

Article

Community participation in Design Review (DR) in Jakarta, Indonesia

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Abstract: The growth of buildings in big cities necessitates Design Review (DR) to ensure good urban planning. Design Review involves the city community in various forms; however, community participation remains very limited or even non-existent. There are indications that the community has not been involved in the Design Review process. Currently, DR tends to involve only experts and local government, without including the community. Therefore, this research aimed to analyze the extent of opportunities for community participation by exploring DR analysis in developed countries and related policies. In-depth interviews were also carried out with experts and Jakarta was selected as a case study since the city possessed the most intensive development. The results showed that the implementation of DR did not consider community participation. A constructivist paradigm was also applied with qualitative interpretive method by interpreting DR data and community participation. The strategy selected was a case study and library research adopted by examining theories from related literature. Additionally, the data was collected by reconstructing different sources such as books, journals, existing research, and secondary data from related agencies. Content and descriptive analysis methods were also used, where literature obtained from various references was analyzed to support research propositions and ideas.

Keywords: urban design control; design review; community participation; Indonesia; developing world

1. Introduction

Design Review (DR) is a control tool for big cities, including third-world countries. Previous research on cities in America (Farhat, 2012; Lung-Amam, 2013; Nasar, 1999; Shirvani, 1981; Scheer, 1994; Stamps, 1997), England (Dawson, 2009; Punter, 1996) and Taiwan, Asia (Cing-I Wu, 2012) showed evidence concerning the requirement of flexible DR. Therefore, urban design guidelines or regulations is limited due to the absence of detail and flexibility. DR can also accommodate any proposal as part of city development. The concept serves as an independent, expert-led mechanism for the evaluation of proposed designs, with competing priorities in terms of sustainability, community, function, and visual aesthetics (Black, 2018). DR enables reciprocal learning between experts and non-experts, promotes community recognition of shared public spaces, values, and stakeholder interdependence, as well as enhances discourse, imagination, and community pride. The officers have practical roles as ‘educators’, ‘therapists’, ‘facilitators’, and ‘ritual performers’, to minimize time and money in the development process. The aim is to educate, facilitate

governance, respond to emotions, and build cooperative relationships as well as promote reciprocal learning and community discourse (Kim and Forester, 2012).

As an urban design control tool, Design Review guarantees quality at a micro-scale (Shirvani, 1985). This tool is important because of the incremental nature of urban and regional change. DR is also an administrative mechanism needed to control the visual quality of proposed additions and changes to the built environment (Kumar et al., 2002). In the planning system, the concept plays a role in improving building standards, preventing shoddy buildings, promoting designers to avoid compromising quality, considering community views, producing decisions accountable to people's representatives as well as bridging the gap between professional and community-based development (Carmona, 1998). DR is also an independent, expert-led mechanism for evaluating the design quality of proposed developments, with competing priorities in terms of sustainability, community, function, and visual aesthetics (Black, 2018).

Design Review includes urban communities in various forms and the concept is carried out through the DR Council, Regional Development Agency, Planning Commission, and Commission. In this formal institution, there is no direct participation of the community who vote in decision-making. Meanwhile, the community is not directly included in the decision-making process. DR comprises a panel of experts reviewing building proposals to improve the quality of the built environment (Haarhoff et al., 2018). However, the literature regarding community participation in the DR process is limited. In this context, some processes do not run smoothly but are accepted by the community. DR is considered controversial and unsatisfactory, considering the protests from the public and officials in the US (Kumar, 2003).

Current practices in developed cities will be discussed, including the participation of the community as homeowners in urban design decision-making. In third-world countries, the level of community participation is unknown. Therefore, this research explains the definition of DR, as well as the practices in cities and community participation in third-world countries, especially in Indonesia. The analysis ends with a conclusion that shows the position and condition of the concept as a tool for controlling urban design.

2. Methodology

This research looks at the extent of opportunities for community involvement in Design Review by exploring Design Review studies in developed countries and policies related to Design Review in case studies. This aims to compare whether community involvement in Jakarta can be like in other countries, and seek input to improve it. The paradigm used in this research is a constructivist paradigm, with an interpretive qualitative approach. Case studies are used as a research strategy.

