

# ICOMOS Netherlands



## PROBOLINGGO

*Preserved City in Development*

**Probolinggo**  
**Preserved City in Development**

Recommendations workshop 'Heritage Lab Probolinggo'  
18-23 May 2015

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*Ade Sidiq elaborates on the urban and historical context of the harbour.*



*Welcome poster at the heritage building of the Military Police.*

# INTRODUCTION

In October 2014 ICOMOS Netherlands received a letter from the Mayor of the City of Probolinggo (East Java) in which he stated that the city has a long history of development. In particular during the colonial period it grew in importance after being connected to the main railway from Surabaya and a harbour for sea-going ships.

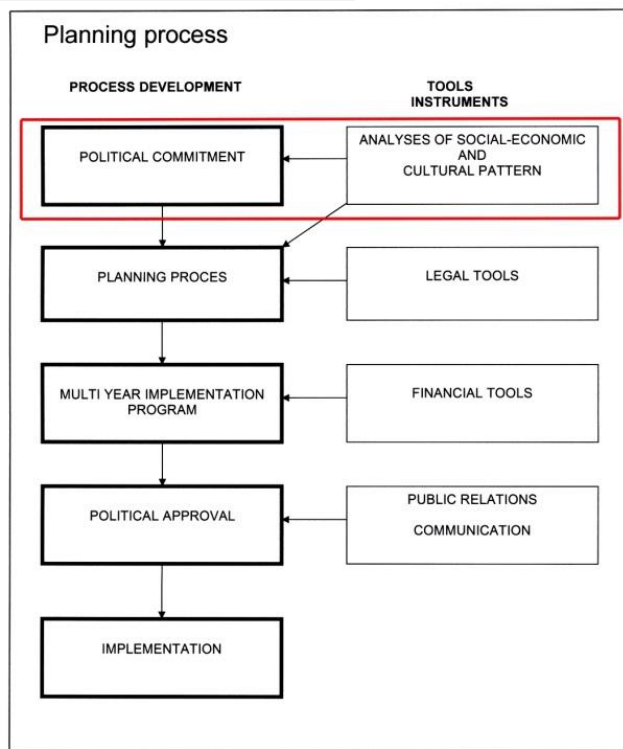
‘Especially the Dutch period left us with an urban plan and infrastructure, which dominates the urban pattern of the city until today’. And furthermore: ‘The City Government wants to develop the city for the welfare and benefit of the inhabitants and part of this plan is to integrate the cultural heritage into the modern development of the city.’

What the City Government asks for is a clear proposal for ‘integrated conservation’; meaning the improvement of today’s living conditions by making use of the existing culture and infrastructure. To get (technical) insight in the historic status of the city and the connected development opportunities ICOMOS suggested a quick scan. A quick scan is not a replacement for an urban plan (for which the municipality is responsible), but should be seen as a fast and simple way to explain the structure of the town and, based on the collected data, formulating future development opportunities. The quick scan gives insight on why ‘the city looks as it looks’. It is preferably executed by students of a local university. They bring in local influence and insights while at the same time young people are trained in looking at historical sites as ‘something that is worth developing’.

The ICOMOS group from the Netherlands consisted of ICOMOS representatives Diederik Six (president ICOMOS-NL), Erik Luijendijk and Peter van Dun. Peter Timmer joined the group on behalf of the Cultural Heritage Agency of the Netherlands, which supported the mission in cooperation with DutchCulture.

The ICOMOS group would like express its gratitude to the City Government of Probolinggo for their hospitality and organization during the mission. This also accounts for the warm welcome received from individual buildings owners, private companies, museums, the Indonesian army and several religious institutions while visiting their property. The ICOMOS group particularly wants to thank the students of the Brawijaya University, Ulid Maulidi, Ade Sidiq Permana, Ulrich Malisius and Punto Wijayanto (Indonesian Heritage Trust, BPPI) for making the quick scan possible in such a short period of time. Due to the limited time (one week) the students started directly after introduction with collecting data on historical identity, technical condition and functions.

The workshop ended at a final seminar and conclusion on Saturday 23 May 2015.



*The figure alongside shows the procedure, the red lined part covers the activities of the 'quick scan'.*



*The Deputy Mayor of Probolinggo, Pak Suhadak, at the opening of the workshop week.*

# PREFACE

In heritage management one might distinguish two main aspects:

1. The most classical approach is the preservation of the appearance of individual listed heritage buildings. The background to this attitude is the need to upgrade the technical condition of the building in such a way that the authenticity of the construction and building materials stay intact as much as possible. Preservation concerns the material subjects and visual elements of the building.
2. In addition there is the aspect of so-called urban conservation or integrated conservation. In such cases one aims at the creation of favourable conditions for the reintroduction of listed buildings and other historical building in today's society in a functional and (of course historical) architectural way. This is a broader scope than the preservation of an individual building because one has to have insight in future development opportunities. If, besides that, historical buildings are part of a historic urban structure, a clear policy on (economic) development of the whole (historical) site becomes a necessity.

This report intends to give insight into the development opportunities of Probolinggo's historical core and should be understood as a recommendation to the City Government. The three basic ingredients for integrated conservation should be kept in mind, being:

**1 - Political commitment**

**2 - Public awareness**

**3 - Economic feasibility**

The layout of this report follows these three basic ingredients. Because planning recommendations require political commitment they are part of Chapter 1. Public awareness and economic feasibility are found in chapters 2 and 3. The outcomes of the quick scan can be found in Appendix 1.

Because of the small amount of time available, the student could only make a detailed analysis of the centre part of the historic core of Probolinggo. They did so on the historical value, the technical situation and the function of the building stock involved. The inventory of the historical development of the city and the SWOT analysis focused on the entire historic core, which is called *Kota Tua* (Old Town).

The workshop started on Monday 18 May with a formal meeting and the introduction of the students from the University of Brawijaya of Malang. The ten students were:

1	Iwab Indra Riztyawan	6	Syarfina Juhaidah
2	Din Jannata	7	Eko Armando Maha
3	Rizki Sinta	8	Siradz Haningdyah
4	Riska Nilla Yudian F.	9	Iskhak Nindya Utami
5	Sendy Octavian D.	10	Faizal Roch'is. P.



*One of the characteristic old electricity buildings.*



*The harbour of Probolinggo, view from the old Harbour Control Tower.*



# 1. POLITICAL COMMITMENT

## **Introduction**

It is important to state the delineation of *Kota Tua* first, as the basis of implementation. Next, a clear policy is needed on future developments, keeping the wish of the Mayor of Probolinggo regarding the historical environment in mind. It is necessary to integrate social and physical aspects, public space, urban pattern, historical buildings and also natural features into the future development of Probolinggo. It requires political commitment in setting up a planning process to achieve the goals.

