



Cultural Heritage Agency
Ministry of Education, Culture and Science

Under the Volcano

*Future perspectives of Ternate's
Historical Urban Landscape*



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Report of the Ternate Conservation and Development Workshop
Kota Ternate, 24-28 September 2012

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Department: Cultural Heritage Agency of the Netherlands
Ministry of Education, Culture and Science
Project name: Ternate Conservation and Development Workshop
Version: 1.0
Date: July 2016
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Cover image: The Island of Ternate seen from the air (Maulana Ibrahim 2012)
Design: En Publique, Utrecht
Print: Xerox/OTB, The Hague
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Participating students of the Khairun University (Maulana Ibrahim 2012)



Map of Northern Maluku

Whoever approaches the island of Ternate from the sea will be overwhelmed by a stunning view on the perfectly conical shaped volcano. The smoke that slowly curls up out of the ever-active volcano mouth – though usually mysteriously hidden by the clouds that strangely linger around the mountain top in an otherwise straight blue sky – may arouse a certain discomfort amongst the inexperienced visitor.

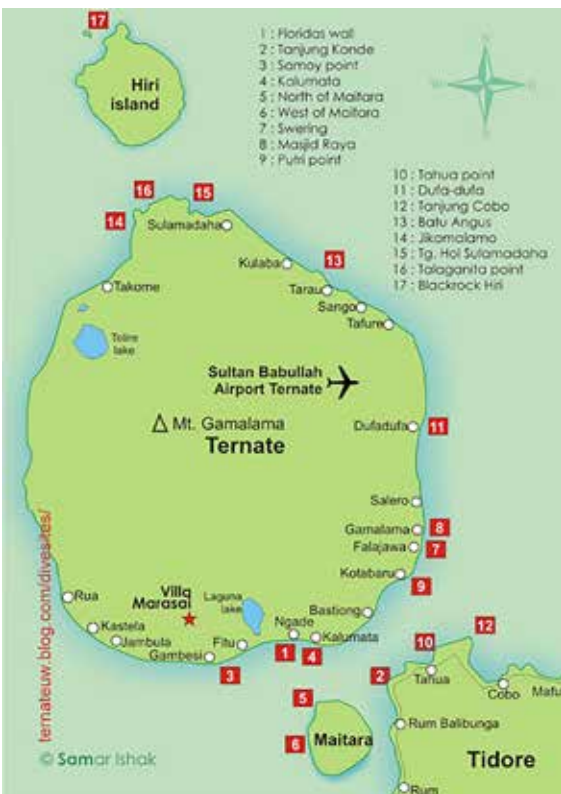
Sailing closer one may notice the heavy perfumes of the famous cloves that brought so much wealth and agony to once fabulous spice island. Once ashore one will quickly get dissolved in a vast crowd of fellow passengers, street vendors and taxi drivers, distracted by the noises of the congested city, caught by the tropical heat, attracted by sparkling colours and suffocated by strong urban smells.

Ternate is a hectic city that suffers from over-development. Since appointed capital of the newly founded province of North Maluku in 1999, the city grew rapidly. To accommodate its unrestrained growth the city expanded into the sky, the sea and the mountain slopes. Vulnerable urban qualities are at stake now. Ternate's present

challenge thus is to re-create a city centre that is attractive for living, working and passing leisure time. The Ternate Conservation and Development Workshop investigated the way the historical urban landscape can serve this goal.

The Ternate Conservation and Development Workshop was initiated by the Khairun University of Ternate and the Ternate Heritage Society. It was conducted by the two parties in collaboration with the Planning Board of the City of Ternate. The workshop was supported by the Cultural Heritage Agency of the Netherlands (Ministry of Education, Culture and Science) within the Policy Framework on Shared Cultural Heritage.

The workshop has been executed by students of the Faculty of Architecture of the Khairun University of Ternate from September 24-28, 2012. The results of the workshop were presented to Mr. Arifin Djafaar, the vice Mayor of Ternate City on September 28, 2012. During the same occasion the results have been discussed with the main stakeholders in the city. The results as elaborated in this report will be used by the Municipality of Ternate as input for the development plan to be drawn.



Map of the island of Ternate



The Historic Urban Landscape (HUL) approach, as adopted by UNESCO in 2011, states that conservation of urban heritage should be integrated in planning policies and practices.¹ For that reason local authorities are encouraged to draw urban development plans, taking into account historical features. Following UNESCO's statement the Ternate Conservation and Development Workshop wants to provide the local authorities with the information needed to draw such an urban development plan.

Preservation is an act of physical upkeep. It consists of repairing decayed heritage, or preventing heritage from decay. It can be applied to individual structures and artefacts. However, when it comes urban areas, preservation usually is an insufficient strategy. To reach a lasting result the heritage cherished also needs a base of existence and a future perspective. Urban conservation therefore includes social and economic action directed towards the viability of heritage.

Integrated conservation is a strategy, connecting historical features to a social and economic agenda. It aims at developments that can provide a base of existence for historical features and inversely how heritage can be used as an asset for social and economic needs. Integrated conservation is usually applied through a physical planning policy. A planning policy, after all, has the ability to create favourable conditions for heritage conservation. It can foster appropriate investments in heritage and prevent inappropriate investments.

