Legal Certainty on Sanction of Regional Regulation of Bandung City No. 7 of 2018 on Cultural Heritage Management Regarding The Renovation of Cultural Heritage in Bandung City

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Historical buildings that spread out all over Bandung City become silent witness of the city’s establishment until the present day. Some of them currently still last in the good shape and well-maintained, while the others fall apart by modernization. It is not infrequently happening that renovation of the old building becoming the new building done without neither license nor regulation. This research aims to analyze and understand the legal sanction related to renovation of historical building as a part of cultural heritage in Indonesia, specifically Bandung City, West Java. The purpose of this research is to engage all elements of society’s concern and involvement in cultural heritage preservation. The method of this research is library research as a research in literature or an activity to compile information relevant to topic or object of research and received from books, scientific paper, thesis, dissertation, encyclopedia, internet and other resources. The research shows the result that the consequence of a construction being established as cultural heritage is maintaining the values of history, culture, knowledge, religion, even architecture. People, especially in Indonesia worry about cultural heritage construction because the citizen minds that the construction cannot be modified, tumbled down or hard to sell.

1. Introduction

Culture is the outcome of human’s ingenuity which is achieved by learning and used for life benefit. Every human society think of tools of living. These tools of living transforms becoming a form of culture. Culture is something complex which comprises knowledge, belief, art, law, morality, tradition and other custom obtained by individual as the part of group society (Taylor & Majie, 2002).¹ One of the cultural object is the tangible local genius, as an

example, historical buildings. These tangible culture can be classified as cultural heritage.

As a nation’s resource, cultural heritage is the legacy that should be taken care of and conserved. Cultural heritage is a form of cultural property that is notable in the interest of nourishing the senses of national identity and to commemorate the role and existence of the earlier leaders in the formation process of this country, also to strengthen the bond of entity and unity for the nation’s dream realization.

Not only a physically shaped building, it is mentioned in Article 1 Paragraph (1) Law of the Republic of Indonesia No. 11 of 2010 on Cultural Heritage, that cultural heritage “......is tangible in the form of Cultural Heritage Entity, Cultural Heritage Construction, Cultural Heritage Structure, Cultural Heritage Site, and Cultural Heritage Area at land and/or in the water.....” also needs to be preserved for its important values in history, knowledge, education, religion, and/or culture through the process of establishment. It means that cultural heritage needs to be conserved and managed properly by the way of security, perfection and utilization effort in order to promote nation’s culture for public welfare. The preservation has to be considered as an effort to reactualize cultural heritage as the legacy in the context of the current system or give the new purpose to the cultural heritage itself. (Tanudirjo, 1996).

All Indonesia’s masterpiece, whether in the past, present or future is an asset of development. As inheritance of the past, cultural heritage becomes significant to maintained. Protecting the cultural heritage has importance in national development. Article 32 Paragraph (1) The Constitution of the Republic of Indonesia of 1945 mandate that “the state shall advance Indonesia’s national culture among the civilizations of the world by guaranteeing the freedom of the people to maintain and develop cultural values.” Indonesian government has noticed the attention of culture progress as stated in Law of the Republic of Indonesia No. 11 of 2010 on Cultural Heritage, which intends to engage citizen’s involvement in cultural heritage preservation. However in implementation, cultural heritage preservation in Indonesia has not been effective as we can see through the factors below: 1.) Unclear establishment status of cultural heritage area, 2.) Incomplete area-planning management,
3.) Lack of security on entire zone's establishment, 4.) Conflict of utilization and supervision.8

Beside the factors above, the other factors are lack of public legal awareness on the importance of protecting cultural heritage, lack of understanding on how important the value or essence the cultural heritage has, also undecisive practice in sanction applying on cultural heritage demolition. It is unfamiliar for common people to discover this thing because the cognition on this matter has not reached the majority of people which leads to lack of concern towards cultural heritage.9

2. Method

The method is used in a study to achieve a goal, the level of accuracy, the number and the type encountered by classifying based on experience.10 Research is a scientific activity that is related to the analysis and construction done methodically, systematically and consistently.11 The method of this research are library research and interview. Library research is a research in literature or an activity to compile information relevant to topic or object of research and received from books, scientific paper, thesis, dissertation, encyclopedia, internet and other resources. An interview is a qualitative research method that relies on asking questions in order to collect data.12

This research uses normative juridical as the legal approach, which is a procedure and scientific method that discovers and study sources juridically to uncover the truth based on scholarly law logic from the normative aspect,13 especially statute in this case. Statute approach is a study approach which focus on legal substance such as laws and regulations as primary reference in doing the research. This approach analyzes laws and regulations linked with the case (legal issue).14 In particular, this journal studies Regional Regulation of Bandung City No. 7 of 2018 on Cultural Heritage Management.