## **Challenges per district**

One cannot stop progress, changes will take place in the future and they will affect the appearance of the historical environment. Integrated conservation means combining spatial, social and cultural ambitions, by using the specific character of an area. Every historical districts in Probolinggo has its own challenges. The Dutch colonial quarter is in need of an impulse to add new functions and safeguarding/enhancing its specific character. The Kali Banger Kampung and Madurese quarter are facing lack of sanitary infrastructure and high-risk situations for fires high. An integrated approach which including improving living conditions is needed.

## **Implementation programme and strategy**

To the opinion of the ICOMOS group an implementation strategy and overall programme for the coming 10 years is needed. A programme or policy that focuses on heritage as an asset for city development requires much effort and time. During this process, one often forget these activities are not visible for the community. To obtain and maintain commitment, pilot projects ('quick wins') could be part of the implementation strategy. Start small and use best practices to create a positive public opinion towards the programme's objective. The old Harbour Control Tower, now used as Pos KPLP by the harbour authorities, an old electricity buildings are good examples to start with.

## **Community-based approach**

Involving the local community is of great importance if one wants to succeed. This is the case with the private owners of historical buildings in the centre part of the city, and also in areas such as the Kali Banger and the Madurese district. Although these two areas seem degraded, they also have wonderful qualities that should be taken into account. For example its street life and aesthetics and vitality of the vernacular architecture, the community's self-help in urban planning and neighbourhood organization and their fascinating local traditions.

## **Indonesian Heritage Cities Network**

Represented by the mayor, Probolinggo has recently joined the Indonesian Heritage Cities Network or JKPI (Jaringan Kota Pusaka Indonesia). To support JKPI, BPPI and the Directorate General of Spatial Planning of the Indonesian Ministry of Public Works (PU, now PU-Pera) have set up the Conservation and Management of Heritage Cities Programme (P3KP). This programme can help Probolinggo to develop heritage management, as well as training courses and programmes for professionals active in the field of heritage conservation. This also accounts for encouraging and training of local planners and architects when it comes to restoration skills.



*Not much remained of the old fort (benteng), but the field visit attracted a lot of attention of the inhabitants and other public.*



*Madurese district:  
tomorrow's advocates  
for heritage  
conservation?*

## 2. PUBLIC AWARENESS

### **Introduction**

Probolinggo is a living and vibrant city. This is an asset that provides Probolinggo's heritage a future perspective. However, during discussions with inhabitants of Probolinggo and the participants of the workshop, it was mentioned that historical awareness is limited still. Historical and cultural awareness is very important to gain public and private commitment for development plans.

### **Awareness activities**

Heritage trails and heritage festivals (for example Kota Lama festival Semarang) can be organized by the City Government to gain public commitment. A little fund to support private initiative in awareness activities, similar with the Jakarta Endowment for Art and Heritage (Jeforah), could stimulate this. Initiatives could be photo competitions, writing down the history of individual heritage buildings, interviews with people who can tell stories of old Probolinggo, a video production featuring old buildings, a photo exhibitions comparing old pictures from the archives compared with today's images, competitions and rewards for the 'best restored building' of the year etc.

### **Cultural heritage centre**

Although heritage trails are part of awareness activities, they could also be used for attracting investment into the old city. This begins with including businesses (and a visit to them) into the trail. More people on the heritage walk means more investments. This makes the public aware of the economic potential heritage provides and could also create opportunities to attract capital-intensive ventures. Establishment of a cultural heritage centre in cooperation with the local community, focusing on such heritage trails and the mentioned activities above, as well as education, capacity building, advice for historic building owners could eventually lead to a situation in which activities to conserve heritage enhance each other (similar with Ahmedabad, India).

### **City branding and place making**

How to make visitors and the public in general aware of the cultural and historical assets the city has to offer? To achieve this, city branding is important to develop. But it is also a matter of place making resulting in a city brand (and slogan) that focusses on highlighting (or creating) Probolinggo's unique selling point. Additionally a better provision of information by brochures, books, internet and on site - for example small signboards in Bahasa and English - can be part of it.

### **Vision on tourism**

Favoured by its proximity to the Bromo volcano tourism in Probolinggo seems feasible. However, the primary question is: why should people visit Probolinggo? The historical harbour (fish market, shipyards) and city centre are assets to develop, but probably not distinctive enough to draw many visitors. Focussing on small-scale development, the suburban character and cultural traditions, in combination with surrounding rural qualities (and sugar industry), could provide an additional reasons for visitor to come to Probolinggo. A proper vision on tourism is needed and should also be part of city branding as mentioned above. Cooperation with the Regency in this matter creates more opportunities.



*A less clean area: pollution in the Kali Banger district.*



*One of the museums in the clean centre part of the city.*

# 3. ECONOMIC FEASIBILITY

## **Introduction**

Economic feasibility is very important if investments want to be successful. The City Government can do much, but it is impossible to achieve the goals by itself. Private initiative and private investment are evident to achieve the goals. Therefore, sustainable and favourable conditions for citizens and investors should be realized. This is made possible by the following conditions.

## **Rules and regulations**

Restrictive rules and regulations to conserve heritage buildings are already implemented in Probolinggo. Considering the results of the quick scan, this might need adjustments. Rules and regulations to create favourable conditions for investments in heritage conservation can encourage private owners in a positive way. Such as simplification of procedures, subsidy for restoration or feasibility studies for adaptive reuse projects, tax reduction and free advice on restoration plans.

## **Spatial planning**

The quick scan also made clear new extensions or other developments do not always take the historical features of buildings (and its surroundings) into account. Urban planning, building and restoration guidelines, based on the historical identity, are very important to conserve the historical character of the build and urban heritage. To safeguard heritage features, spatial planning and the city's heritage policy should integrate the typical characteristics of Probolinggo's urban patterns.

## **Water management**

Probolinggo is located along several rivers and during the colonial period a water system and drainage was build. Nowadays, many structures of this system are neglected and especially the Kali Banger area is in need of a water management plan to improve hygiene. To realize a sustainable result and favourable investment climate an overall vision for water management in Probolinggo is necessary, in which conservation of historical features can be integrated.

## **Green management**

A few places in Probolinggo undergo (small) changes in the green lanes by new landscaping, leading to degeneration of the historic green features of the city. One of the outstanding qualities of Probolinggo is its specific green character, which is part of the historical identity. A green masterplan for the city and green management plan, based on a thorough (historical, spatial) analysis of the city's green lanes and areas, is needed to safeguard this quality.

## **Adaptive reuse**

During the quick scan several vacant buildings have been recorded. Vacancy of buildings often leads to dilapidated structures. This has a negative effect on the investment climate. In addition to the quick scan results, a map of unused historical buildings can be made and together with the stakeholders an overall adaptive reuse project could be implemented. To cope with vacancy a project with private organizations by Public Private Partnership could be a way to achieve adaptive reuse of historic buildings and find additional funding.