In Europe Integrated Conservation as a strategy is promoted by the Council of Europe in its Declaration of Amsterdam of 1975.² The International Council on Monuments and Sites (ICOMOS) accepted the same principles in the Charter for the Conservation of Historic Towns and Urban Areas in 1987 (the Washington Charter).³ In the Netherlands the strategy was put into practice during the last quarter of the 20th century to revitalize the severely dilapidated historical city centres. Today these city centres are in better shape than they ever experienced in their entire history. The methods used during the Ternate Conservation and Development Workshop are derived from this experience.

In order to define an appropriate heritage policy for Ternate the workshop investigated its future perspectives. For that reason a quick scan was executed. The quick scan provides data concerning the urban quality, state of repair and present use of the investigated area. Additionally a SWOT-analysis was executed showing the Strengths, Weaknesses, Opportunities and Threats to Ternate's historical features. Also the restoration needs have been calculated.

A quick scan is not an in-depth research method but is meant to serve as a first step towards a revitalisation policy and thus addresses decision makers. Once the political process has been finalised and formalised into a policy, more detailed implementation plans can be drawn and restoration plans designed. In-depth research concerning architectural features is part of such an implementation programme.



3. Past developments

Ternate city is located on the volcanic island bearing the same name. The small island is part of the extended Maluku Archipelago in eastern Indonesia. Ternate and neighbouring island Tidore are situated off the west coast of the larger island of Halmahera. Its 76 square kilometres of area is dominated by the volcanic Mount Gamalama, reaching 1715 meters out of the sea. Till today the Gamalama volcano is active. Its last eruption occurred in 2011, blowing ashes up to 2.000 meters in the sky. Today Ternate city is the largest city in the province of North Maluku, containing some 190.000 people.⁴ It is however no longer the provincial capital; a title now held by the town of Sofifi on Halmahera.

Due to volcanic outbursts and steep mountain slopes, the area fit for urban expansion of Ternate city is limited to the south-eastern quarter of the island. Nevertheless today's population pressure causes a sprawl of dwellings along the largest stretch of the island's ring road. Also the first settlement on the island, the town called

*Sampalu*⁵ was located in this quarter of the island, be it south of today's city centre.

We know *Sampalo* as the seat of Ternate's first Sultan, but as a settlement it must be older than that. When Islam became the official religion of the island in 1479, the Kingdom of *Gapi* transformed to the Sultanate of Ternate. During the reign of Ternate's first Sultans the island opened up to merchants from far outside the region. Traders from China, India and Arabia were all eager to buy the much-desired cloves that grew abundantly from the trees on the volcanic soils of the mountain slopes. The precious commodity allowed the sultans to become amongst the wealthiest and most powerful rulers in the region. Ternate became the dominating power over most of the Spice Islands of the Maluku Archipelago. Sultan Baabullah (1574-1583) even managed to expand his powers beyond eastern Nusantara. He conquered the island of Mindanao in the North, the Kingdom of Bima in the South, and the Kingdom of Goa in the west. Francis Drake on his visit to Ternate on 3-9 November 1579, stated that Baabullah was "Lord of a Hundred Island" and was repeated by Valentijn who called him "Lord of Seventy-Two Island".⁶



The Island of Ternate in the early 17th century

The entrance of Fort Oranje seen from the interior (Corten 2012)

4. BPS Kota Ternate, 2012. Ternate City in Figures 2012
5. Fraassen, C.H. Van 1987. *Ternate, De Molukken en de Indonesische Archipel. Van Soa-Organisatie en Vierdeling: Een Studie Van Traditionele Samenleving en Cultuur in Indonesie, Deel II.* Doctoral Thesis at University of Leiden, The Netherlands. Appendix I, p. 12
6. Andaya, Leonard Y. 1993. *The World of Maluku.* University of Hawaii Press. Honolulu. pp. 134-136

Soon also European traders found their way to the fabulous spice island, causing dramatic and lasting changes to the island of Ternate. The Portuguese, who were the first of the European powers to reach the island, built a fort near *Sampalo* in 1522. They called it *Nostra Senhora Del Rosario*. The fort did not only serve trade but also had a military purpose. Its main goal was to keep the competing Spanish traders at bay. They had just settled on neighbouring island Tidore. Inside the fort not only storage rooms were built, but also civil dwellings, a church, a school and yards.

After Sultan Khairun was killed in 1574 by the Portuguese in a treacherous ambush, the Portuguese were expelled from the island and the fort became the seat of Sultan Baabullah. Within a decade however the Spanish managed to conquer the desired island. To consolidate their power over the island they built the fortress of Gamalama in 1583. The Sultan's family meanwhile fled to the island of Halmahera. They never accepted the Spanish rule and long sought for ways to re-establish the Sultanate of Ternate.

In despair the Sultan's heirs turned to a new rising European power, even fiercer a competitor to the Spanish than the Portuguese were before. The Dutch trading company *Verenigde Oost Indische Compagnie* (VOC), eager to gain a monopoly over the island's spice trade, willingly helped restore Ternate's Sultanate. In return the Sultan would sell all future cloves to the VOC only.

To consolidate the new balance of power the VOC built Fort Oranje in 1607 on the east side of the island, north of the Gamalama fort. This new stronghold in the East Indies was of major importance to the trading company. It served as their headquarters until 1619 when the city of Batavia (now Jakarta) was built on the ruins of the then destroyed city of Jayakarta.