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12 George, Tegan. (2022, June 24). Types of Interviews in Research | Guide & Examples. Scribbr
3. Discussion

Bandung is the biggest metropolitan city in West Java as well as the third biggest in Indonesia, aslo as the capital city of West Java.\textsuperscript{15} In the beginning, Bandung was not included in developmental project by Dutch Government. According to natives, Bandung had been existed for long and was known as Tatar Ukur which was under the reign of Banten and Mataram. Bandung attracted the attention of Netherlands when the ruler of Tatar Ukur, Wangsanata (Dipatiukur) involved in raid incident of fort \textit{Vereenigde Oost-Indische Compagnie} (VOC) at Batavia which was ordered by Sultan Agung from Mataram. After the 17\textsuperscript{th} century, Bandung's appellation as Tatar Ukur started to changed by Dutch Government became \textit{Negorij Bandong} or \textit{West Oedjoeng Broeng}.

The increasing urge of the European in Batavia to enter Bandung led Dutch Government to started planning a more proper road access. The road access does not connect Batavia and Bandung merely, but the entire island of Java. The construction was executed in the era of Herman Willem Daendels as the governor general of Dutch East Indies in 1808-1811. The existence of the road access succeed in transforming Bandung from a village in the middle of jungle to a city that thrives into one of the metropolis in Indonesia.\textsuperscript{16}

Bandung city inaugurated as the new capital city of Bandung District under the besluit on 25\textsuperscript{th} September 1810 with R.A Wiranatakusumah II as the Founding Father.\textsuperscript{17}

3.1. Cultural Heritage Renovation in Bandung City

As one of the well-known city in Indonesia, Bandung has many things to offered, such as recreation, culinary, education and certainly history. Nicknamed as \textit{Parijs van Java} at the time, history records a rapid evolution in mode of Paris that happened at the same time as enthusiasm of high class people in Bandung in art, such as architecture which applied art deco as structure reference in almost all over the city. It can be seen through tons of vintage building in Bandung, such as the building of Hotel Preanger and Savoy Homan.\textsuperscript{18}

When the government of Republic of Indonesia took over the full sovereignty in 1949, Bandung's condition was relatively undamaged and good. The ruins from historical building after the war, especially Bandung

\textsuperscript{15} Official Website of Bandung City. (2020). \textit{About the City of Bandung}. Retrieved March 22, 2022, from \url{https://www.bandung.go.id/profile}
\textsuperscript{16} Historia.id. (2020). \textit{The Birth Tale of Bandung City}. Retrieved March 16, 2022, from \url{https://historia.id/urban/articles/cerita-lahirnya-kota-bandung-P3o4w/page/3}
\textsuperscript{17} Official Website of Bandung City. (2020). \textit{The History of Bandung City}. Retrieved March 16, 2022, from \url{https://www.bandung.go.id/sejarah}
\textsuperscript{18} Historia.id. (2016). \textit{Why Is Bandung Nicknamed Parijs van Java?}. Retrieved March 31, 2022, from \url{https://historia.id/urban/articles/mengapa-bandung-dijuluki-parijs-van-java-P4WoZ/page/1}
Sea of Fire, was not emerged anymore. In 1970, the historical building that still remains was recorded as much as 2500 units. However, entering 1990s, the amount of it decreased, which left 495 units of old buildings and 206 units of intact colonial architecture.

Haryoto Kunto in his book, “The Fate of Historical Building in Bandung” (2000) records that for a last decade until the book was published in 2000, approximately 60 historical buildings got rid of development. Those buildings are KAPI army post in Lembong Street, the house of Payen painter, Ganaco Bookshop, 9 houses by Sukarno the architect, Singer Building (1930) by F.W. Brinkman, Plantation Building (1912) at the corner of Aceh-Sumatra Street by P.A.J. Moojen the architect and a number of Villa Huis around Dipatiukur Street by A.F. Aalbers. There are likewise the PTI Laboratory at Tegalega, Banceuy Prison, the building of Oud Holland and 8 cinema buildings such as Elita, Varia, Oriental, Luxor, Capitol and Rex. Another buildings that also evicted are gate building of Pasar Baru, Andir, Kosambi and Cicadas, “Sint Jan” Loji at Wastukencana Street and few of Indo Europeesche Architectuur Stijl styled building at the area of Dago, Cihampelas, Cipaganti and around Gedung Sate. Those buildings are sacrificed as one of the consequence of real implication of social-economic growth in Bandung City.