The research method used is literature study, namely a method of collecting data by understanding and studying theories from various literature related to research. A search was also carried out on relevant regulatory and statutory documents related to Design Review in Indonesia, especially in Jakarta. Another data collection method is interviews, this is done to obtain data that cannot be obtained through secondary data. The first interview was conducted with academics who were asked to be part of the

expert team in the Design Review Board in Jakarta, then interviews were also conducted with agencies related to Design Review in the Jakarta City government. The analysis method is in the form of content analysis and descriptive analysis, where library materials obtained from various references are analyzed critically and in depth in order to support research propositions and ideas.

This research takes a case study of the city of Jakarta, one of the metropolitan cities in Indonesia. The city of Jakarta was chosen as a case study because Jakarta is the city with the most intensive development in Indonesia. Apart from that, because Jakarta was once the country's capital, another thing to consider is because the people of Jakarta are on average highly educated and can represent the people of big cities in Indonesia.

3. Results

Based on research on the case study, namely the City of Jakarta, below are the results of the study based on literature studies and interviews that have been conducted.

3.1. Design review and its decision-making process

Design Review is defined as a set of procedures, processes and guidelines for conducting 'reviews' of the quality of urban environment. This tool is used for implementing urban design plans, which are flexible, accommodating and objective (Shirvani, 1981). Additionally, DR is an administrative mechanism to control the visual quality of proposed changes to the built environment carried out by a certain group of officials and the public (Kumar, 2003). The scope of urban design review includes evaluating factors such as architectural patterns, ecological landscapes, transportation accessibility, livability of society and culture, and sustainability of economy and industry (Wu et al., 2012) Urban design review involves embedding principles like community vision, integration of planning and zoning, substantive urban design principles, and due process in planning systems (Punter, 2007)

Government or private development proposals receive independent criticism under the auspices of local government, both formally and informally. This procedure controls the aesthetics and design of development projects, similar to zoning. The processes and guidelines are contained in zoning regulations (Scheer, 1994). According to Gerald (1976) and Shirvani (1985), DR is a process of evaluating property development or construction proposals to meet community design policies. The proposals evaluated include developing sites without buildings, renovating, repainting, and moving from the site (Shirvani, 1985).

According to Booth (1996), DR depends on the planning systems adopted by different countries. In this context, legal and administrative systems were developed in the 20th century. DR is divided into regulatory or prescriptive and discretionary systems based on detailed rules and discretionary decision-making, respectively. Hu (2021) emphasized that different urban planning systems, such as regulatory, policy, and hybrid, could influence planning outcomes and social construction.

North American and Western European countries have implemented this system, relying on administrative law and written constitutions. The second system adopted by the UK and Ireland is pragmatic discretionary. Even though decision-making for

control should be based on plans, the concept is open to other material considerations. Therefore, this system is known for flexibility, as well as lack of certainty and trust in the professionals and politicians who create and use the policy (Punter, 2007).

Design Review is categorized as a formal, structured, and mandatory process managed by local governments (Kumar, 2003). Previous research (Blaesser, 1994; Shirvani, 1985; Scheer, 1994) showed that the parties included in the decision-making process include the Design Review Council, Regional Development Authority, Planning and Design Review Commission, as well as the Design Review Board. Meanwhile, the community has not been included in the process as the decision-making stakeholders. An important form of community participation is through representation in the Regional Legislative Body. In this context, the position does not necessarily influence decision-making, but the concept is considered. Moreover, DR officers have practical roles as ‘educators’, ‘facilitators’, ‘therapists’ and ‘ritual performers’, to minimize time and money in development. The aim is to educate, facilitate governance, respond to emotions, and build cooperative relationships in the development process, as well as promote reciprocal learning and community discourse (Kim & Forester, 2012).

Shirvani (1985), Blaesser (1994), Scheer (1994), and Punter (1996) analyzed cities in America and the UK to formulate DR models. Generally, DR takes the form of ex-ante, a process carried out before development where assessment is based on predetermined plans or zoning.