After the Spanish were driven from the island, the new powers divided the island into 'Gouvernements Grondgebied' and 'Sultans Grondgebied', confirming the power of each, both politically and spatially. North of the Dutch fort, the Sultan constructed a new Palace (*Kadaton*), strategically located on a hill overlooking the islands of Halmahera and Tidore. The loyal clans settled around in the area that became known as Soa Sio (Nine Clans). Here also a new mosque (*Sigi Lamo*) was built, as well as a courthouse and jail (*Ngara Lamo*), bathing complexes (*Ake Santosa*) and a public open space (*Sunyie Lamo* and *Sunyie Ici*). In front of the *Kadaton* were the ports (*Dodoku Mari*).

The Dutch territory covered the area south of Soa Sio up to Monge (now Taduma). The so-called *Malayo* area around Fort *Oranje*, became divided into several quarters according to the ethnicity of its inhabitants, consisting of Europeans, Chinese, Arabs and people from Makassar. This marked the beginning of today's city centre of Ternate. Each gave its own flavour to the Ternate's culture as is still apparent today; be it in language, cuisine, clothing or architecture. After VOC's bankruptcy



Ternate City in 1653

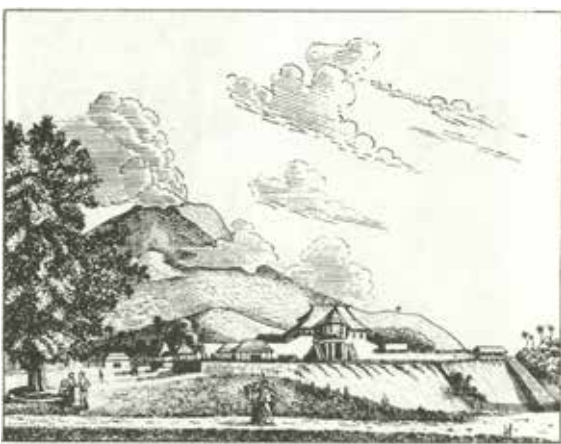
around 1800, *Soa Sio* became just another quarter of the divided city, adding to the mix of cultures. At the time the Sultan lost his say over the area to the Dutch colonial government.

After Dutch colonial rule ended in 1945 the status of Ternate's Sultanate was reduced to a small city district under the province of Maluku, with its capital in Ambon city. At this time, the city of Ternate did not experience significant growth. This changed quite dramatically when Indonesia turned to the policy of *Otda* (regional autonomy) in 1998. As a result Ternate gained the status of a City Municipality (*Kota Madya*) in 1999 and became the capital of the newly established province of North Maluku. Since then Ternate city experienced an extremely rapid growth. Due to the lack of urban space, the city expanded in the sky; by constructing high rise buildings, into the sea, by land reclamation and into the mountain, by excavating the steep slopes.

Soa Sio has also been affected. Many structures, dating back to the 18th and 19th century tend to change appearance and some even got dismantled. Houses with typical Ternate architecture also changed to present style. These changes are even more apparent and dramatic in the historical city centre. Today's challenge is to find an appropriate response to present needs and natural restrains. The main question is: how can Ternate regain its attractiveness for living, working and leisure while still maintaining its historical and unique character?