Some factory outlet and mall were designed attractively following the demand aspect of commercial with contemporary configuration which is getting highter. Same thing happens through a lot of appearance of supermarket, business center, condominium and other large building complex.19 Whereas some of the other cultural heritage is in the threatened, abandoned, unmaintained, changed over ownership, look and function changed, got rid, destructed, demolished and leveled with the ground.20 Some of it done without neither license nor regulation.

Violation is also done by the owner or manager of cultural heritage against the restoration procedure or criteria including the appointed steps and submission procedure. It happens often that a building is purchased at a low price then being cleared and abandoned. It will cause the building to broke and rot fast so it becomes unsafe for people around. Then, the demolition

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will be allowed. Renovation after renovation happens many times that it erases the authencity and identity of cultural heritage along with its historical value.

3.2. Law of the Republic of Indonesia No. 11 of 2010 on Cultural Heritage

General explanation on Law of the Republic of Indonesia No. 11 of 2010 on Cultural Heritage mentions that this regulation focus on cultural heritage as something tangible contains important values for mankind, such as history, aesthetics, knowledge, ethnology and uniqueness.

Explicit regulation and policy from the government is required for guarantee the existence of cultural heritage to prevent the threat of physical development whether in urban area, rural area or water environment. Cultural heritage preservation in the future is adjusted with the new paradigm which orients to area management, citizen’s involvement, government decentralization, progress, also demand and legal requirement in society. These new paradigm encourages to organize regulation that does not simply control cultural heritage entity preservation, but also the other various aspect on the whole related to cultural legacy in the past such as construction and structure, site and area, also cultural landscape which were not clearly explained in the previous regulation. Thus, these regulation becomes reference for the enactment of Regional Regulation of Bandung City No. 7 of 2018 on Cultural Heritage Management.

3.3. Regional Regulation of Bandung City No. 7 of 2018 on Cultural Heritage Management

Aged over 200 years old, Bandung has been recorded to have 1,866 cultural heritage at the moment which consists of 1,770 cultural heritage constructions, 26 cultural heritage structures and 70 cultural heritage sites. To actualize the security, perfection, utilization, conservation and management of cultural heritage appropriately for Bandung citizen’s welfare, Regional Government of Bandung City and Regional Parliament of Bandung City initiate Regional Regulation of Bandung City No. 7 of 2018 on Cultural Heritage Management.

Explanation on Regional Regulation of Bandung City No. 7 of 2018 on Cultural Heritage Management mentions that the purpose of regulation are: a.) To maintain the authenticity of Cultural Heritage which contains history, knowledge and cultural values; b.) To protect and keep Cultural Heritage from harm and havoc either caused by human behavior or natural process; c.) To restore the originality which contains history, knowledge and culture values; d.) To actualize

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Cultural Heritage as the cultural wealth to be managed, developed and utilized to the best and fullest for the benefits of growth, public prosperity and positive image of region and tourist destination.

3.4. Sanction of Regional Regulation of Bandung City No. 7 of 2018 on Cultural Heritage Management

Article 6 Paragraph (1) and Article 7 Paragraph (1) Regional Regulation of Bandung City No. 7 of 2018 on Cultural Heritage Management mentions that everyone who owns, lives, possess, and/or utilizes the Cultural Heritage must register, protect, look after and conserve the Cultural Heritage. The maintenance and restoration has to be done based on the laws and regulations of Cultural Heritage. Furthermore, it is mentioned in Article 8 Paragraph (2), that if it is violated, administrative sanctions will be sentenced in the form of: a.) written reprimand; b.) temporary cessation of activity; c.) announcement in mass media and/or; d.) revocation of business license

Other forms of violation as mentioned in Article 25 Paragraph (1), Article 27 Paragraph (1), Article 32 Paragraph (3), Article 48, Article 57 Paragraph (1) will be sentenced with imprisonment and/or fine according to the laws and regulations of Cultural Heritage.