In the US, the personal judgment of government officials from local agencies, regional planning commissions, or unique design review boards, significantly influences decisions in the process. Research conducted by Scheer (formerly Lightner) (1993) of 285 US cities found that cities with populations of more than 100,000 frequently adopted DR. Approximately 93% admitted to using DR in some form, 80% took discretionary decisions and 20% used measurable rules. During the period, the decision-making process comprised the Independent Design Commission, Advisory Committee, Planning Commission, Planning, and DR officials with specific authority such as zoning administrators (Hedman and Jaszewski, 1984). DR by planning authorities can make a valuable contribution. However, the skills and expertise of reviewers, the consistency of advice, as well as the leadership of senior managers and politicians are important factors (Dawson et al., 2009). The Vancouver Urban Design Panel provides advice from design experts as an assessment system, influencing planning decision-making through early intervention, quality critique, independence, transparency, and support for innovation (Punter et al., 2003).

3.2. Community participation in design review

Urban communities use buildings for daily activities and the arrangement functionally influences daily lives. Urban design control ensures the quality of the city’s physical environment is realized, inhabited and enjoyed by the community (Hall, 1997). In urban design, community refers to a ‘coming together’ of individuals, citizens, and broader groups of participants who share similar place-based concerns, such as social, cultural, or infrastructural issues (McHattie et al., 2021). The concept of ‘community’ in urban design refers to a residential area with high quality

requirements, reflecting the increasing demands of people's life level (Li et al., 2010) However, preferences and perceptions may not be balanced when the community is excluded from the additions or changes. Generally, Design Review (DR) is carried out by a group of appointed public officials and local communities, which is often considered a controversial and unsatisfactory process (Kumar, 2003).

Experts should actively accommodate and understand the community's preferences and perceptions. According to White (2015), the public can be included in DR by combining ecological design theory and practice, promoting multi-party collaboration, and improving the ability of urban designers to determine property development decisions. This can be achieved through various mechanisms, such as consultations and meetings with the community, holding discussion groups, and carrying out surveys or opinion mapping. Similarly, a collaborative method with communities in the planning and design process can assist experts in deeply understanding community perspectives. According to Assche (2013), collaborative learning and adaptation experiences with actors, coupled with scientific disciplines expand the understanding and possibilities of adaptation in community planning and design. When the community is included, a new environment that supports the activities of city residents in a comfortable setting can increase productivity.

The DR Board should also consider interests from different sources. This includes direct input through consultation and participation, as well as analyses of the social, cultural and economic characteristics of the concerned communities. It is important to identify key stakeholders in the community and paying attention to their aspirations to ensure the interests are well represented.

In practice, DR includes urban communities in various forms. The level of community participation in urban design decisions is crucial. However, the consideration should be related to the extent of participation, DR procedures, and community competencies.

Based on previous research conducted by Blaesser (1994) on cities in the US, DR can be categorized into five models. The final decision maker could be the DR Board, Local Development Authority/Urban Design Advisory Committee, Planning Commission/ Department and Local Legislative Agency. These stakeholders did not adequately place or affect the community as residents of the environment. Punter (1996) in comparing the implementation of DR within the Western Peninsula of the US, including San Francisco, San Diego, Portland, Irvine, and Seattle stated that the decision processes in the DR included direct community involvement. Seattle is ahead of other cities by including the local community in formulating Urban Design Guidelines for the planned area. However, the community is part of the decision-making process in the DR (Punter, 1996). The flow of the DR process in Seattle is depicted in the following diagram as **Figure 1**.

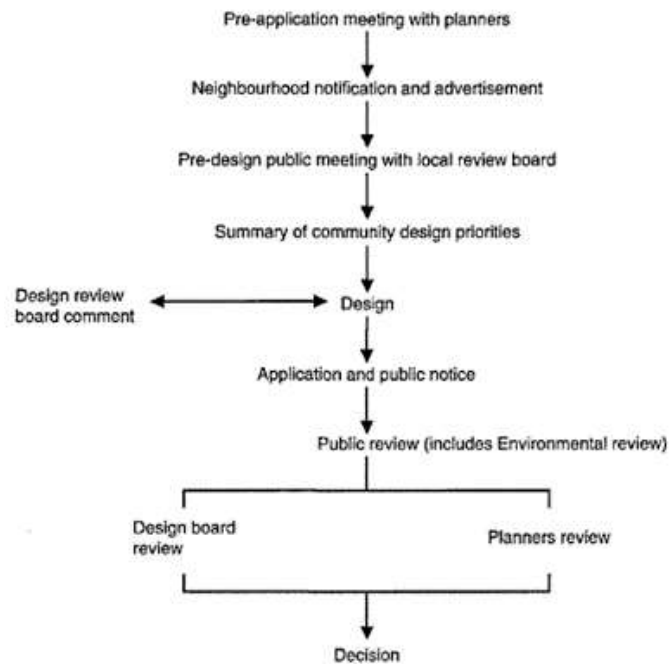


Figure 1. Design Review process in Seattle, 1993 (Punter, 1996).