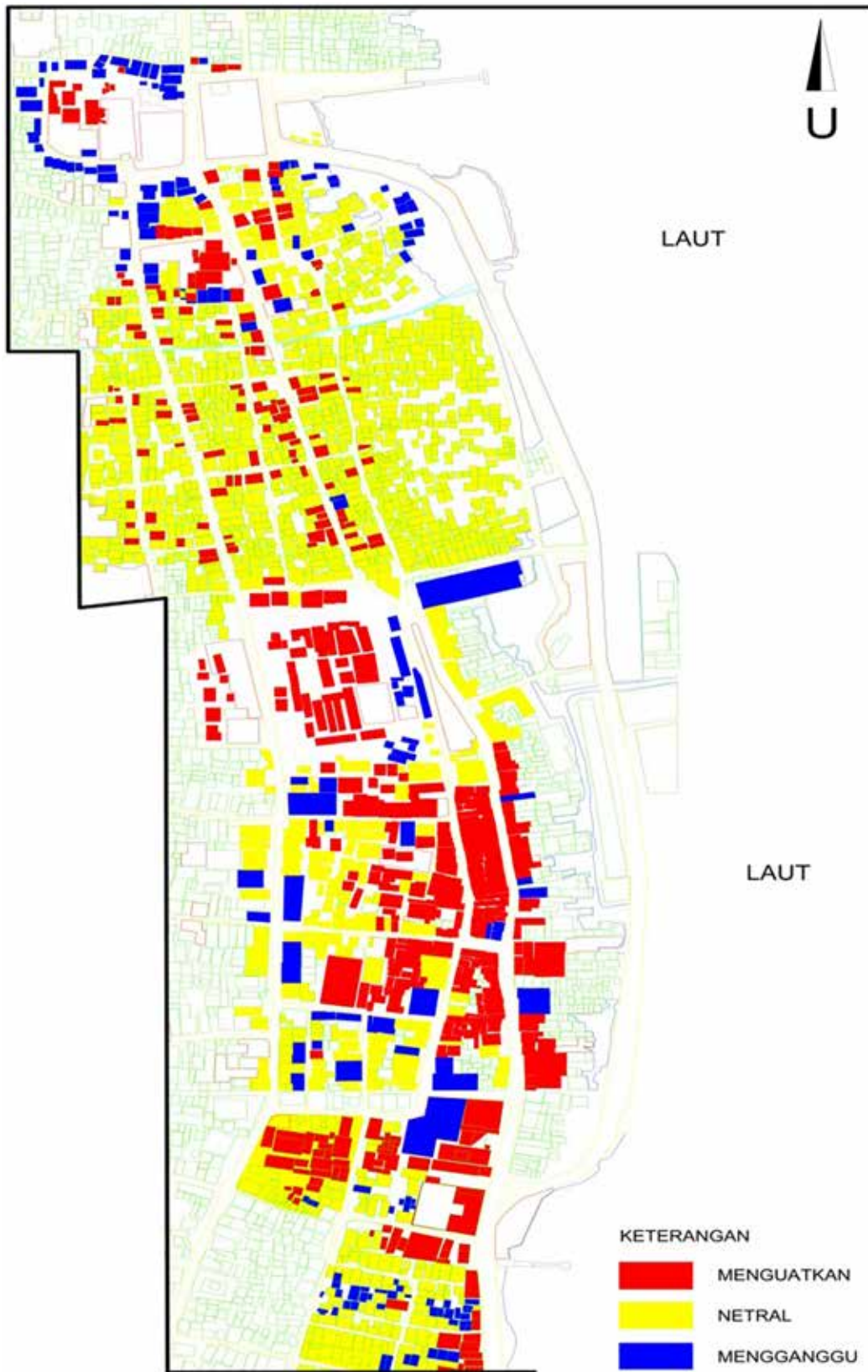
Map of Ternate showing the pre-colonial division between areas ruled by the Dutch VOC and by Sultan (1916)



De Kadaton of Ternate's Sultan in the 19th century



The Sigi Lamo (Grand Mosque) in Soa Sio (Maulana Ibrahim 2016)



Map 1. Historical Urban Quality of Ternate City

During the workshop a Quick Scan has been conducted in order to define Ternate's main features. For that reason the city's urban quality, state of maintenance and present use were investigated. Based on this investigation the main strengths and weaknesses of Ternate's identity were identified.

A quick scan is not an in-depth research method but is meant to serve as a first step towards a revitalisation policy and thus addresses decision makers. Once the political process has been finalised and formalised into a policy, more detailed implementation plans can be drawn and restoration plans can be designed. In-depth research concerning architectural features is part of such an implementation programme but should not burden the quick scan.

Urban quality

During the quick scan concerning the urban quality, all built structures within the boundaries of the defined area have been categorized according to the features of their urban surrounding. Architectural appearance is not the only relevant aspect in this respect. Scale, volume and

position are equally important. Three categories are distinguished: the first category contains those structures that determine – or contribute to – the identity of the precinct. They are marked red on the map. The second category contains structures that are neutral to – and fit within – the identity of the precinct, and are marked yellow on the map. The third category, marked blue on the map, contains of structures that are disturbing – and do not fit within – the features of the precinct. This categorization aims at providing an idea of the consistency of the urban precinct; it is not meant as an identification of to be listed monuments.

Map 1. Shows the results of the quick scan concerning the urban quality. From this map we may conclude that Ternate's urban quality can be generally categorized as neutral. Its townscape does not show an exceptionally strong coherence, nor is it abundantly disturbed. The remaining historical structures are few in number and rather scattered over the townscape. Some precincts have a concentration of historical quality, being the area around the *Kadaton* located in *Soa Sio*, the area around *Fort Oranje* and *Falajawa* in *Kelurahan Muhajirin*. *Kampung Cina* appears on this map as a precinct with a strong



View on the island of Tidore from fort Kalamata (Corten 2012)



Kadaton (Corten 2012)

historical identity. This is due to the urban fabric and remaining historical parcellation. Its architectural features though have through time lost most of their quality. Disturbing structures are not many in numbers, yet due to their deviant scale and height have a rather strong impact on the vulnerable townscape and skyline.

Technical Condition

During the quick scan concerning the technical condition, the state of maintenance of the existing building stock has been mapped and also 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 yellow.