3.5. Sample Case

One of the sample case of demolition which against the rule can be found in 2019 from the news on the renovation polemic of category A cultural heritage Saint Angela at Bandung.\(^23\) The chronology of the case can be described as follows:

Saint Angela Campus Area (St. Angela) Bandung on Merdeka Street No. 24 Bandung, West Java 40117 was classified as cultural heritage construction by Regional Regulation of Bandung City No. 19 of 2009 on Cultural Heritage Area and Construction Management,\(^24\) also declared as category A of cultural heritage construction and has been given placard based on Regional Regulation of Bandung City No. 7 of 2018 on Cultural Heritage Management.\(^25\)

On 20\(^{th}\) September 2019, St. Angela got an unofficial letter (no signature yet by Coordinating Investigator in Physical Supervision of Building on Spatial Layout and Building Supervision of Cibubuiny Area and Head Section of Spatial Layout and Building Supervision, also has not been stamped officialy) from Spatial Planning Department of Bandung City on Minutes of

\(^23\) transmediajabar. (2019). Renovation Polemic of Category A Cultural Heritage Saint Angela at Bandung. Retrieved February 2, 2022, from [https://youtu.be/Vg5cbDhDfSU](https://youtu.be/Vg5cbDhDfSU)
Field Inspection and Supervision. Aside from the letter above, St. Angela kept do the renovation. The main part of building that got renovated was roof from the roof tile to ceiling which had been caused by leak entering the rainy season.26

First renovation was done on the north wing which elongates from the west (Merdeka Street) to east side, the roof construction material which had been made of wood beam formerly was replaced with light steel. The replacement was also done on roof cover material from the small-sized clay rooftile in the form of frog tile to the big-sized industrial ceramic tile. On Friday, 15th November 2019, the second operation (main building which elongates from north to south and facing entirely to Merdeka Street) was done.

On Monday morning, 18th November 2019, Department of Tourism and Culture of Bandung City ordered the activity to stop and asked St. Angela and the contractor to give clarification on Tuesday afternoon, 19th November 2019.27 On Tuesday, 19th November 2019, clarification was done at the Department of Tourism and Culture of Bandung City office, attended by Cultural Heritage Professional Team (CHPT) of Bandung City and the contractor without accompanied by St. Angela. The head worker said that they knew nothing about administrative condition but run the instuction and fulfill the operation project.28

CHPT of Bandung City judged the renovation and construction replacement process along with the roof cover material as careless seeing no study and observation had been done thoroughly before. It was also judged that there was a law violation which is mentioned in Regional Regulation No. 14 of 2018 on Construction Building Section I Article 1 Paragraph (22) as in the case of construction building being renewed, modified, enlarged, diminished and/or treated even though it is not cultural heritage, the owner of construction building needs Building Permit (BP).

Because the renovation had started, CHPT asked the manager and contractor to re-restore the original condition of building in the shortest time. The material has to be in accordance as in advance. Construction in the form of wooden easel, wooden curtain, wooden row, wooden rafters have to be the same and no need to be replaced altogether, but the moldy parts. So does the old rooftile has to be reinstalled except the broken one can be replaced by rooftile with the same type and size. Leak that occurs cannot immediately be a reason to change all the roof. Wood construction has to be returned and cannot be replaced by light steel in consideration of principal difference on

gravity distribution between those types of construction. At the moment, the contractor has promised to obey the appointed regulation.

3.6. Case Analysis

In connection with the involvement of CHPT of Bandung City under Department of Tourism and Culture of Bandung City in the case above, author has done an interview with the interviewee Mr. Indra (one of the Cultural Heritage and Museum Subcoordinator Staff – The Assessment of Culture and Building Sector). The interview was conducted on 8th February 2022, 13:38 West Indonesia Time. Author summarized his statement into an analysis as follows:

St. Angela is a category A of cultural heritage as central city government area based on Regional Regulation of Bandung City No. 7 of 2018 on Cultural Heritage Management, was classified as cultural heritage status in 2009 based on Regional Regulation of Bandung City No. 19 of 2009 on Cultural Heritage Area and Construction Management which was revised later.

In his tenure of mayor, Ridwan Kamil made a revision from 100 cultural heritage construction in Bandung City to 1770 cultural heritage construction. As the building owner and manager, St. Angela foundation is not subject to Property Tax (PT) owing to its operational function as a school (educational institution). Otherwise, for the owner and manager outside those criteria, government gives attention in the form of PT reduction to category A 70%, category B 60% and category C 50% (Article 6 Paragraph (4) Regional Regulation of Bandung City No. 7 of 2018 on Cultural Heritage Management).

