



**SPEAKER 1: MR PUNTO WIJAYANTO**

**BUILDING THE NOTION OF HERITAGE CITY IN INDONESIA: THE ROLE OF LOCAL GROUP COMMUNITIES**

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Logos of Annual Heritage Gatherings

(Source: BPPI, 2016)

**WORKSHOP ON  
THE HERITAGE OF ANCIENT AND URBAN SITES:  
GIVING VOICE TO LOCAL PRIORITIES  
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## ABSTRACT

### **Building the Notion of Heritage City in Indonesia: the Role of Local Group Communities**

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Indonesia's Heritage law is called the Law No. 5/1992 on Cultural Heritage Preservation (*Benda Cagar Budaya*) since 1992. It protects objects with historical, scientific and cultural value. This law was updated in the Law No. 11/2010 on *Cagar Budaya*. However, as government's concerns only focus on protecting monuments, scholars, heritage organisations and local communities started to question the government's vision on heritage conservation. In 2003, the *Badan Pelestarian Pusaka Indonesia* (BPPI) or Indonesian Heritage Trust, an umbrella organisation of heritage organisations published the "Indonesia Charter for Heritage Conservation". Not only great architecture or monuments, but also the heritage of the community or "folk heritage" is a legacy that needs to be conserved. Local practices should expect to be appreciated as much as the authenticity of fabric and form of built heritage.

Even so, there is still no satisfactory method of heritage conservation in Indonesia. The numbers of listed heritage items in urban area increases, but not many of them are well maintained. As decentralisation policy takes place, cultural heritage is also an issue in the management of built environment of Indonesian cities. In 2008, heritage organisations introduced an idea of heritage city (kota pusaka) management. The idea was adopted and developed in 2012 in a programme called Heritage City Management and Conservation Programme (P3KP) - a collaborative programme between BPPI and the Spatial Planning Agency, from the Ministry of Public Work. This paper focuses on how heritage organisations and the government develop their conservation approach about heritage city. My observations are grounded on projects and issues related to the Heritage City Programme. Through observation of the development of Kota Pusaka, this paper intends to show how heritage organisations create a discussion arena on the value of heritage in urban development. It intends to ask what a heritage city is by discussing international norms of cultural heritage and local practices.

## BIODATA

Punto Wijayanto (b. 1977) is a faculty member of Trisakti University, currently teaching at the Department of Architecture. He completed his undergraduate studies in architecture at the University of Gadjah Mada (2003) and obtained his Master's degree in urban and regional planning from the University of Gadjah Mada (2012). He also participated in DPEA-MAP program organized by the School of Architecture of Paris-Belleville (2004/2005). His research interests are urban planning and cultural heritage. In 2006 he received awards from Asian Scholarship Foundation (ASF) to conduct a research about heritage conservation in Hanoi. He is now member of Board of Directors at the Indonesian Heritage Trust (BPPI). With BPPI, he published a book "Guidelines for Managing Post-Disaster Conservation of Heritage Buildings - Case Study: Padang, West Sumatra" (2011). Since 2012 he is member of Board of Experts at a collaborative program between BPPI and the Ministry of Public Works and Public Housing about conservation of heritage city (Program Penataan dan Pelestarian Kota Pusaka/P3KP).

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## CONFERENCE PAPER

### BUILDING THE NOTION OF HERITAGE CITY IN INDONESIA: THE ROLE OF LOCAL GROUP COMMUNITIES

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#### ABSTRACT

Indonesia's Heritage law is called the Law No. 5/1992 on Cultural Heritage Preservation (*Benda Cagar Budaya*) since 1992. It protects objects with historical, scientific and cultural value. This law was updated in the Law No. 11/2010 on *Cagar Budaya*. However, as government's concerns only focus on protecting monuments, scholars, heritage organisations and local communities started to question the government's vision on heritage conservation. In 2003, the *Badan Pelestarian Pusaka Indonesia* (BPPI) or Indonesian Heritage Trust, an umbrella organisation of heritage organisations published the "Indonesia Charter for Heritage Conservation". Not only great architecture or monuments, but also the heritage of the community or "folk heritage" is a legacy that needs to be conserved. Local practices should expect to be appreciated as much as the authenticity of fabric and form of built heritage.