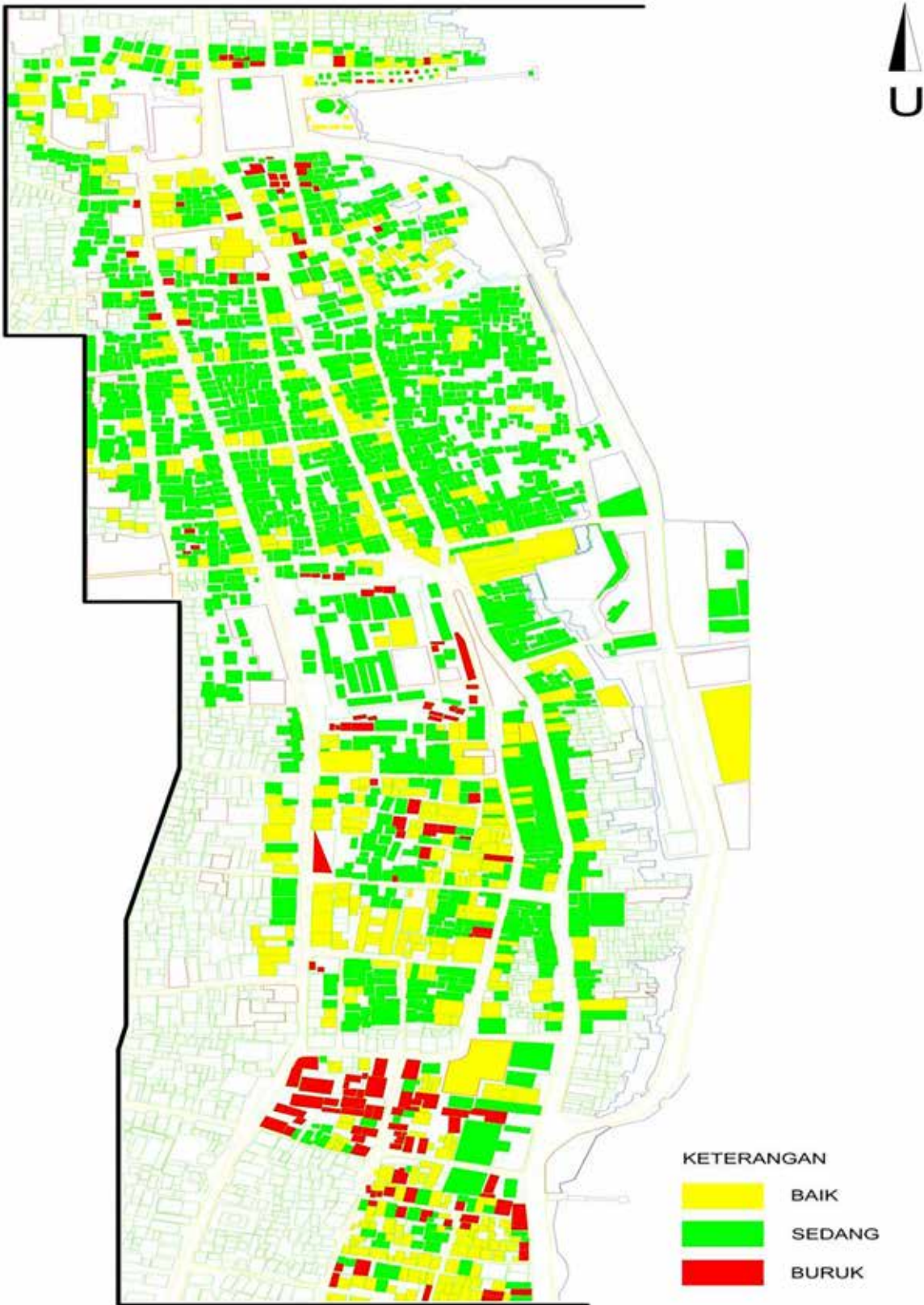
The general condition of Ternate turns out to be moderate, as we may conclude from *Map 2*. A relatively big amount of structures is in no direct need of repair. The amount of urgent matters seems manageable.



Work in progress (Corten 2012)



Street Scene in the Chinese quarter (Corten 2012)



Map 2. Technical Condition of the built structures of Ternate City

Current use

The quick scan concerning the functions consists of mapping present use of the buildings within the boundaries of the defined area. Public services (governmental institutions and offices, police stations, schools etc.) are marked red. Residential dwellings are coloured yellow. Religious buildings like mosques, temples and churches are marked orange. Commercial activities like retail trade, restaurants, bars and hotels are marked blue. Workshops and industrial activities are marked green.

Map 3 Shows commercial activities -mainly being retail trade serving regional needs- prevail in the city centre. Retail trade started in the past in *kampong Cina* and from there has spread through the city centre. The city centre seems to be the most attractive place for an expanding retail trade, serving an ever-growing demand (resulting from population growth, increasing prosperity and Ternate's recently acquired position as regional centre). Expanding retail trade tends to affect residential use and liveability of the city centre in a negative way. Residential use prevails in the northern and southern parts of the city centre. Public facilities are spread in a rather balanced way over the city centre, yet they tend to be pushed out by retail trade, therewith affecting the city's function as a centre of facilities. Religious buildings are scattered rather equally over the city centre. They seem to flourish and are generally well kept. Industrial activities are of minor importance in Ternate. They consist of small scale – home industry – and scattered over the city centre.