Previously, Department of Tourism and Culture of Bandung City has done the invitation and socialization concerning cultural heritage to the owners of cultural heritage construction. St. Angela itself claimed to have no idea about status that the building has, although at the time, cultural heritage status placard had been displayed on the school building. Regarding this matter, St. Angela was given the warning in the form of subpoena to come before CHPT division at the building of Department of Tourism and Culture of Bandung City.

The first meeting which discussed technical was held on 19th November 2019. In the second meeting on Tuesday, 26th November 2019, St. Angela met CHPT to discuss clarification and plan. The third meeting as the last assembly was held as a briefing by CHPT. On 30th October 2020, St. Angela sent a letter for repair (“Application for School Improvement Recommendation”).

According to the clause in Article 8 Paragraph (2) Regional Regulation of Bandung City No. 7 of 2018 on Cultural Heritage Management, the follow up on this case is correct that if violation happens, administrative sanctions will
be sentenced in the form of Written Reprimand (The warning in the form of subpoena was given to St. Angela to come before CHPT division at the building of Department of Tourism and Culture of Bandung City); Temporary Cessation of Activity (Department of Tourism and Culture of Bandung City ordered St. Angela to stop the activity on 18th November 2019) and Announcement In Mass Media (When the case took place, many reporter broadcasted it and news forum was filled a lot with the case of cultural heritage St. Angela renovation).

All the process went really well, St. Angela itself admitted that they were wrong and apologized with the good intention to cooperate, so do the contractor and worker were willing to go through the right step, regulation and procedure that the prosecution will not be necessary.

4. Conclusion

Lots of cultural heritage had been vanished before Regional Regulation of Bandung City No. 7 of 2018 on Cultural Heritage Management appeared. Mrs. Harastoeti Sudibyo as the head of CHPT of Bandung City says that no matter how slight the transformation of cultural heritage construction is, it has to be in the realm of CHPT. Take care and repair the cultural heritage construction must follow the rules of cultural heritage, therefore it has to be returned to its original form of material. A cultural heritage submission has to go through the recommendation from CHPT in the first place. In this phase, applicant will be given a form consists of things to be prepared for. After set up the things, it will be scheduled for a session with CHPT. Absolute decision will be resolved by CHPT.

This case of St. Angela becomes lesson and cognition that the recommendation letter will come out after every applicant get through convene. The recommendation will be sent to applicant, then to Spatial Planning Department of Bandung City Government and Department of Investment and One-Stop Intergrated Service (DIOSIS) of Bandung City later as a notification for the approval of BP. The applicant can be from the citizen or community such as Bandung Heritage, Komunitas Aleut and everyone who reports, or even from CHPT. CHPT itself has a monitoring team.

Thus, the existence and validity of Regional Regulation of Bandung City No. 7 of 2018 on Cultural Heritage Management has upgraded the legal certainty of cultural heritage in Bandung City to be better, however socialization and development toward citizen who owns and manages cultural heritage should be encouraged more periodically whether its responsibility or incentive to avoid having cases of renovation against the rule with the reason of not knowing also to increase the interest and public legal awareness in conserving cultural heritage. The citizen who conserves the cultural heritage
needs to be appreciated and given reasonable credit to advancing public pride in cultural heritage.  

Nevertheless towards all violation done by the owner and manager of cultural heritage, despite the tolerance with preventive effort, it ought to be prosecuted and sanctioned strictly, controllly and enforceably according to the laws and regulations.

**Acknowledgements**

Author would like to express the biggest gratitude and gratefullness to all the wonderful people who gives author guidance, direction and advice also for the motivation and teamwork that happened behind this journal:

1. Jesus Christ who always leads author in His way and never forsakes at any time also gives author health, strength and persistence in working on this journal.
2. Mrs. Rahel Octora, S.H., M.Hum. As Deputy Dean Two of Faculty of Law Maranatha Christian University and Examiner Lecturer Two of Research Proposal Presentation.
3. Mr. Yohanes Hermanto Sirait, S.H., LL.M. As Examiner Lecturer One of Research Proposal Presentation.
4. Mrs. Christin Septina Basani, S.H., LL.M. As Guardian Lecturer and Supervisor who has assisted and contributed to this journal from beginning to the end.
5. Both parents who gives support both morally and materially in doing the research for the journal.

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