*At the southern end of a north-south axis in Probolinggo's urban lay out: the former residence of the head of the local colonial administration.*



*Visiting the Chinese temple (klenteng) in the Chinese district.*

# APPENDIX I

## Quick Scan



# Quick Scan

This Appendix gives an impression of the historical urban core of Probolinggo and the quick scan that has been executed. Because this report intends to give insight into the development opportunities of the centre of town, and should be understood as a recommendation to the City Government of the present city, it should not be understood as a plan. The quick scan intends to provide in a short period of time the necessary data for heritage planning. It is not an scientific evidence for historic and social economic potency for future development. For that purpose additional, profound study will be necessary. The planning process can only start after political commitment has been obtained.

For an operational insight this so called quick scan have proven to be appropriate. It was executed by the students of the University of Brawijaya of Malang. The outcomes show the historic value of the buildings as related to the urban environment, their technical condition as well as their present function. Besides this inventory, a SWOT-analysis (Strength, Weaknesses, Opportunities and Threats) was conducted on the entire *Kota Tua*. These data are used and combined to define the development opportunities of Probolinggo's historical core to get an first indication of the revitalisation task. After delineating Probolinggo *Kota Tua*, it is possible to expand the detailed quick scan to other historic areas. Depending on implementation of the recommendation, this analysis could also be integrated into separate projects to be started.



*Group photo taken at the final seminar with the workshop participants from the ICOMOS group, the City Government, BPPI and the university.*



## A. History of Probolinggo

Quotation from the letter of the Mayor of Probolinggo of 21 October 2014:

*Probolinggo is a modern dynamic city and provincial capital in East Java on the floor of world famous Mount Bromo. At the same time it has a long history, starting with the Javanese Emperor "Hayam Wuruk", who established the first settlement in the year 1365. During Dutch colonial history the harbour was developed and in the year 1918 Probolinggo got its city autonomy as "Gemeente". Probolinggo has nowadays a mixture of different cultures, like Javanese, Madurese, Malay, Chinese, Arab and Dutch influences. Especially the Dutch period left us with an urban plan and infrastructure which dominates the urban pattern of the city until today. The town plan, the harbour, the railway and some buildings are inherited by this period.*

Probolinggo's urban fabric was admired in the past. In the colonial times the city experienced urban growth during the Netherlands East Indies colonial administration. This occurred mainly because of Probolinggo's position as a regional centre for refining and exporting sugar and infrastructure such as the Grote Postweg, a harbour and a main railway. Probolinggo used to be called 'Banger', a name that is similar with the nearby river or Kali Banger. The existing *alun alun* -a traditional Javanese square- was supplemented with military barracks at the north and an axis to the south towards the Grote Postweg (nowadays for the most part the main road between Surabaya and Bali).

Halfway the 19<sup>th</sup> century, most of the present-day rectangular pattern of roads was realised and an urban pattern was constructed according to colonial town planning rules for residencies. These guidelines focused on proper and orderly town planning. Zoning of ethnic groups was also part of the colonial planning principles, resulting in separate urban districts for the European, Chinese, Javanese, Madurese, Malay and Arab population. Additionally, market places and a harbour district were realised in the city.

Probolinggo was connected to the railway network and a tram system, especially for the connection of the sugar plantations, was introduced as well. The 19<sup>th</sup> century urban pattern provided Probolinggo enough buildings plots to grow as a city. Although the city intensified in the 20<sup>th</sup> century, the specific character of the urban pattern and traditions in most of the historical districts still remains until this day. An inventory made during the workshop of the evolution of the urban lay out of the city, the historic districts, the most important landmarks (identity assets) and the green lanes and areas confirms that conclusion. Because it is a quick scan the produced maps only give an indication of the subjects concerning and may need an extra check prior to implementation into concrete policymaking/projects.