Community participation may vary depending on local jurisdiction and government policies. However, the DR process is designed to enable participation in the development and planning of the surrounding environment (Stamps, 1997).

In Australia and New Zealand, Design Review includes a panel of experts where building construction proposals should receive comments and suggestions from professional experts, before submission for formal approval. Based on the research conducted in Auckland, Queenstown, Waneka, and Cockburn City (Perth), DR is contextualized as a form of design governance. The evaluations of the latest reviews in England, Australia and New Zealand are presented and integrated with interviews (Haarhoff, 2018).

Many Asian countries initiated the development of control systems in the 1970s. Several countries have made master plans for long-term urban development, where land use control refers to the master plan. This land use control system functions as a legal basis for regulating and promoting development as well as licensing systems in the field.

In Taiwan, Design Review started in 1982, and the Xinyi area of Taipei City was the first to adopt the rules (Wu, 2012). Arrangements have been carried out and processed on public structures and private buildings. Therefore, the quality of the living environment has been controlled to satisfy public services with the facilities, and the entire environmental landscape. For decades, large urban areas adopted the Design Review operation and formulated a legal process. The principles and contents are defined, including land use, architecture and landscape, open space, urban texture, as well as system services.

After independence, Singapore started planning the city by establishing Urban Redevelopment Authority (URA) in 1974. In the early 1990s, the government created Development Guidance Plans (DGP) for 55 planning areas as a significant step in engaging the community and creating awareness of the thought processes. This plan

shows the performance of each district with unique characteristics based on geography, nature and heritage assets. In addition, URA actively seeks ideas from professionals, students, and higher education institutions, as well as through competitions and design consultancies. The form of DR is for strategic development proposals for areas or locations. Meanwhile, URA forms a Design Advisory Panel to provide design guidance for development through a peer review process. The panel is chaired by URA and consists of different consultant members. A varied urban system should be created to realize Singapore's objectives of becoming a liveable and sustainable city by screening, evaluating and reviewing these development proposals.

3.3. Design Review in Indonesia

Indonesia is one of the countries in Asia where the community lives in urban areas. The World Bank estimates that by 2025, 68% of the population will live in cities or urban community. Therefore, Indonesian cities are among the fastest-growing cities in the world and this requires good and planned city development. The challenges of urbanization become more difficult to predict without good city design (World Bank, 2016). Spatial planning is a reference regulated in the Spatial Planning Law Number 26 of 2007, while development control is regulated in the control section utilization of planning. This law and the legal instruments for the implementation are aspects of legality in controlling development. Attention to detailed planning and urban design has started since the publication of regulations regarding Detailed City Spatial Planning (RDTR) in 2011 (Setiawan, 2014).

Jakarta, the nation's capital, represents the concept of developing cities in Indonesia. Many problems are caused by poor city planning and inadequate transportation infrastructure. The capital is presented as a chaotic and dysfunctional place, affecting the quality of the community's livelihoods. Congestion increases the situation, hence environmental planning should be conducted to enhance the attractiveness of the city (Danisworo, 2014). As the capital of Indonesia, Jakarta has increased the dominance since 1980, which continues to increase and remain the central city (BPS, 2010, 2015).

The Provincial Government of DKI Jakarta (now called DKJ—Special Region of Jakarta) has had an Urban and Building Technical Advisory Board (BPTPB) since 1974. Initially, BPTPB functioned as an advisor to the Governor in the field of urban development whose members consisted of experts in the field of design, building and urban architecture, building structures and utilities originating from academic elements, professional organizations, agencies both central and regional and others.

