigm change has been stimulated not only by the increasing complexity of urban dynamic, but also the different attitude towards cultural heritage. The pressure of urban development, globalization, social change, including the financial

circumstances, belong to the defining initial factors that have consequently affected the heritage management (Stubbs, 2009; Orbaşli, 2008).

Empirical studies that investigate the relationship between preservation and conservation and city development highlight that preservation and conservation are not perceived anymore as an obstacle, but they rather play an important role as a component of urban development, a local defining attractions and eventually become landscape-specific defining character<sup>1</sup>. In the broadest sense, the conservation of architecture is all about managing change. Change is an inevitable life process with which every living creature contends. Anticipating and managing change has always been a human concern. Since buildings are generally established under dynamic conditions and will surely be in a dynamic state, the field of conservation is itself constantly changing. Thus, accommodating change is the heart of cultural resources management. For this reason, new laws, administrative procedures, state/country supported programs and tax reductions must be arranged, so that preservation and conservation can be beneficial for urban design and development policy, and their functional role in the planning and building future urban forms can be exposed. (Arezki et al., 2009)

Historic preservation, or also known as architectural conservation is globally regarded as the predominant activity within the larger and more diverse field of cultural heritage conservation. Conservation of cultural property has been defined as all activities aimed at safeguarding cultural property for the future in order to study, record, retain, and restore the culturally significant qualities of the object, such as site or building with the least possible intervention. (Stubbs, 2009) Thus, as part of the cultural heritage management, historic preservation is very much concerned with the documenting and recording of all forms of human culture, including tangible artifacts such as architecture, archaeological sites, cultural landscapes, arts and crafts and other objects of material culture. In relation to this, the cultural mapping in form of heritage list is a basic important step in the heritage engagement, in which buildings with universal, associative, curiosity, artistic, exemplary, intangible and use values, are worth for protection. (Stubbs, 2009; Arezki et al., 2009)

According to Frey and Steiner (2010) the list tends to be beneficial where heritage sites are undetected, disregarded by national decision-makers, not commercially exploitable, and where there are inadequate national financial resources, political control and technical knowledge for conservation. Nevertheless, the use of heritage list can be either positive or negative. Thus, to some extent, the list can also have negative impact. In case that the object is not on the list yet, however this does not mean that the object is unworthy of protection. Due to development pressure and various levels of awareness, the assumed historic building might be considered as unworthy of protection, and this circumstance might lead to destruction of historic building. Having laid out the context in which heritage list gained prominence on the recent debates on urban development control, a regular updating of the list must likely be taken into account.

### 2.2 Area-based Conservation

In its initial phase, the interest in protecting the significances associated with cultural and natural heritage has been limited to individual heritage objects, such as monuments and buildings. In a later

<sup>1</sup> Positionspapier der KMK „Zukunftsfähigkeit von Denkmalschutz und Denkmalpflege“ Beschluss der Kultusministerkonferenz vom 01.02.2002. Sekretariat der Ständigen Konferenz der Kultusminister der Länder in der Bundesrepublik Deutschland.

development phase, such interest has broadened beyond this limited boundary to involve entire urban quarters and to protect such quarters' townscape, urban and eventually ecological values<sup>2</sup>. According to Abdel-Tawab (2012) the shift of interest to preserve the townscape and urban values of entire urban areas seems to have also been inspired by the works of town planners, such as Kevin Lynch (*The Image of the City*, 1960) and Gordon Cullen (*Townscape*, 1961). In their writings, a number of aspects of the townscape qualities of urban environment were addressed, including several approaches to analyze such qualities. Furthermore, such writings express the growing international interest in protecting such heritage values.

In regard to the historical development of conservation activity, Larkham (1996) explains that in area-based conservation represents a late phase of the conservation movement, which has commenced by interests in protecting individual monuments and buildings. The early phase of conservation legislation has been involved with monuments and individual buildings, and that a more complicated phase, concerned with protecting larger urban areas, has followed this stage. Fundamentally, urban conservation areas contain a range of features, buildings and places that form a unique or representative group that typifies the local character and identity of the quarter. The special qualities of these areas are not established solely from the buildings alone, but includes historic road layouts, paths and boundaries; building and paving materials; a particular mix of building uses; public and private spaces, such as gardens, parks and greens; and trees and street furniture, which contributes to particular views – all features are recognized as part of its heritage characters (Burgess and Tuvey, 2005).