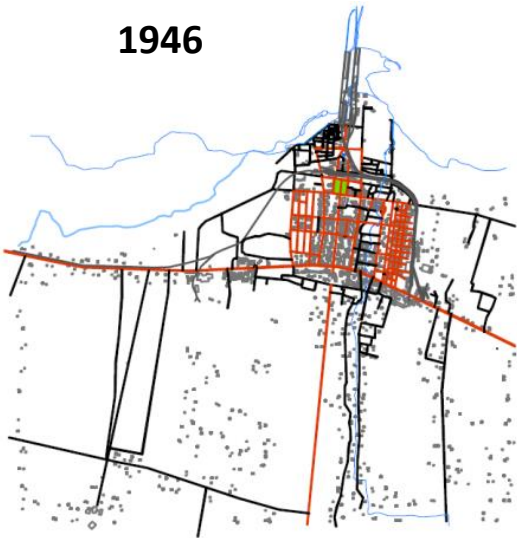
**1810**



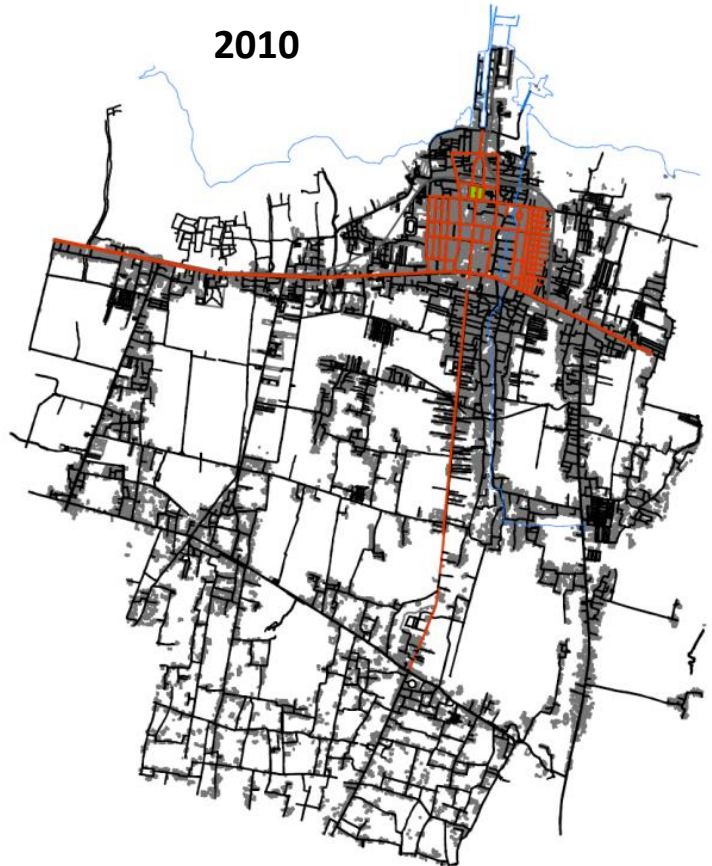
**1882**



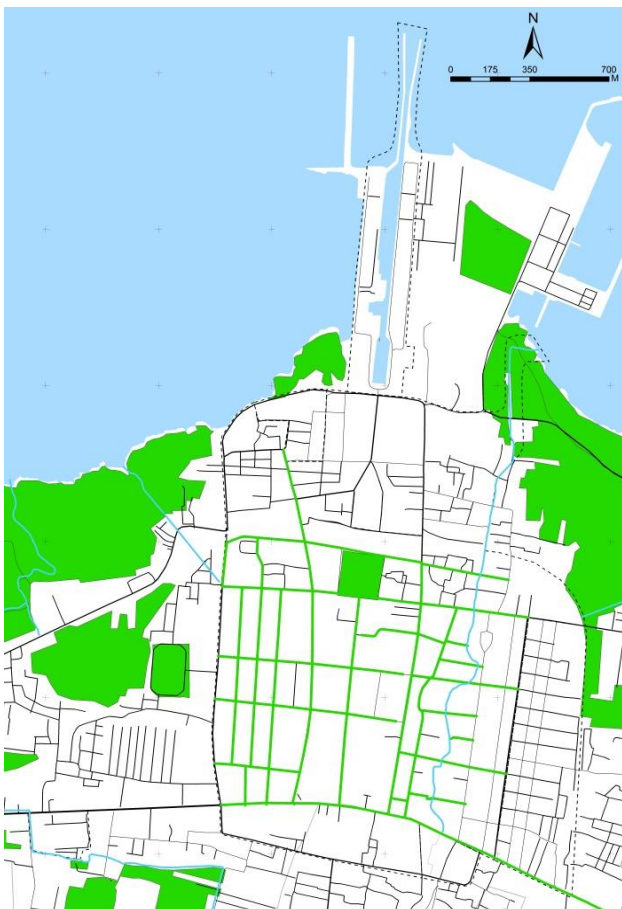
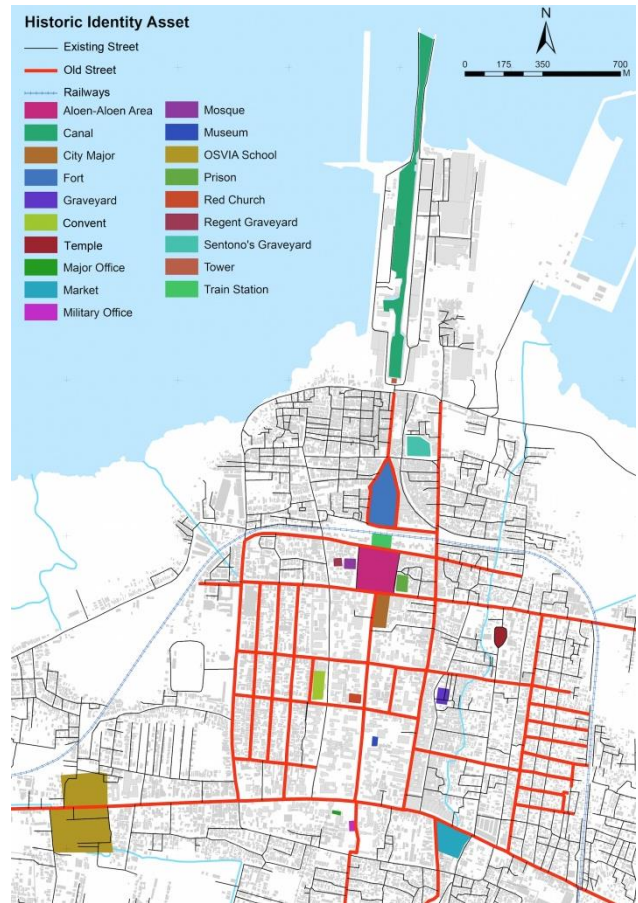
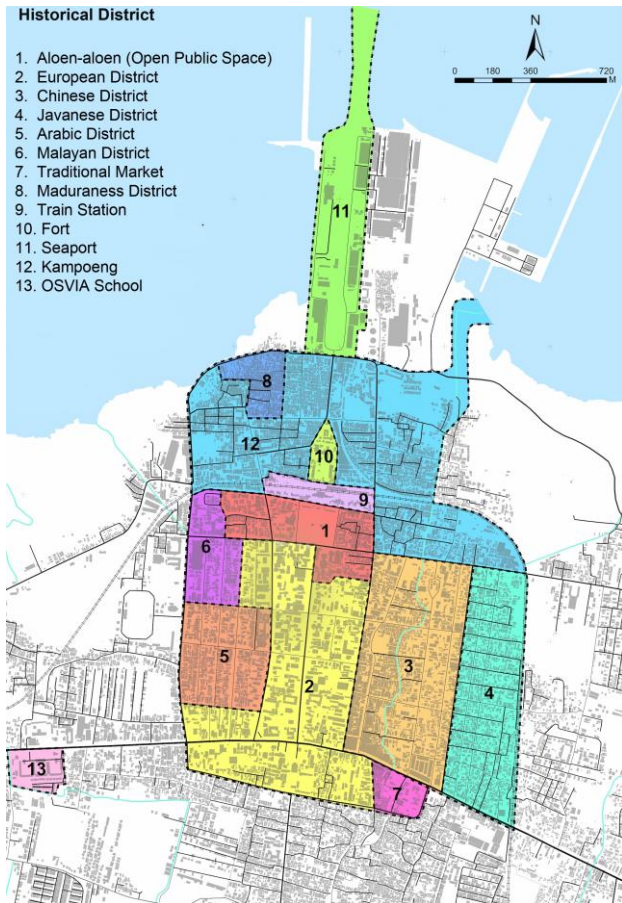
**1946**



**2010**



**Probolinggo urban evolution**



*Maps of the historic districts, identity assets and green lanes/areas. The alun alun (photo below) is an asset and a beautiful green area.*