Strengths and weaknesses

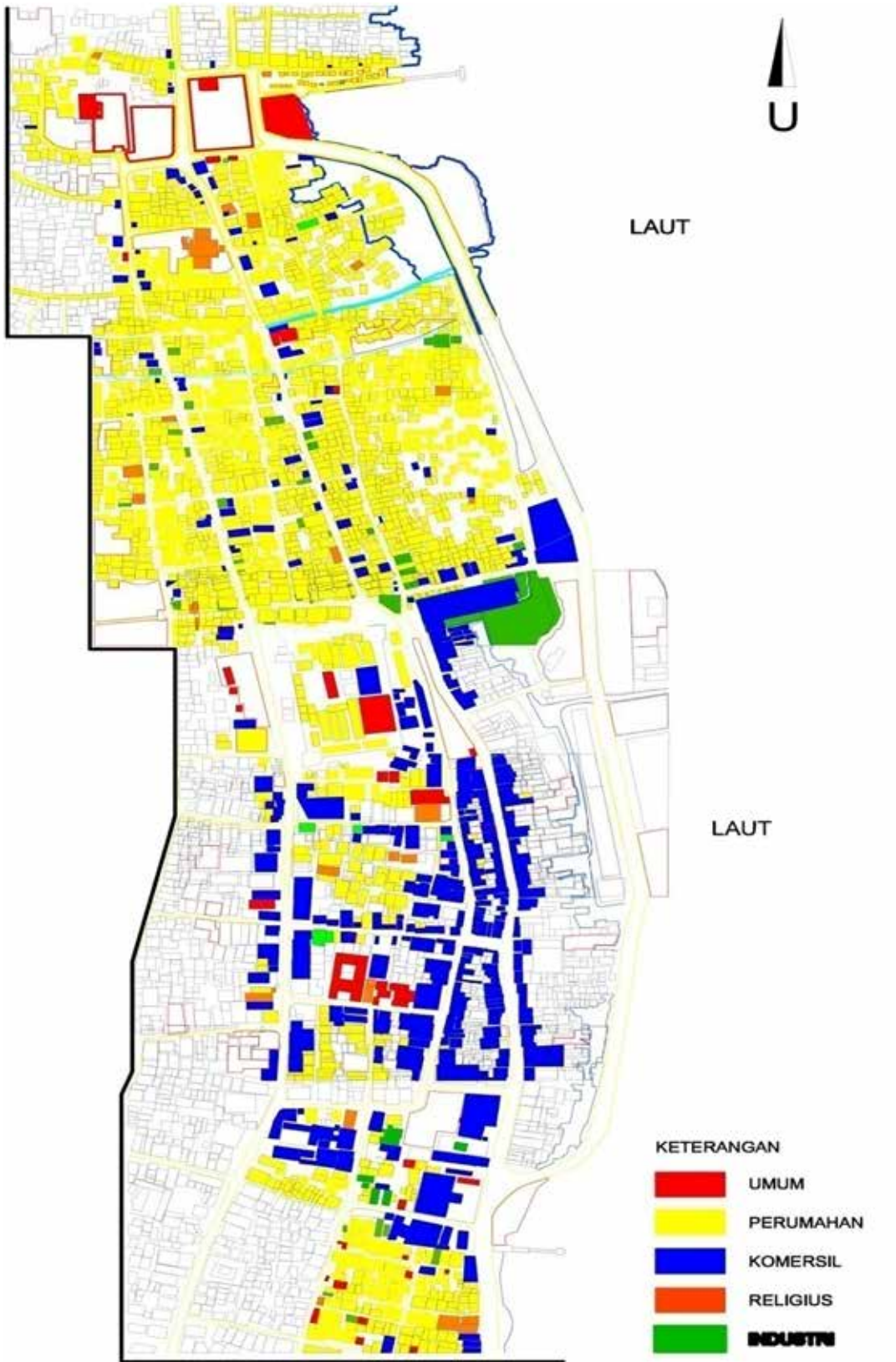
Based on the fieldwork and experience of the participants, the workshop identified Ternate's present strengths and weaknesses.

One of ternate's main qualities is its natural environment. The imposing volcanic mountain, the ample tropical sea and the stunning view on nearby Tidore provide Ternate's city with a sublime setting. Also Ternate's history and heritage can be considered as assets. The many forts around the island and especially fort *Oranje* provide the city with unique features. The same is true for the *Kadaton*, the Sultan's Mosque and surrounding and the historical features of *Falajawa*. The public open spaces in the city centre should also be cherished as assets in the congested city; like the *Sunyie (Alun-alun)*, the *Oranjeveld*, the square inside fort *Oranje*, and the esplanade at the seafront. Strong point of *Soa Sio* and *Kampong Makassar* is their accessibility.

Vis-à-vis Ternate's obvious strengths are some challenging weaknesses. As noticed before the lack of coherence of the cityscape, the few but disturbing high-rise buildings and the lack of maintenance affect Ternate's attractiveness in a negative way. Also the city's high density and traffic congestion should be considered weak points. The lack of public awareness of Ternate's historical features and lack of political commitment to its urban quality are weak points as well.



The recently restored Fort Oranje (Maulana Ibrahim 2016)



Map 3. Building Use in Ternate City



Map 4. Development Opportunities and Risks of Ternate's historical features

This chapter presents a view on Ternate's future, based on the analysis of the previous chapters. It wants to show how the historical features can serve present social needs and provide a starting point for new developments. Vice versa it wants to identify developments that can provide a base of existence for Ternate's historical features.

Development opportunities and risks

Main development opportunities for Ternate's identity lie in its natural assets and its historical features. When exploited in a prudent and sustainable way, they have the ability to improve Ternate's attractiveness for living, working and passing leisure time. Also Ternate's economic growth (mainly based on retail and wholesale trade, and to a lesser extent agriculture and tourism) can be used as an opportunity to improve the city's attractiveness when directed in the right way. Ternate's population growth, which is related to the former asset, can also be seen as a development opportunity, since it provides the demand for an attractive city centre. Besides the island has a relatively young and well educated population, which is committed to (and partly involved in) improving the city's attractiveness. Last but not least, Ternate's position as centre of the region provides opportunities for new impulses other places in the archipelago and island miss.