The latest of discourses to urban conservation deals with the creation of pleasant urban experiences that have a historical identity, rather at the simple retention of authentic urban history. Thus, creating a sense of place is more than to the exact restoration of urban details. This can be achieved through selectivity in choosing the areas to be conserved; selectivity of the urban essentials to be recognized for conservation and selectivity of the sites cape features in need of retention (Ouf, 2001 and Martokusumo, 2011)

In contrast to the designating of individual heritage building, the creation of a conservation area requires several considerations. Ouf (2001) eloquently explains that the physical historical identity of an urban setting can be observed from its streets corridor, its building mass and its overall urban character. As such, the focus of urban conservation might be a street-first approach, in which heritage conservation would be concentrated on dealing with buildings and urban features along a main corridor. Secondly, heritage conservation would be focused on dealing with buildings and urban features within a clearly defined urban area (area-based conservation or an area-bound approach). Thirdly, it is the concept of a sense of place within a small urban nucleus to anchor a strong essence of heritage and attract further conservation attempts.

### 3. Case Study: Urban Realities in Bandung

Due to the rapid pace of development process, there is a need to carry out a thorough documentation of existing heritage buildings.

Furthermore, the list should basically be understood as an evaluation of the existing heritage list. Initially, the on-going documentation is implemented to refresh the list. Noting that the number of the building on the existing list might increase, thus the two cases in Bandung represent typical problem of heritage management, which deals with the tools of development control. The two historic objects in Bandung were demolished in the period of 2008-2009, and it was due to the lack of legal instrument. Since the two objects were not yet legally protected, then they were both politically considered as unworthy of protection. Furthermore, these cases illustrate not only the need of the periodically updated heritage list, but they also refer to the following imperatives to develop appropriate (urban) design guidelines, as part of the development control, as a complementary to the heritage list. The following case studies reveals a problematic condition in establishing protected urban areas through area-based conservation.

#### 3.1 The Cihampelas Swimming Pool

The *Cihampelas* swimming pool was built in the period of 1902-1904, and served as the first public facility for Bandung in its early development stage. The city of Bandung had officially granted its own administrative status in 1906 as a *gemeente* (municipality). The city was planned to be the capital city of the Netherland Indië before the WW II, and some basic facilities were provided, including the open air swimming pool. (Voskuil, 1996 and Kunto, 1984) Due to the colonial regulation (1910-1920s) this facility was once dedicated only for the European residents. The facility of the swimming pool was quite extraordinary at the time, and it was used also to host the swimming competition of the first National Sport Week (*Pekan Olahraga Nasional*, abbr. PON), which was held in Solo 9-12 September 1948, Central Java. Shortly after the new republic declared its independence in 1945, there was only one swimming pool facility that met the standard requirements for national swimming competition, and that was the *Cihampelas* swimming pool in Bandung.



Figure 1: The Cihampelas Swimming Pool ca. 1925

Source: [http://media-kitlv.nl/all-media/indeling/detail/form/advanced/start/11?q\\_searchfield=zwembad+tjihampelas](http://media-kitlv.nl/all-media/indeling/detail/form/advanced/start/11?q_searchfield=zwembad+tjihampelas) (retrieved April 4, 2014)

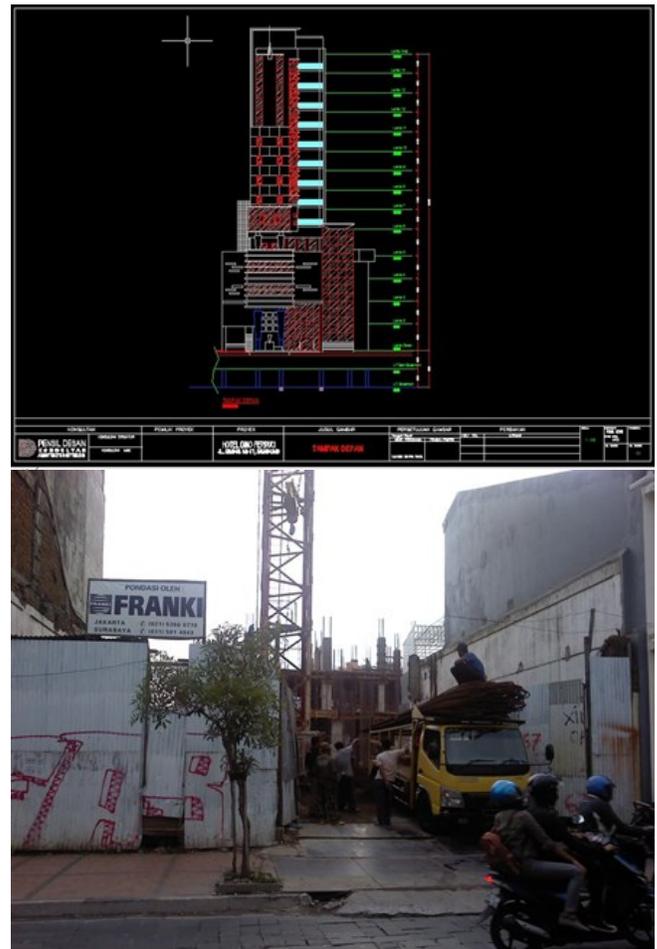
<sup>2</sup> As the author elsewhere expressed, perhaps the most essential development in the heritage conservation movements is that it has expanded its area of interests into dimensions where environmental concerns are more dominant than the historical associations of a place, i.e. natural or cultural landscape, topography, social and cultural traditions, and other environmental objects (cf. Martokusumo, 2011). For further discussion on the cultural heritage cf. UNESCO Convention of 1972. Christchurch; Opus International Consultant Ltd.