Even so, there is still no satisfactory method of heritage conservation in Indonesia. The numbers of listed heritage items in urban area increases, but not many of them are well maintained. As decentralisation policy takes place, cultural heritage is also an issue in the management of built environment of Indonesian cities. In 2008, heritage organisations introduced an idea of heritage city (kota pusaka) management. The idea was adopted and developed in 2012 in a programme called Heritage City Management and Conservation Programme (P3KP) - a collaborative programme between BPPI and the Spatial Planning Agency, from the Ministry of Public Work. This paper focuses on how heritage organisations and the government develop their conservation approach about heritage city. My observations are grounded on projects and issues related to the Heritage City Programme. Through observation of the development of Kota Pusaka, this paper intends to show how heritage organisations create a discussion arena on the value of heritage in urban development. It intends to ask what a heritage city is by discussing international norms of cultural heritage and local practices.

#### 1. The Genesis of Kota Pusaka

Heritage conservation is endorsed by Law No. 11/2010 on Cagar Budaya (Cultural Heritage). The law is a revised version of the Law No. 5/1992 on Benda Cagar Budaya (Cultural Property). The first legislation about the protection of cultural heritage was Monumenten Ordonnantie introduced in

1931 by the Dutch Government. These legislations share a similar trait: they exist to protect all objects of over fifty years old.

According to the law No. 11/2010, cultural heritage includes objects, buildings, structures, sites and areas (“Benda Cagar Budaya, Bangunan Cagar Budaya, Struktur Cagar Budaya, Situs Cagar Budaya dan Kawasan Cagar Budaya”) and also cultural landscape (lansekap budaya) from various levels of significance. Local government is encouraged to register their heritage. The number of categories and the approach was modified as the previous Law only considered objects and buildings with cultural and historical value as cultural heritage. Besides that, the implementation of the old law was centralized in the hand of the Ministry of Education and Culture. Each provinces and cities/regencies also have their agency. The legislation shows little guidance on how the protection and development should be applied in the context of urban development.

In 1990s, scholars, professionals and individuals already drew the public’s attention to the importance of heritage conservation, not only monumental heritage but also ordinary buildings/heritage, which later was called folk heritage. They founded heritage organisations, such as Bandung Society for Heritage Conservation or Bandung Heritage in Bandung (1987), Jogja Heritage Society in Yogyakarta (1991) and *Badan Warisan Sumatera* in Medan (1998). Their activities are for example, making heritage inventory and spreading heritage virus via discussions and exhibitions. The heritage organisations realized that a lot of historic buildings in big or small cities were demolished before being listed as cultural heritage. Until 2010, there were 603 registered heritage items in Indonesia, while there are only hundreds of cities and regencies. In Bandung, for example, there were only 12 registered heritage buildings, whereas the Bandung Heritage Society identified hundreds of buildings bearing cultural significance.

Table 1. Number of Registered Heritage Items per Year

No.	Year	Number of Registered Heritage Items
1	1981	1
2	1983	2
3	1985	1
4	1987	3
5	1988	79
6	1999	65
7	2000	10

8	2003	33
9	2004	60
10	2005	38
11	2007	116
12	2008	26
13	2010	169
<b>TOTAL</b>		603

At the same time, The Asia & West Pacific Network for Urban Conservation (AWPNUC) was formed in 1991 to exchange cultural information and technical expertise in urban conservation. The 4<sup>th</sup> meeting of AWPNUC was held in Yogyakarta in 1996, which allowed scholars, practitioners and heritage lovers in Indonesia to meet. After the International Symposium on Conserving Cultural Heritage for Sustainable Social Economy and Tourism Development” in 2000, they decided to cooperate at a national level and established a forum, called *Jaringan Pelestarian Pusaka Indonesia* (JPPI) or Indonesian Heritage Conservation Network.