This agency's formation can be considered the forerunner of Design Review in Indonesia. BPTPB has a TABG (Building Expert Team) as mandated in the Building Construction Law (Law Number 28 of 2002) and Minister of Public Works Regulation Number 26/PRT/M/2007 concerning Guidelines. In 2015, TABG was only available in big cities, including Jakarta, Surabaya, Yogyakarta and Bandung. Then, in accordance with the Decree of the Governor of the Head of the Special Capital Region of Jakarta Number 1310 of 2007 dated 10 September 2007, the Technical Advisory Team for Urban Architecture and Buildings of the Special Capital Region of Jakarta was re-established.

In BPTAPB, there are City Architecture Advisory Team (TPAK), Building Construction Advisory Team (TPKB), and Building Installation Advisory Team (TPIB). This is based on interviews with Jakarta government service staff . The TPAK is a team of experts in the architectural and urban technical fields tasked with providing technical considerations to the Governor regarding building planning for certain criteria, including as explain in **Table 1**.

This team was formed based on the Regulation of Jakarta Governor Number 129 of 2012 concerning Procedures for Providing Services in the Field of Building Permits.

TPAK consists of experts representing higher education institutions, professional associations, and local government agencies related to the building construction sector. Referring to interviews with academics who act as TPAK expert teams, namely ~~Mrs. Dr.~~ Woerjantari Kartidjo (November 2023), this team assesses building plans using certain predetermined criteria. The output is in the form of PBG (Building Approval), which was previously known as Building Construction Permit (IMB). The process has been running since 2018, but several cities are not ready. In Jakarta Province, the permit to carry out the construction of a building officially changed from Building Construction Permit in the Jakevo system to Building Approval (PBG) in the Building Information System (SIMBG).

Table 1. Building construction planning criteria.

No	Criteria
1	Buildings height (more than 8 Floors).
2	Buildings located on Protocol Road.
3	Buildings with preservation criteria
4	Buildings that are above or below land or water that cross Public Infrastructure and Facilities
5	Buildings with Special Functions

Source: Regulation of Jakarta governor number 129 of 2012.

Based on the site https://simbg.pu.go.id/Ininfo/Calon_TPA, there is an open screening for Expert Professional Team (TPA) members. According to SIMBG, the candidates are experts from professional or tertiary institutions or the government registering to work under the government. From the same site, prospective TPA members are required to complete Skills Certificate (SKA) according to expertise, Educational Certificate, and previous TPA assignment letter. There are also definitions (criteria) regarding Professional Associations and Universities described in SIMBG. However, no clear statement mentions the participation of the community, especially affected residents, in the assessment or evaluation process in SIMBG or the teams formed.

Apart from TABG and TPAK, there is a Cultural Heritage Expert Team (TACB) with the authority to carry out assessments of cultural heritage, such as historical buildings. Based on Indonesia Law Number 11 of 2010 concerning Cultural Heritage Buildings in the form of Objects, Structures, Sites and Areas on land and water, Cultural Heritage Buildings are preserved for history, science, education, and religion through the determination process. Jakarta TACB is part of the Restoration Session Team (TSP). TACB is a group of conservation experts from different fields of science who have certificates of competence to provide recommendations for determining,

ranking and eliminating Cultural Heritage. Every three years, Jakarta Province Government appoints and determines an Expert and a Restoration Session Team to supervise the implementation of conservation, rehabilitation, renovation, restoration, adaptation and revitalization of existing heritage. The Department of Human Settlements, Spatial Planning and Land is also part of Jakarta Restoration Session Team. This comprises the Governor’s Decree Number 898 of 2020 concerning the Cultural Heritage Expert Team and the Restoration Session Team for the 2020–2023 Period. The chronology of the Design Review Board in Jakarta is explained in **Table 2** below.

Table 2. Chronology of Design Review board in Jakarta.