The swimming pool had several natural water springs, and the adjacent area was still dominated by the greenery. The water supply was more than enough, and it lasted until the period of 1980s. In the earlier period, the overflow of the swimming pools was used to flush and to clean the zoo's installations, which is located closed to the swimming pool complex along the *Cikapundung* river valley. Furthermore, the grey water was drained off into the sewer to the south part of Bandung, which in the previous time was used to be the retention pool. Due to the dynamic and massive urban development, the exiting natural water springs were significantly extravagated, and this circumstance inevitably affected the supply for the operation and maintenance of the pools.

In 2009 the historic swimming pool was demolished, to give way for the new 25-storey apartment building. The twin apartment buildings, with ca. 2000 units, were built to provide vertical housing in Bandung, as part of the ambitious National Housing Program of 1000 towers. Obviously, there were some pros and contras towards the new project. The pros-group argued, that regarding the statutory controls the old



**Figure 2:** *The Jardin Apartment Cihampelas*  
 Source: <http://www.skyscrapercity.com/showthread.php?t=1415100>  
 (retrieved April 12, 2014)



**Figure 3:** *The Hotel Gino Verucci at Jalan Braga 67*  
 Source: <http://www.skyscrapercity.com/showthread.php?t=1415982> (retrieved, April 3, 2014)

swimming pool was not on the heritage list. The historic pool was simply excluded from the 100 historic buildings. Another contention put forward by the public relation officer of the developer was that the old pool would be replaced by a pairs of new and modern pools, and would be surrounded by the twin towers. Thus, the new pools will be located in the inner court of each apartment tower block. On the other hand, from the socio-political and cultural perspectives, the existence of the pool has constituted the historical development of significant urban facilities/amenities during the colonial period in Bandung. In spite of the associative values of the 100 years old pool, the municipality of Bandung, after several consultations with related agencies and the house of representative, gave permission to demolish that public facility eventually. Even the existence of the pools is preserved, however, the historic site of the first open air swimming pool installation in Bandung were totally destroyed. (Figure 1 and Figure 2).

### 3.2 The Korona Building on Braga Street 67

The *Korona* building, located on Jalan Braga, was actually built in 1930 with the first store's name, *Kero*<sup>3</sup>. It was erected during the period of 1920-1940, the heyday of Jalan Braga, which once served as an important shopping street in Bandung, called *De meest Europeesche*

<sup>3</sup> Kontradiksi Keberadaan Daftar Bangunan Heritage Kota Bandung dengan Objek Studi Kasus Pembongkaran Toko Korona Jalan Braga No. 67 in Martokusumo (ed.). (2010a) SAPPD ITB.

winkelstraat van Indie (Kunto, 1984). The building was famous as one of the leading furniture store in Bandung with its brand Kero. In 1970 the building underwent some physical changes, but unfortunately there had been no documentation at all (Figure 3).

After abandoned for years, a proposal of hotel was submitted to replace the existing building in the beginning of 2009. Even the building is located in the one of the oldest commercial area in Bandung; unfortunately the *Korona* building was not on the heritage list. Prior to construction of the new building, the draft of heritage list was still in preparation, but the commercial area has been indicated and proposed as a historic urban quarter. The list also contained recommended buildings that are worth for protection. The heritage list was prepared by the Agency of Tourism and Culture (*Dinas Pariwisata dan Kebudayaan*) of Bandung together with the Bandung Heritage Society (BHS), which helps and assists the municipality in term of heritage management.

During the consultation the hotel developer argued that the building was not on the list, and there had no need to conserve of the deteriorated building. This was the basic argument by the developer to replace the old building regardless the historical value of the area of Braga Street. The former Mayor of Bandung, *Dada Rosada*, admitted regretfully that there was a misunderstanding in issuing the building permit eventually. As reported in the local papers, long before the building permit was issued the existing building had been piece by piece pulled down since March 2009<sup>4</sup>.