This network realized that they were facing a problem of translation and a lack of clarity in definition of heritage claimed by the Indonesian government. The law used the word of *cagar budaya* for “registered cultural heritage” and *warisan budaya* for “cultural heritage”. Furthermore, referring to the official international heritage charter, the network saw that heritage in Indonesia was missing notions of natural, tangible-intangible and cultural landscape heritage:

“Indonesian heritage includes natural heritage, tangible and intangible cultural heritage, the *saujana*/cultural landscape heritage – as the combination between natural and cultural activities (Source: BPPI, 2015)”.

There was a need for a proper translation, therefore they introduced a vernacular term, *pusaka*. They adopted the term in 2003 and published a charter, *Piagam Pelestarian Pusaka Indonesia*<sup>1</sup>, which in 2004 led to the founding of the *Badan Pelestarian Pusaka Indonesia* (BPPI) or Indonesian Heritage Trust. On 2004, 17 August the BPPI was created with the primary task to safeguard the sustainability of the Indonesian heritage.

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<sup>1</sup> After a series of discussion in Yogyakarta, Jakarta, Kaliurang and Ciloto, the JPPI together with several heritage organisations, universities, and local governments launched the “*Piagam Pelestarian Pusaka Indonesia*” on 13 December 2003.



Inauguration of Indonesian Heritage Year 2003; left to right: Helene Njoto, Laretna T. Adishakti, former Regent of Sleman, former Minister of Tourism, Pia Alisjahbana, and former Minister of Agriculture

(Source: BPPI, 2016)

Every year the BPPI organizes the *Temu Pusaka Indonesia* (TPI) or Annual Heritage Gathering. The TPI venue is different each year, and hosted by local partners. The first TPI was conducted in Denpasar (2005), followed by Yogyakarta (2006), Bukittinggi-Sawahlunto (2008), Jakarta (2009), Bandung (2010), Samosir-Medan (2011), Surabaya (2012), Lombok (2013), Jakarta (2014). The last TPI was organized in Bogor (2015). TPI is also the way BPPI and JPPI introduce and develop heritage issue.



Logos of Annual Heritage Gatherings

(Source: BPPI, 2016)

In 2008, during the third TPI in Bukittinggi and Sawahlunto, the BPPI tried to spread the concept of 'Kota Pusaka'. In her paper titled *Kota Pusaka Menuju Kehancuran Sistematis*, Laretna T. Adishakti said that there were only two cities, Sawahlunto and Surakarta, who knew how to manage their heritage assets. While conservation in Indonesia is often viewed as not being compatible with economic development, these two cities were good examples of cities where is integrated to urban development.

Sawahlunto is a coal-mining city. Recently the coal mining company –PT Bukit Asam- stopped its operation and thus the city lost its economic resources. Mr. Amran Nur was the Mayor whose initiative to change the city into a tourism destination promoting “old town tourism district and coal mining tourism”. He transformed a few historic buildings into museums, such as coal mining and train museum with the support of the central government. Since 2011, a world heritage city project is going on. In 2015, Sawahlunto was registered on the UNESCO’s tentative list of world heritage sites with Jakarta and Semarang.

Another city, Surakarta, is a traditional city whose former Mayor, Ir. Joko Widodo or known as Jokowi is now the President of the Republic of Indonesia. Like Nur, Jokowi had the idea to optimally use the potentials of the city, including using heritage assets. His slogan for Solo was “Solo Past is Solo Present” and also “Solo: Spirit of Java”. His festival and also revitalization of historic areas projects, such as Solo Batik Carnival and the revitalization of Ngarsopuro historic area, were based on cultural assets.

For this purpose, he conducted international events to make Surakarta better known as a cultural city. He was elected as mayor in 2005 and a year later, applied to be member of the Organisation of World Heritage City (OWHC). Surakarta is the first city in Indonesia that became a member of OWHC-Euro Asia. In 2008, the City of Surakarta organized an event called “Euro-Asia World Heritage Cities - Conference and Expo” dedicated to the topic “Safeguarding of Intangible Heritage and Sustainable Urban Development”.