On the other hand the workshop identified a number of developments that may affect Ternate adversely. The growing density of the city and related increasing traffic congestion affect Ternate's liveability in a negative way. New and uncontrolled developments also threaten the city's attractiveness for living and passing leisure time. The lack of law enforcement may easily result in loss of quality and liveability of Ternate's city centre. A lack of awareness prevents the badly needed care for Ternate's historical qualities. Last but not least, one should keep an eye on the natural disasters that may threaten lives and liveability in Ternate; volcanic eruptions, earthquakes and tidal floods are not only hypothetical.

Map 4 shows where the development opportunities and the development risks are located. Green indicates the areas where new (social and economic) impulses can foster or strengthen the historical identity. Red shows areas where present or foreseen developments may easily affect the historical identity in a negative way. This does not mean no changes should take place in these areas, but due to the specific identity a cautious approach should be followed here. In addition areas are distinguished with development opportunities as well as risks. They are indicated in green and red stripes.

1. Kadaton and Old Mosque; Fort Oranje

Kadaton Ternate and surrounding, including the Old Mosque and fort Oranje with the former *Oranjeveld* provide the island's main historical assets. They refer to two of the dominating powers Ternate has experienced through history. The structures in these precincts are of high cultural and historical value.

The precinct around Ternate's *Kadaton* can be considered the island's focal point. It is the seat of its Sultan and therefore a place of political and cultural significance. This precinct offers the opportunity to accommodate new cultural activities, educational programmes, public gatherings, recreational and sports activities and to certain a extend tourist facilities. Accommodating these activities does not necessarily mean building new constructions. Eventual new constructions should be carefully adapted to the existing qualities.

Fort Oranje on the other hand has lost its former political and cultural significance. Due to its present military use it has a somewhat enclosed and exclusive character. When the present military use is to be relocated, the precinct offers development opportunities comparable to the *Kadaton* and surrounding. It can fulfil a public function for meetings, gatherings and festivities. New impulses in educational and tourist activities may strengthen its identity and improve the attractiveness of the city centre. The precinct also offers opportunities for new impulses in recreation and sports. Also museum, restaurants, cafes and a small-scale hotel may improve the attractiveness of the place. Some related retail trade like arts and crafts could complete the programme.

2. Waterfront and corridors connecting the volcano to the sea

As noted before the volcano and the sea provide Ternate's main natural assets. Connecting the city to these assets will strengthen the city's quality and attractiveness. The seafront offers opportunities for leisure activities, recreation and sports. But also *warungs* (small shops) and street vendors could strengthen the waterfront's identity and restore the city's connection to the sea. The streets connecting the volcano with the sea should be considered the city's backbones regarding the natural assets. Opening them up and clearing the views in both ways will bring the volcano as well as the sea 'closer' to the city, which will affect its attractiveness in a positive way.

3. Muhajirin's waterfront

The most eastern part of kampong Muhajirin or the so-called *Falajawa*, close to the waterfront is a city quarter with a rather formal character and relatively big

structures. Due to its location between the harbour area and the main retail area of the island (and region) it offers opportunities for further development of services, offices and public facilities. These activities will provide a suitable base of existence to the present historical structures.

4. Reclaimed lands

The area reclaimed from the sea east of kampong Makassar resulted from the excessive expansion of Ternate after becoming the capital of the newly created province of the North Moluccas. Today it is a mainly residential area, partly occupied by illegal structures, built over the still waters of the artificial lagoon. The living conditions of the area are poor and hygiene is in danger. Further development of the area seriously endangers Ternate's liveability.

5. Kampong Cina

Kampong Cina should also be considered an area of development risks. Expanding commercial activities and growing congestion tend to push out residential use and public facilities, and affects liveability of Ternate's city centre in a negative way. The uncontrolled development of high-rise structures threaten Ternate's vulnerable skyline.

6. Kampong Makassar

Kampong Makassar is a mainly residential area. It used to be an area of well-to-do businessmen. It still has some important historical dwellings and has a strong historical identity.

7. Kampong Sarani

Kampong Sarani is a residential city quarter with a strong Christian identity, dominated by several churches and old houses in the area.

8. Falajawa

Falajawa is a relatively quiet residential city quarter containing several small scale domestic industries and workshops, especially culinary with special taste.