The arguments of the importance the area of the Braga Street, with its historic buildings, were not enough to convince the municipality to preserve the *Korona* building. In accordance with that proposal, the BHS had already given technical recommendation regarding the existing building, and its possible integration into the new development. The proposed recommendations dealt mostly with the specific relation of the building's site to the historic area of Braga. Regardless the architectural quality of the building, it was likely difficult to establish a morphological connection between the new infill by not demolishing the old building/structure, since there was neither design guidelines nor directives. As mentioned, the lack of legal basis has led into a status quo of the importance of the existing building, and its contribution to the morphological structure of the protected area. The absence of the legal basis, i.e. heritage list and (urban) design guidelines, had dishonestly been used by the developer to carry out the design proposal.

#### 4. Discussion

The *Cihampelas* swimming pool and the *Korona* building are only few cases that highlight typical problem of statutory controls in (urban) heritage management. In the last decades the number of heritage buildings and historic structures tend to decline. In respond to the need of building protection, the Municipality of Bandung had already initiated several documentations for historic buildings since the 1990. The legally bound heritage list with 100 buildings was firstly issued in December 2009. The list was attached to the Municipal by Law (*Peraturan Daerah*) 19/2009, contains historic public buildings with category A only. According to that Municipality by Law, there are still two other categories of heritage building, i.e. category B and category C. However, these two categories are not yet determined. As mentioned,

<sup>4</sup><http://news.detik.com/bandung/read/2009/03/19/145346/1101983/486/pengembang-hotel-belum-miliki-izin?nd771104bcj> (last retrieved April 14, 2014)

there are currently another almost 900 buildings which are worthy of protection.

In November 2010 the new preservation Law 11/2010 concerning heritage was issued, and shortly after that the Mayor's Regulation (*Peraturan Walikota*) 921/2010 concerning protected urban areas in Bandung was issued. Nevertheless, the later regulation only indicates several protected areas without any further detail of delineation of each area and consequences for the building included in the protected/conservation areas. Another issue related to the designation of protected areas and heritage list are the criteria. Meanwhile, recent debates on authenticity have substantially led to the rethinking of the "traditional" criteria of conservation, and the designation of the conservation area. In relation to that, area-based conservation approach in urban heritage management is considered important. The reinforcement of protection areas due to the increasing pressure of urban development required a careful treatment.

With the circumstance, many buildings, mostly privately owned, that could fall into the category B and C, due to constant pressure of development, are respectively endangered. There has been no guarantee that building, which is not under the heritage list, can sustain, since there is no adequate incentive and disincentive mechanisms. As mentioned earlier, the absence of administrative tools, i.e. heritage list, was considered as a crucial gap in heritage management. Even the heritage list in terms of statutory controls can be used as guidelines, notwithstanding there is no further directives in terms of urban design guidelines. Questions regarding design and mechanism, such as which (part of the) buildings should be protected? how it should be conserved, and to what extent the infill (new addition) may take place are raised very often, including the benefit being included either in the heritage list or in the protected urban areas. What kind of relationship between heritage list and area-based conservation in relation to the designation of conservation area? In almost every aspect, there is no such adequate explanation.

As previously explained, the creation of a conservation area requires several considerations. Noting Ouf (2001), the physical historical identity of an urban setting can be observed from its streets corridor, its building mass and its overall urban character. Furthermore, heritage conservation would be focused on dealing with buildings and urban features within a clearly defined urban area. This refers to the need of area-based conservation or an area-bound approach. Finally, the concept of a sense of place within a small urban nucleus is inevitably to anchor a strong essence of heritage and attract further conservation attempts. Shortly, sensitive and critical approaches are needed in the designating of protected urban areas.

Thus, the destruction of two historic buildings that were not legally formalized as heritage structure, illustrates the absence of development control, and to some extent also unveils the quality of political will. The absence of political will, intellectual and administrative might play a role in the heritage management in Bandung.

#### 5. Concluding Remarks

This paper is written based on the on-going documentation project of historic urban quarters in Bandung. The mapping project provides basic data for urban development control, and at the same time evaluates the existing heritage list. The discussion unveils the problems and consequences of the heritage listing of protected/conservation areas. Moreover, the study takes the stand that critical understanding of the urban setting or context is crucial in designating and listing the

protection area, including legal bases, delineation of heritage districts, and control mechanism. These are all aspect must be taken into account in the implementation of area-based conservation.

The discussion highlights that the lost of two historic objects in Bandung that were not legally formalized as heritage structure, illustrates the absence of development control, including heritage list and design guidelines, and to some extent also unveils the quality of political will. The serious lack of political will, intellectual and administrative support, these all demonstrate a significant role in the ineffectiveness of heritage management in Bandung. In addition, further questions on which (part of the) buildings should be protected, how it should be conserved, and to what extent the infill (new addition) may take place also demonstrate that legal heritage list is not enough. Design guidelines for heritage site as well as heritage building conservation are absolutely necessary.

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