Logo of “Euro-Asia World Heritage Cities – Conference and Expo”



It was Joko Widodo's idea to create a network of Indonesian heritage cities. As stated by him:

"Through this network, it will be easier for us to promote tourism and culture to the world because the exchange of information can be done through a single channel."

The JKPI declaration was announced during a meeting held at Loji Gandrung, the official residence of the Surakarta mayor. The announcement was made on a Saturday evening before the opening of the Conference. The declaration was endorsed by the Minister of Tourism and Culture, Mr. Jero Wacik.



Establishment of Jaringan Kota Pusaka Indonesia (JKPI) in 2008; from left to right: former Mayor of Denpasar, former Minister of Tourism and Culture and former Mayor of Surakarta

(Source: BPPI, 2016)

JKPI is an organisation of heritage cities and its members are Mayors or Regents. At the beginning, JKPI consisted of 12 cities, including Surakarta, Sawahlunto, Banda Aceh, Ternate, Pangkal Pinang, Yogyakarta, Ambon, Salatiga, North Jakarta, Bogor, Bengkulu and Baubau. Now there are around 54 cities listed as members of JKPI. Among those cities, Surakarta and Denpasar are registered as members of OWHC<sup>2</sup>.

<sup>2</sup> OWHC-AP was established in 2012. There were three Indonesian cities participating in the first meeting of OWCH-AP (Asia Pacific) in Gyeongju, South Korea. Those cities were Padang, Surakarta and Ambon.



Table 2. Provinces members of JKPI (Jaringan Kota Pusaka Indonesia)

NAMES	PROVINCES	NAMES	PROVINCES
1. Kota Ambon	Maluku	28. Kota Sawahlunto	West Sumatera
2. Kota Baubau	South-East Sulawesi	29. Kota Surabaya	East Java
3. Kota Banjarmasin	South Kalimantan	30. Kota Semarang	Central Java
4. Kota Banda Aceh	Aceh	31. Kota Surakarta	Central Java
5. Kota Bengkulu	Bengkulu	32. Kota Sibolga	North Sumatera
6. Kota Bogor	West Java	33. Kota Singkawang	West Kalimantan
7. Kota Blitar	East Java	34. Kota Sungai Penuh	Jambi
8. Kota Bontang	East Kalimantan	35. Kota Tangerang	West Java
9. Kota Bukittinggi	West Sumatera	36. Kota Tegal	Central Java
10. Kota Cirebon	West Java	37. Kota Tidore	North Maluku
11. Kota Denpasar	Bali	38. Kota Ternate	North Maluku
12. Kota Jakarta Barat	DKI Jakarta	39. Kota Yogyakarta	DI Yogyakarta
13. Kota Jakarta Utara	DKI Jakarta	40. Kabupaten Bangka Barat	Kepulauan Bangka-Belitung
14. Kota Jakarta Pusat	DKI Jakarta	41. Kabupaten Bangli	Bali
15. Kota Kupang	NTT	42. Kabupaten Banjarnegara	Central Java
16. Kota Langsa	Aceh	43. Kabupaten Banyumas	Central Java
17. Kota Lubuk Linggau	South Sumatera	44. Kabupaten Batang	Central Java
18. Kota Madiun	East Java	45. Kabupaten Brebes	Central Java
19. Kota Malang	East Java	46. Kabupaten Buleleng	Bali
20. Kota Medan	Sumatera Utara	47. Kabupaten Cilacap	Central Java
21. Kota Padang	West Sumatera	48. Kabupaten Gianyar	Bali
22. Kota Palopo	South Sulawesi	49. Kabupaten Karangasem	Bali

23. Kota Palembang	West Sumatera	50. Kabupaten Ngawi	East Java
24. Kota Pangkal Pinang	Kepulauan Bangka-Belitung	51. Kabupaten Purbalingga	Central Java
25. Kota Pekalongan	Central Java	52. Kepulauan Seribu	DKI Jakarta
26. Kota Pontianak	West Kalimantan	53. Kabupaten Temanggung	Central Java
27. Kota Salatiga	Central Java	54. Kabupaten Tegal	Central Java