Year	Institution	Regulations	Function
1974	Urban and Building Technical Advisory Board (BPTPB)		Advisor to the Governor in the fields of architectural design, structural planning and building installation
2007	Building Expert Team (TABG)	Building Construction Law (Law Number 28 of 2002) Minister of Public Works Regulation Number 26/PRT/M/2007	Technical considerations in the process of researching technical plan documents in the maintenance of certain buildings
2007	City Architecture Advisory Team (TPAK)	The Decree of The Governor of DKI JAKARTA Province Number 1310 of 2007	Technical considerations to the Governor regarding building planning for certain criteria
2014	Cultural Heritage Expert Team (TACB)	The Decree of the Governor of DKI JAKARTA Province No. 1418 of 2014	Kebijakan Policies and directions for preserving objects, buildings, sites and cultural heritage areas in Jakarta
2021	Expert Professional Team (TPA)	Republic of Indonesia Government Regulations No. 16 of 2021	Deep technical considerations Building Management

Source: Various source.

From the descriptions, there is community participation in the DR process of Jakarta. A permit is issued without asking for prior consideration or input from the community when the environment is affected. Meanwhile, community participation in legislative agencies representing aspirations in city planning has not been identified. The meetings and hearings were only limited to socialization regarding the planning of an area or region determined. This is caused by different factors, hence further investigation and analysis are required.

4. Discussion

Community participation in the Design Review (DR) process has historically been limited to consultation and inclusion stages, as suggested by Punter (1996). Despite efforts to involve the community, confusion persists regarding their integration into the broader decision-making process. Existing research does not fully explain the community’s formal role in the DR process. To be truly effective, community participation should extend beyond mere consultation and inclusion, encompassing a substantive role in decision-making

Despite efforts to engage the community, decisions made by experts during the DR process can sometimes provoke protests. This often occurs when the community perceives that these decisions do not fully reflect their needs and aspirations. For

example, a proposed design might be seen as insensitive to the social, cultural, or environmental needs of the local community.

The negative effects of disregarding community aspirations in the DR process can be significant and varied. These effects include dissatisfaction with environmental changes that do not align with community desires, leading to social conflict, rejection of development projects, and resistance to the authority conducting the DR. Additional repercussions include community alienation from the development process, loss of trust in responsible institutions, and economic losses due to the misalignment between proposed designs and community needs.

Direct inclusion of the community in the DR process also raises important questions. What qualifications are necessary for effective participation in decision-making? What competencies are required from community members whose residences are directly affected by development projects? Additionally, what skills enable community representatives to effectively voice opinions in the DR process, especially when these decisions have a direct impact on their lives?

Community participation in Jakarta is notably limited. The community is not actively involved in the DR process, and there is no requirement for prior consideration or input from the community when the environment is affected. In contrast, other countries emphasize community involvement, though the extent varies by jurisdiction. For example, in the United States, DR includes direct community involvement, as seen in Seattle, where the community helps formulate Urban Design Guidelines (Punter, 1996). In Australia and New Zealand, DR involves expert panels and community consultations before formal approval (Haarhoff, 2018)

The DR process in Jakarta is characterized by limited community participation and a structured, expert-driven approach. In contrast, other countries emphasize community involvement, flexible decision-making processes, and varying legal and administrative frameworks to ensure a balanced approach to urban development.

This comparative analysis highlights the need for Jakarta to enhance community participation and adopt more flexible and inclusive DR practices. These improvements will lead to better urban design quality and increased community satisfaction. By learning from the practices of other countries, Jakarta can develop a more inclusive and responsive DR process that effectively addresses the needs and aspirations of its community.

5. Conclusion

In conclusion, Design Review was an important tool in controlling urban design. Good urban design was considered a long-term economic investment, and the control ensured the quality. Additionally, Design Review comprised an independent review of development proposals, both public and private, with the support of the local government. The concept played a role in raising building standards, preventing bad developments, and considering public views. Community participation in the process was limited even though DR was considered an important control tool. Some research showed that the community was not directly included in the decision-making but participation in developed countries was based on local jurisdiction. Design Review could be carried out through the inclusion of a panel of experts (DR Board) who

provided comments and suggestions on development proposals before submission for formal approval by local authorities.

In Jakarta, institutions such as TABG, TPAK and TPA played a role in supervising building planning. Even though different efforts were carried out to improve the quality of urban planning and design, community participation in the decision-making process was limited. There were indications that the community was not included in the decision-making of the DR. Therefore, the need to participate in the process and the importance of DR must be emphasized in controlling urban design, especially in developing countries such as Indonesia

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