## B. Present Situation

### Historical Identity

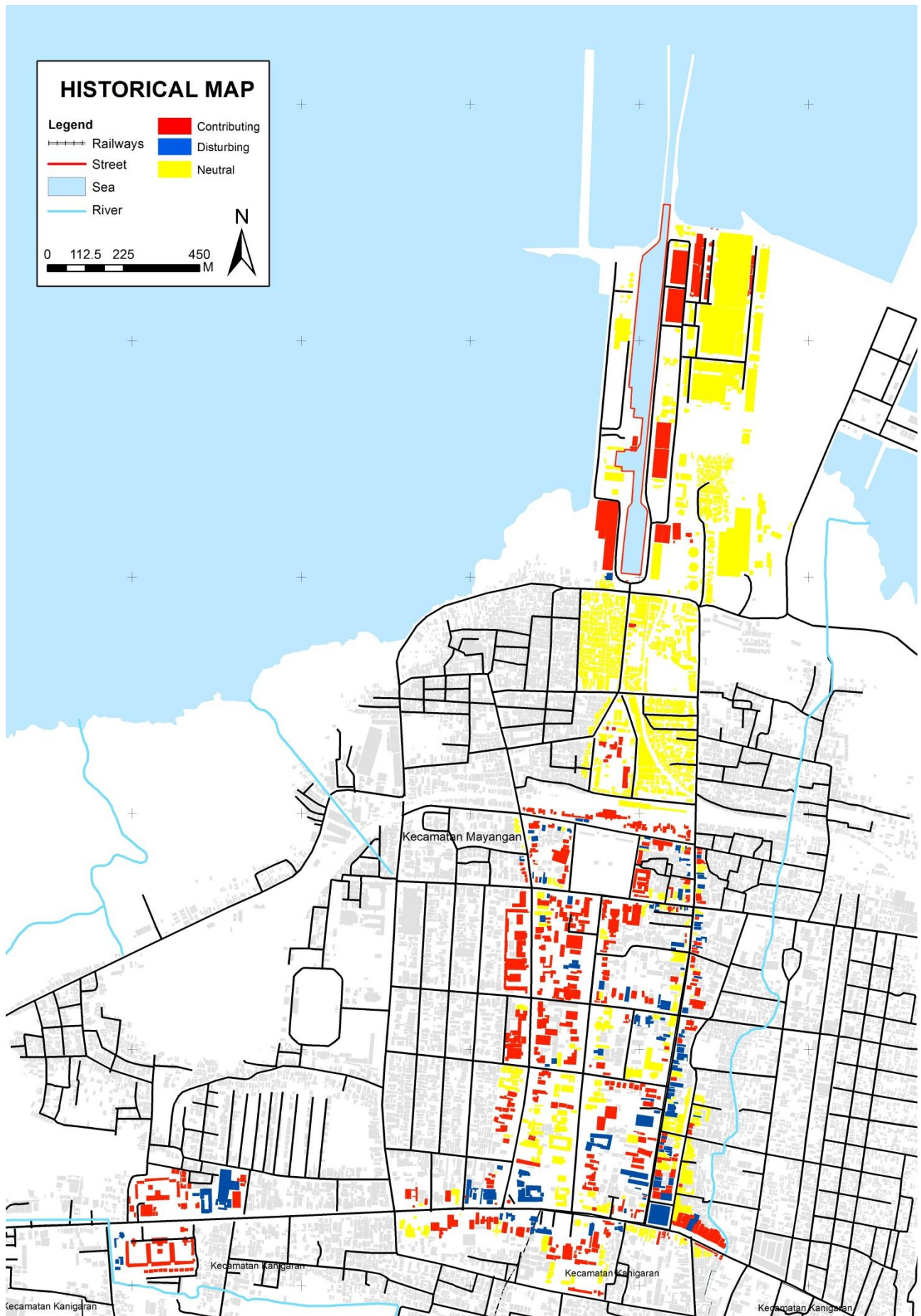
The **Historical Map** shows the historic significance of the urban individual buildings as related to their urban surrounding. Not only architectural appearance is relevant in this respect, also the scale of the buildings, building lines and their relationship with the public space is taken into consideration. Three categories are distinguished. The first category contains those buildings that adapt to the historical identity. They are marked red on the map. The second category is neutral to the historical identity and marked yellow on the map. The third category, marked blue on the map, contains the buildings that are disturbing to the historical identity of its surrounding.



*Building contributing to the historical identity.*

*Photo below: the building at the left fits the suburban character of the area it is situated, on the right is considered disturbing.*





## Technical Condition

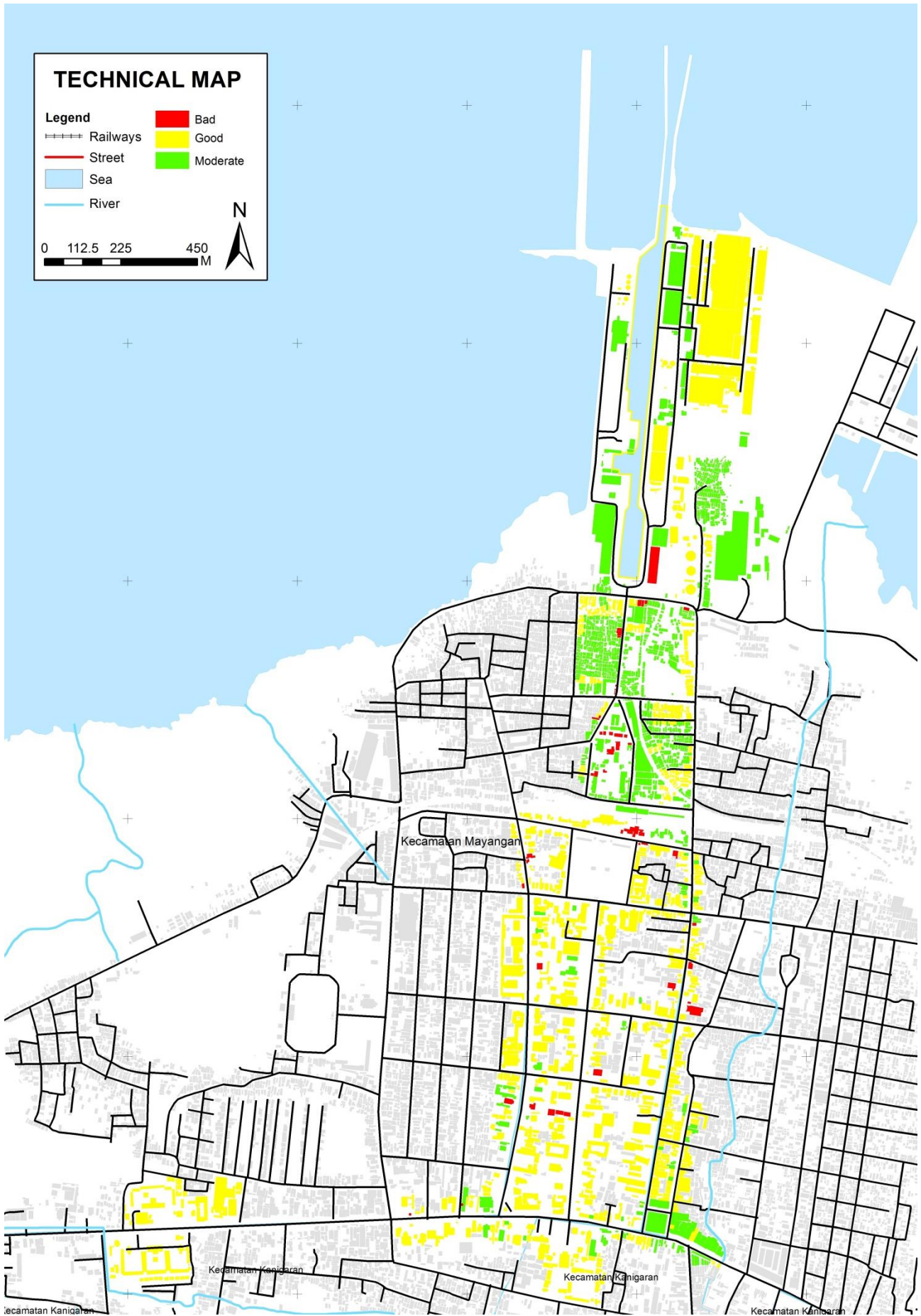
The **Technical Map** shows the state of maintenance of the existing building stock. This inventory is also cartographically presented in three categories. Buildings that are in a bad state of maintenance are marked red. Buildings in a moderate state of maintenance are marked green and buildings in a good state of maintenance are coloured yellow. The general condition of Probolinggo's historical core turns out to be relatively well. Only the harbour shows a concentration of buildings in a bad state of maintenance.