\*Kota = City; Kab. = Regency

Every year JKPI organizes an annual congress. The first congress was held in 2009, 22-25 October in Sawahlunto, a mining city in West Sumatra and was attended by about 30 cities. The congress discussed how to make use “kota tua” (old town) as an asset. The Mayor of Sawahlunto explained how European cities could sell the idea of “kota tua” to develop historical tourism. He invited the Minister of Malaka Dt Muhammad Ali to share their experiences on tourism heritage management. Malaka, in Malaysia is one of the UNESCO World Heritage cities in the ASEAN region. Malaka (and also George Town) are often taken as an examples of successful heritage city projects. This first congress was also the first time that the idea of (world) heritage city was introduced in Indonesia.

## 2. MANAGEMENT AND CONSERVATION OF HERITAGE CITIES PROGRAMME

On 23 June-2 July 2009 the BPPI organized a training, called “Executive Training on the Heritage Cities Master Plan’ (*Pelatihan Penyusunan Master Plan Kota Pusaka*). BPPI had the initiative to support the capacity of JKPI members in managing their heritage assets. The focus of the training was to assist the local government in preparing a management plan. Through this project, the BPPI emphasized the idea that Indonesian heritage is both natural and cultural, as stated by Catrini Kubontubuh:

“Master plan of heritage city is a formulation of how to integrate heritage assets (natural and tangible-intangible cultural heritage) and spatial planning.”

It was in 2011 that there was an opportunity to develop the idea of capacity building. BPPI had a good relationship with the Director General for Spatial Planning - Ministry of Public Works (MPW)<sup>3</sup>. His name was Mr. Imam S. Ernawi. He was invited several times by the BPPI to give presentations about his vision on heritage conservation. Few years later, he had an idea to integrate heritage into urban planning as part of the implementation of the Indonesian Law about Spatial Planning.

<sup>3</sup> Now it is the Ministry of Public Works and Public Housing.

As mandated by the Law No. 26/2007 about Spatial Planning, all Indonesian cities and regencies must have a spatial plan or *Rencana Tata Ruang Wilayah* (RTRW). In 2012, almost 100% of cities and regencies in Indonesia had their RTRW legalized (Peraturan Daerah or Local Regulation on RTRW). He wanted to create a programme to encourage local governments for more spatial planning. Being a UNESCO world heritage city is also the magic word in this programme. As Mr. Ise said, Indonesian cities have a very rich heritage and therefore, there should be a World Heritage City from Indonesia.

On this occasion, the BPPI worked together with the MPW to develop a capacity building programme for the JKPI. The programme was named Program Kota Pusaka. According to Mr. Suhadi<sup>4</sup>, the term “program kota pusaka” was to answer the request of Mr. ISE to create a label for cities with heritage assets and the will to preserve those assets. The full name of the programme is *Program Penataan dan Pelestarian Kota Pusaka* or P3KP as the programme intended to integrate both heritage conservation (*pelestarian pusaka*) and spatial planning (*penataan ruang*). P3KP can be understood as an effort to support the implementation of spatial planning based on its heritage assets.

### Learning from the BPPI’s experiences

The P3KP programme has a core module with eight aspects. The BPPI introduced current issues in heritage conservation and also international heritage charter, such as heritage economic and disaster risk reduction.

#### Attributes of Heritage Cities

1	Institution and Management of Heritage Cities
2	Heritage Inventory and Documentation.
3	Information, Education, and Promotion of the Heritage City.
4	Heritage City Economy
5	Heritage City Risk Management of Disasters
6	Culturally Development of Communities
7	Heritage City Space Planning and Infrastructure
8	Heritage City Design Management

<sup>4</sup> Mr. Suhadi is one of the founders of the BPPI, who prepared the P3KP Program.

On 17 April 2012, the Ministry of Public Works and BPPI launched the P3KP programme in Yogyakarta. Members of the JKPI were invited to participate. Twenty six cities/regencies<sup>5</sup> applied to the programme and were divided into two groups. The BPPI and the MPW agreed that local stakeholders were key players and that it was important to create a group of local stakeholders, consisting of local government, communities, universities, heritage organisation and private businesses, who would work together. The group was named Tim Kota Pusaka Daerah or Heritage City Group and is expected to build a commitment in managing heritage assets. The commitment to conserve their heritage assets would then be manifested in an action plan. The plan was called Rencana Aksi Kota Pusaka (RAKP) and was meant to guide conservation and development of heritage cities assets.