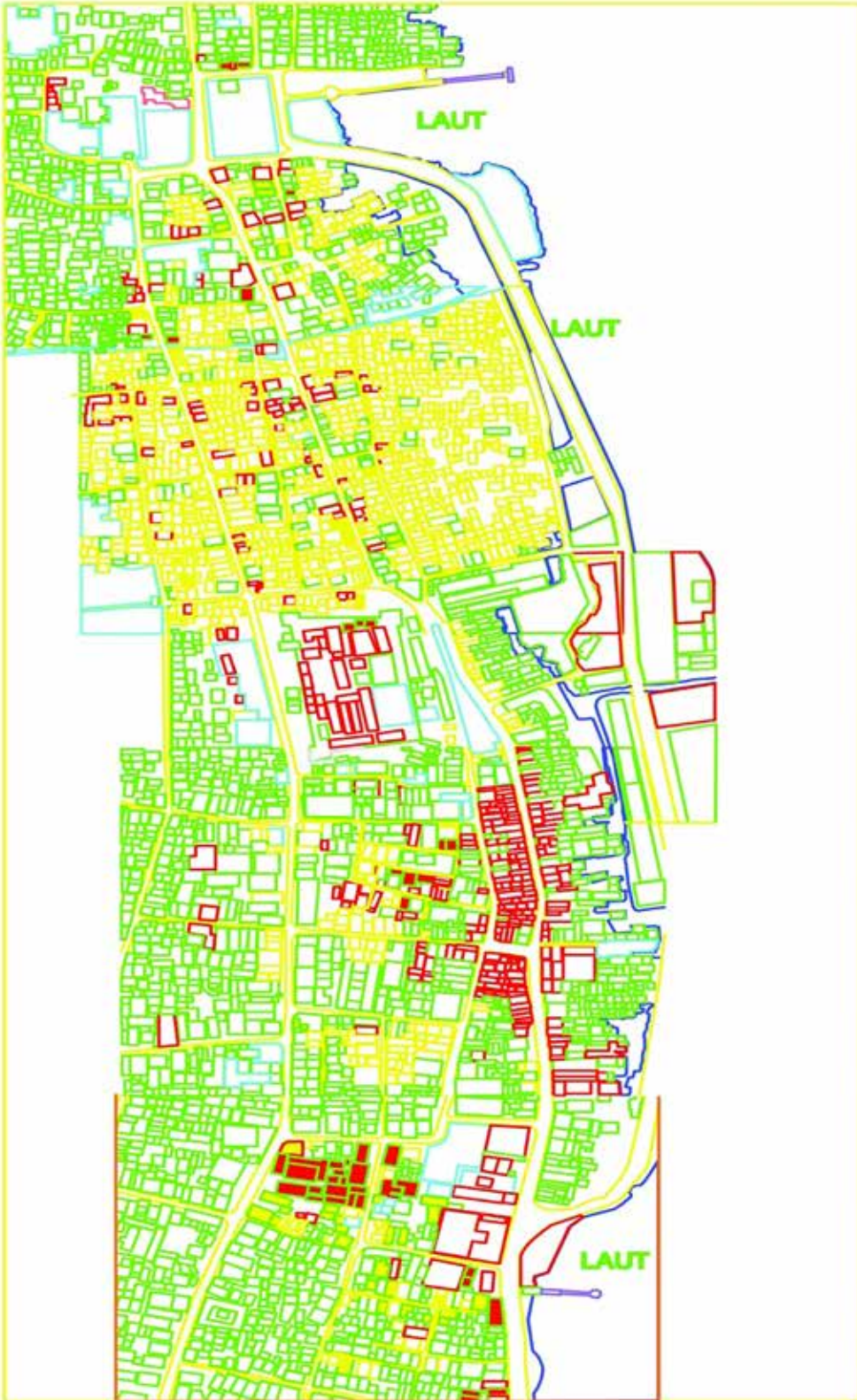
Kampong Makassar, kampong Sarani and Falajawa should be considered areas with development opportunities as well as development risks. They all are relatively quiet and pleasant residential quarters with a strong sense of belonging and specific physical features. New impulses in residential use can strengthen their identity. At the same time growing density and congestion main easily affect the existing qualities in a negative way.

Restoration need

Combining the Urban Quality Map (Map 1) and the Technical Condition Map (Map 2), shows which contributing and neutral structures are in need of fully or partly repair (Map 5). On base of these data a rough estimation of Ternate's recovery costs can be made. A full restoration of an average structure is estimated to cost IDR 490.000.000,- and a party restoration is estimated to cost half that prize, being IDR 245.000.000,-. For recovery of public space 25% of the total restoration costs should be added, and for overhead 5% of the total restoration costs. Thus a full recovery of Ternate can be estimated to cost a total amount of some IDR 458.321.500.000,-. When put into a ten year renovation programme, this means investors (public parties, private parties and individual owners) should be tempted to invest about IDR 45.832.150.000,- a year.

Calculation

91 structures (contributing and neutral) in bad condition	44.590.000.000
1.257 structures (contributing and neutral) in moderate condition	307.965.000.000
Sub-Total	352.555.000.000
5% overhead	17.627.750.000
25% public space	88.138.750.000
Total-general	IDR 458.321.500.000 (EURO 36.410.844,-)



Map 5. Restoration Need



This report presents the outcomes of the Ternate Conservation and Development Workshop. The once fabulous spice island of Ternate is located in the Maluku Archipelago of eastern Indonesia. Due to the much-desired cloves that grew abundantly on its volcanic soil, Ternate has a turbulent history of trade and warfare. Today's Ternate is a hectic city that suffers from over-development. To accommodate its unrestrained growth the city expanded into the sky, the sea and the mountain slopes. Vulnerable urban qualities are at stake now. Ternate's present challenge thus is to re-create a city centre that is attractive for living, working and passing leisure time. The Ternate Conservation and Development Workshop investigated the way the historical urban landscape can serve this goal.