*Building in need of maintenance to safe its features (Arab quarter).*

*The Museums of Probolinggo, public-owned buildings and religious buildings are generally in a good technical condition.*





## Present Functions

The **Function Map** focusses on today's function in the core of Probolinggo. It shows the building stock in the historical core has a mix of functions: residential, public and economic activity makes it a vibrant and vital historical city. But there are also several unused building that cause vacancy.

### *Legend*

Red:	Commercial
Green:	Industrial
Bleu:	Public
Yellow:	Residential
Grey:	Vacant

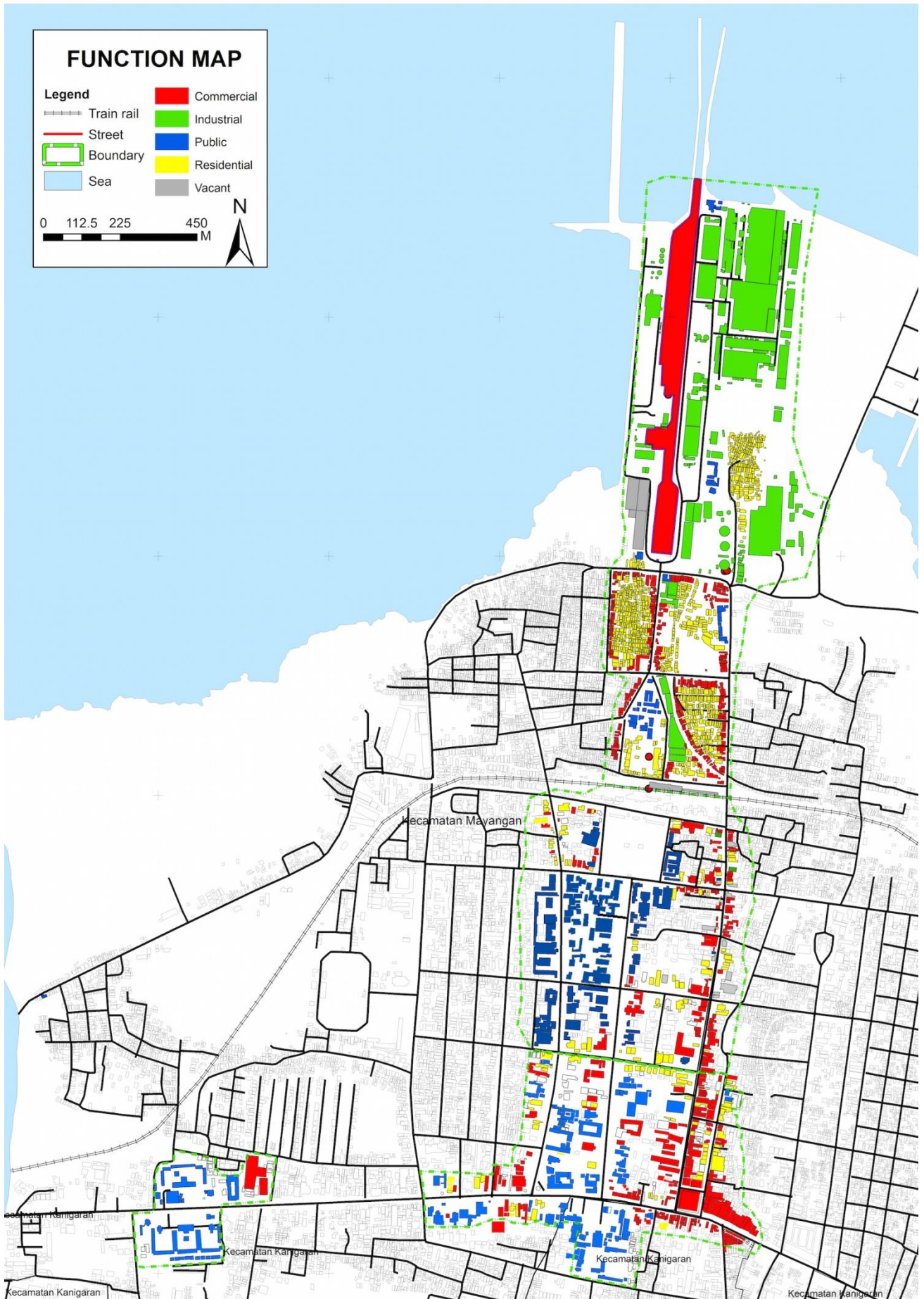


*Religious and government buildings were marked 'public' on the map.*

*Commercial strip in the Chinese area, including typical Chinese architectural features.*







## **C. SWOT-analysis**

A SWOT analyses (Strengths, Weaknesses, Opportunities and Threats) on Probolinggo's inner city was executed by students in order to provide an overview of the current situation and possible future challenges.

### **Strengths:**

- The urban structure of the historic town centre of Probolinggo; as are the remarkable green lanes. In fact the entire centre has an overall green and suburban character.
- In the area developed during the Dutch colonial period most of the ancient environment is still present.
- There are several charming historical buildings to be found and are in a good technical condition, in general.
- Diversity: each district had its own intangible cultural features and traditions that are very much a life, this is to be seen as an asset.
- The inner city has a proper mix of functions (public, religious, commercial, residential), making it a lively city including pleasant residential areas.
- The inner city ( apart from the main road) still has a reasonable traffic situation, it is not overcrowded.
- Many *kampung* are full of street life and made up by self-help in urban planning and neighbourhood organization.
- The positive view on heritage by the City Government, heritage legislation and historical knowledge about the city present at the museums.