Table 3. Participants of P3KP

Group I	Group II
Kota Banda Aceh, Kota Sawahlunto, Kota Palembang, Kota Semarang, Kota Baubau, Kota Banjarmasin, Kota Bogor, Kota Denpasar, Kota Yogyakarta	Kab. Bangka Barat, Kab. Brebes, Kota Blitar, Kota Surakarta, Kab. Rembang, Kota Pekalongan, Kab. Cilacap, Kab. Batang, Kab. Banjarnegara, Kota Cirebon, Kota Tegal, Kota Medan, Kab. Ngawi, Kota Salatiga, Kota Bukittinggi,

\*Kota = City; Kab. = Regency

The first group gathered pilot cities. In 2012, this group prepared the RAKP for the management of their heritage assets. Within the period of 2 years from 2012 to 2014 an identification of heritage assets (heritage inventory and map) to conserve and develop was made. Through this initiative, the diversity of heritage assets in Indonesia was anticipated to be recognized and later inserted in urban planning.

<sup>5</sup> In 2013, there were two new participants: Kota Malang and Kabupaten Boyolali.



Heritage Cities Planning and Conservation Programme, initiated by BPPI  
and Directorate General of Spatial Planning, Ministry of Public Works

(Source: Modul Pendahuluan, 2012)

Since 2014, the number of participants have increased. Now 50 cities have joined the P3KP. Although the P3KP's conservation policy seems comprehensive in adhering to conservation principles, in reality the results are not entirely satisfying. It focuses too much on the physical aspects and doesn't give enough attention to assisting and empowering communities. There are still some aspects that need to be developed since MPW can't address all heritage issues. Therefore, the BPPI introduced Program Kota Pusaka to other ministries, such as the Ministry of Tourism to develop a heritage city tourism programme and the Coordinating Ministry of Social Welfare (now Human Development and Culture) to develop a programme for community empowerment focusing on heritage.

### 3. The Indonesian Charter for Heritage Cities Conservation (Piagam Pelestarian Kota Pusaka)

In 2013, the BPPI conducted the "Indonesian Heritage Year" and at the same time celebrated the 3<sup>rd</sup> decade of Indonesian Heritage Movement. According to the BPPI, heritage movement in Indonesia had lasted already for two decades. The first decade was the period of 1990s-2003 after the Law No. 11/1992 on Benda Cagar Budaya was published, and the second decade was when the JPPI launched the Indonesian Heritage Year 2003-2013 and published "*Piagam Pelestarian Pusaka Indonesia*".

However, BPPI believed that the third decade also needed to be marked by a publication of new declarations. In the beginning, two declarations were to be prepared, but only the charter for heritage cities conservation was published. With the Coordinating Ministry of Social Welfare, BPPI organized an event to declare the Charter. The declaration was made by the chairman of JKPI, Mr. Burhan Abdurahman, who was also the Mayor of Ternate.

While there was no guideline for Kota Pusaka yet, this Charter officially introduced a definition and instruments to develop a heritage city. Conservation was also introduced as management of change. Conservation is not meant to freeze life and culture, but heritage is not just for tourism development either. Besides that, partnership is also important. Conservation should be a collaboration between all stakeholders, including local government, community and representatives of interest group



**4. Declaration of the Indonesian Charter for Heritage Cities Conservation at the office of the Coordinating Ministry of Social Welfare**

**Conclusion**  
In Indonesia, heritage NGOs understand the importance of partnerships and therefore are promoting the ideals of heritage conservation by networking with other organisations. Through the development of the “*Program Kota Pusaka*”, NGOs are trying to provide advice and support to the government while they see the opportunity to introduce heritage issues systematically. Through this programme, each city and regency in Indonesia can acknowledge its heritage assets and their potentials as heritage cities.