### **Weaknesses:**

- The great social and urban differences in living conditions and pollution of public spaces (especially between the central commercial area of Pecinan/Jalan Sutomo and the Madurese district in comparison with the centre part).
- Flooding and lack of maintenance of the drainage system is a major problem.
- Participations of citizens and cooperation/coordination between stakeholders is limited in planning processes.
- There is lack of historical awareness among citizens and the public in general.
- Maintenance on heritage buildings is often reduced to the minimum and incentives are limited.
- Slow decline of buildings along the Jl.Suroyo - some constructions are completely collapsed – might result in a complete erosion and the wish to erect new constructions.
- Recent developments (building plans, urban planning) do not always take the specific built character of an ethnic district into account.
- Current city branding ('service city') is not really appealing for visitors and tourism promotion is limited.
- Busy traffic at main road Surabaya-Bali crossing the city centre creates stress and at the market area traffic congestion occurs.
- The fort site has some urban features of importance. Nevertheless, it lacks substance when it comes to historical buildings to become a major attraction.



*Strength: Probolinggo has a remarkable green and suburban character.*



*Kampung Kali Banger faces lack of hygiene but also has fascinating features.*



*New building that does not fit the small-scale urban character of the historic core.*

**Opportunities:**

- On a national level (public and private) concern and interest in cultural heritage increases, Probolinggo can benefit from this.
- The Indonesian Heritage Cities Network and the city heritage programme by the ministry provide opportunities for capacity building and raising awareness.
- Probolinggo could become a pilot project for tourism in East-Java, which includes heritage conservation.
- Considering the green suburban character and cultural diversity, small-scale tourism could be an asset for inner city development in Probolinggo.
- Very good potential for bicycle traffic in the city centre if there are bicycle-friendly measures taken.
- The historical harbour, traditional shipyards and the fish market are potential touristic assets as well.
- Probolinggo has institutions with a lot of historical knowledge.

**Threats:**

- Flooding results in poor living conditions and unfavourable economic conditions for heritage conservation and inner city development.
- Attitude and way of thinking: new buildings seem more acceptable.
- Slow disappearance of the historic character. It might take many years, but one sees already a 'creeping transformation'.
- Unfortunate situated advertisements and small changes in the green lanes do not take the specific character into consideration.
- New architecture, such as new buildings, additions and extensions, does not fit the character in scale and appearance.
- Vacant heritage buildings remain unused. They will have no future perspective, resulting in dilapidated structures and eventually demolition.
- Lack of financial incentives provided by the public sector (to support private initiative in heritage conservation) and private investments stay low.
- Lack of expertise (by architects and planners) in restoration to realize an adequate result in heritage conservation.
- Focussing on redevelopment of the fort site requires a lot of public means, which limits opportunities elsewhere.



*Changes in landscaping also cause 'creeping transformation' of the character.*

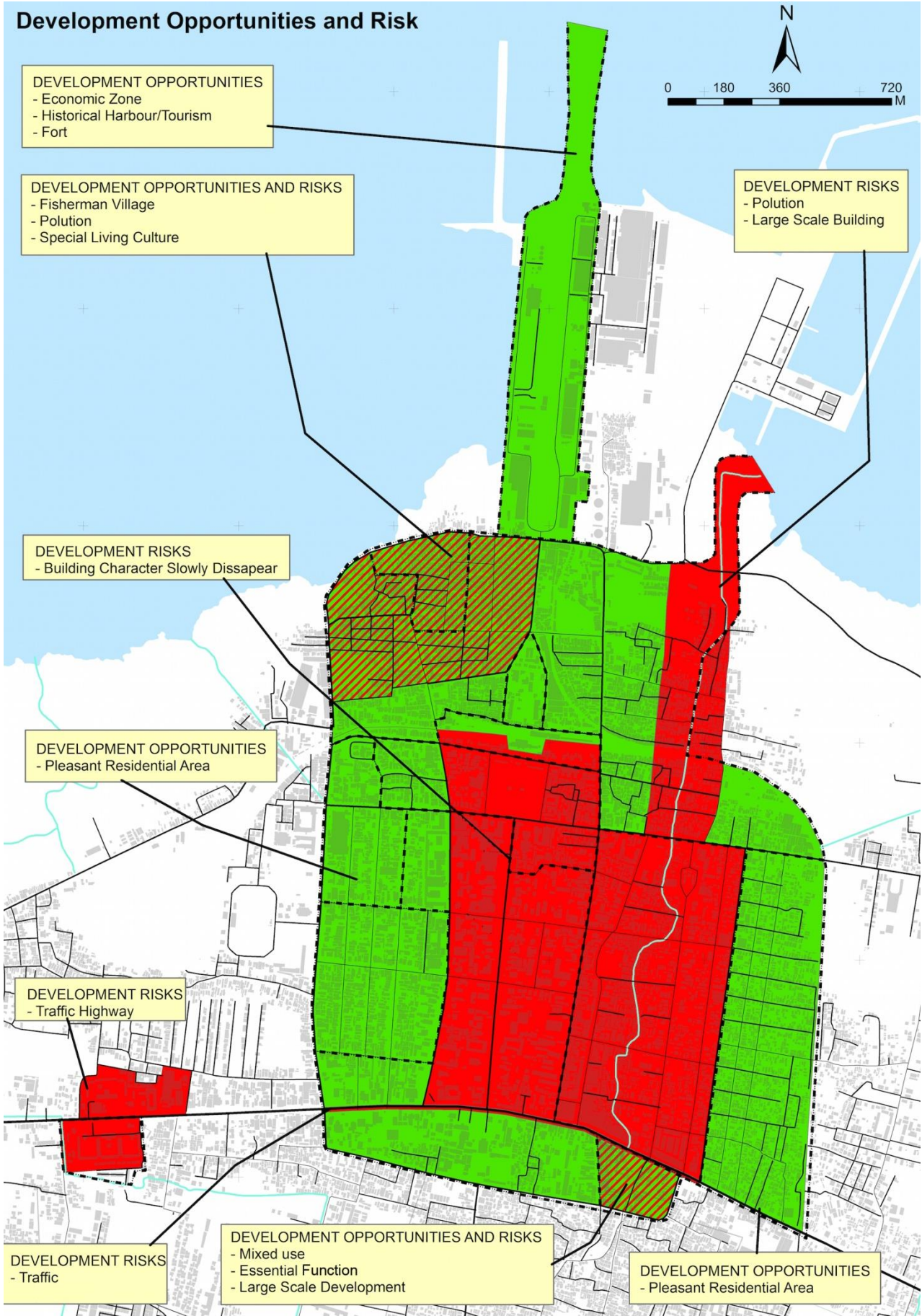


*Madurese district: opportunities (fishing culture) and risks (hygiene) come together.*



*Despite small changes, many colonial buildings in the centre part have potential.*

# Development Opportunities and Risk



## Synthesis Map

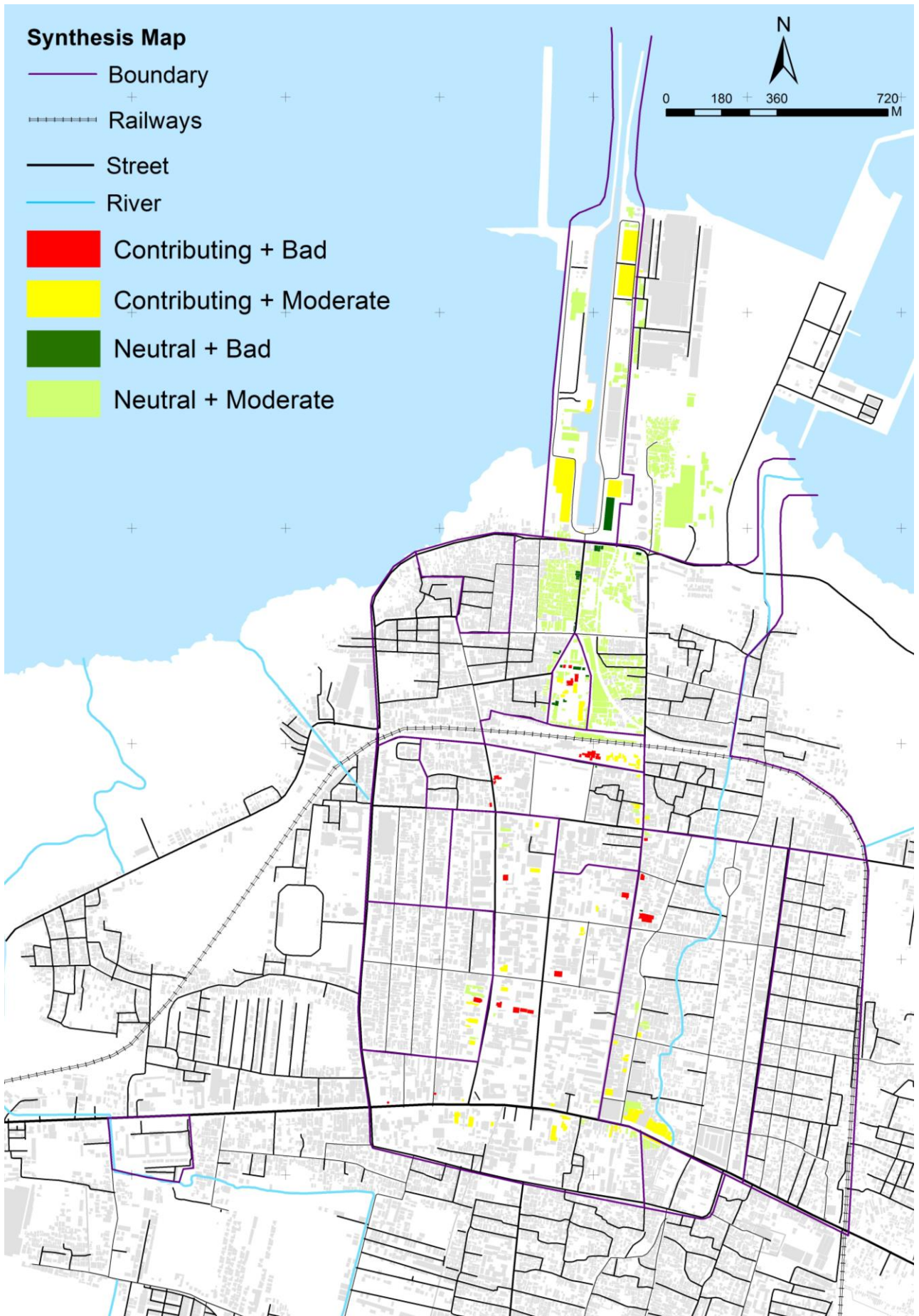
The **Synthesis Map** shows a combination of the Historical Identity Map and the Technical Condition Map. Buildings that are considered to be contributing to the historical identity and are in a bad technical state are marked red. Buildings contributing to the identity and in a moderate state are marked yellow. Neutral buildings in a bad state are marked dark green and in a moderate state are light green. These data give an impression of the concrete situation of the existing building stock. It gives insight in the necessity of renovation of Probolinggo's historical core and can be used to prioritize measurements undertaken as part of an overall programme. For example, buildings marked in red and yellow are in urgent need for restoration to prevent further degradation and to safeguard them for the future.



*Harbour Control Tower (contributing and moderate state): future café/information centre of the historical harbour?*

*As part of an overall programme renovation, like this unused building near the railway station, should be considered.*







## APPENDIX II

### Policy in Brief



# Policy in Brief

## Policy in brief

The in this report proposed advices for development of Probolinggo are still theoretical. The quick scan method, resulting among others, in the map 'development opportunities and development risks' are aimed in giving insight in the possibilities of integrating so-called heritage into today's society in a social and economic feasible way. The maps do not represent a plan yet, let alone a implementation programme. The whole planning procedure demands more activities. Look for a complete planning procedure at page 6 of this report. The parts of the planning procedure that are covered by the quick scan (of which the results are presented in this report) are indicated by the red lining. Before further activities in the field of designing are undertaken it is essential that the ideas for development as presented in this report and visualized by the map 'development opportunities and risks' are agreed on by the decision makers. Implementation of such or similar ideas is in general not a problem of financing, but the absence of a broadly accepted vision on the (re)development of the existing built-up area in relation with the social economic potentials.

## Results in brief

Integrated conservation means a combination of social and cultural ambitions (improving living conditions on base of the specific character). A policy that focuses on heritage as an asset for city developments requires perseverance. To obtain and maintain public commitment, pilot projects ('quick wins') could be part of the implementation strategy. The small harbour building, old electricity buildings and adaptive reuse of other buildings could be good examples to start with. Every historical district in Probolinggo has its own challenges. The Dutch colonial quarter is in need of an impulse to add new functions and safeguarding/enhancing its specific character. The Chinese and Madurese quarters are in need of an integrated approach which should include improving living conditions and taking local traditions into account. Public-private partnerships could be part of the implementation of the plan.

Rules and regulations on heritage conservation are already implemented by the City Government. In addition, a policy to create favourable conditions for investments in heritage conservation could encourage private owners as well. For example: tax deduction on restoration activities, financial support on feasibility studies for adaptive reuse projects and free advice on restoration plans.

## Specific expertise

Elaboration of the recommendations in this report might require specific knowledge and expertise. If requested, the ICOMOS team is pleased to share its knowledge in this matter and involve its network in the field of urban heritage conservation and development.





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