

Law Governance on Cultural Value for Regaining Bandar Senapelan Image as Kampung Melayu: a review

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INFORMASI ARTIKEL

Abstract: *The rapid development in a space of urban and economic changing shows a big gap in cultural value preservation. Bandar Senapelan with its cultural value consist of both urban and industrial development for Pekanbaru city has its potential to promote a wide range of diversities in occurrence and growth of the capital. The history, landscape, even commercial, laid on the land called Bandar Senapelan. Due to its strategic location, attached to Siak River, the district has widely known for its initial born for Pekanbaru city history, diversity in multi ethnic community, and the trade centre for Central Sumatera's rapid economic growth. The district's potential and background was to encroaching and humiliating to be ignored. The city regional plan or (RTRW) statute by the government has not mention in detail the necessity of Bandar Senapelan to be a protected cultural site which should be preserve and conserve. There are several article written by law that confusing and need to be re-review. The image of the district as people has known it as Kampung Melayu slowly threatened. This paper will analyse the level of awareness with regard to cultural landscape conservation and protection in Pekanbaru policy from Pekanbaru RTRW statute. The research methodology will be done with qualitative analysis and descriptive method from relevant theory and studies. Both tangible and intangible identification will be reviewed to achieve the worthwhile protection for the region to be conducted.*

Keywords: *RTRW; Bandar Senapelan; Governance; Cultural value*

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INTRODUCTION

The presence of city regional regulation and plan regarding the 2020 City Regulation and Planning of Pekanbaru City invites deep discussions between both academic and practitioner level. For academicians, they mostly bring research and discussion topic to the most events of urban and city planning subjects. While practitioners and professionals get affected by the regulation for their development business impact, whether it in the positive or negative side. Notwithstanding, affected agencies should address to the local who settled within that area. Especially, area with historical value impacted by economic rapid development.

In this case, we would like to highlight the determination of Bandar Senapelan as a cultural heritage area written by the law (*Peraturan Daerah Kota Pekanbaru 2020*). The ±35,94 Hectares area located in Lima Puluhan Pekanbaru district. It has been determined as a cultural heritage area and that image has been strengthened by turning Kampung Bandar Senapelan as a Strategic Area and Sub City Service. The establishment made by city regional planning fairly put enough burden to the district services. Adding on, the city regional planning try to turn this district into a Tourism area. Yet, there is no stipulation from the written law and governance, what type of tourism activities to be hold in this district. Economic development in a strategic area that contain historical value need an adjustment

and reconciliation through a solid regulation in order to distract the conflict of interest (Yetti 2018).

Meanwhile, the 2011 National Tourism Development Masterplan No. 50 article 35 stated that Pekanbaru heritage is included in the list of National Tourism strategic areas (*Rencana Induk Pembangunan Pariwisata Nasional* 2011). In this case, it means that Bandar Senapelan has a national position to be appointed as cultural heritage tourism. This potential has become authentic data for the national level as part of a national tourism destination if the government put their most effort to develop the district in serious manner. In response to the above statement, we concluded that there are problems that will arise with the determination as mentioned above related to the existence of the cultural heritage area. A very visible problem here is the direction of development to the trade and service function in article 51 paragraph 4 (*Peraturan Daerah Kota Pekanbaru* 2020), but the scale of trading and services type were not well explained.

The absence of determining the scale and type of this trading and services activity prone to negative impact on cultural heritage areas' diversity. While a trading and services area can certainly experience a rapid development. The existence of this area adjacent to Siak River as an alternative to inter-island transportation, will trigger uncontrolled development. Threatened community and disappearing heritage villages, except for urbanization, require for more well-suited living conditions. Heritage village settlement layout can't match the ever-growing traffic congestions (Nair & Pradesh 2020). Furthermore, the next problem found is that this area is designated as a historical tourism area and cultural heritage in article 51 paragraph 4 (*Peraturan Daerah Kota Pekanbaru* 2020). The great hope must be supported by the seriousness of the local government in carrying out planning, implementation, management and maintenance in order to carry out these goals.

The importance of reviewing this regional regulation is to determine the steps taken by the Government and their absolute programmes that going forward for physical handling, facilities and infrastructure to preserve Kampung Bandar Senapelan as the heritage area. The development programme should refer to the 2010 Regulation of law number 11, concerning cultural heritage, where there are several stages and processes of determination by conducting several archaeology studies and other built environment studies. The reinforcement of a cultural heritage area reviewed by five (5) aspects such as edges, landmark, district, nodes and edges. The concept of heritage-based historical tourism requires a recommendation from the local government. Some of structure and infrastructure of Bandar Senapelan should be review whole heartedly. Since the area is subjected to sub-district service area, main road as well as other facilities that support the infrastructure need to be consider as public well served area (Suroyo 2021).

The next definite reason and value on why the village must be preserved, conserve and maintain is because the cultural place is significant on enriching people's live for years since history. They have been providing a deep and inspirational sense of connection to local community and landscape, to the past and to the lived in the present experience (Australian ICOMOS Incorporated, 2013). The presence of an old village or old city is essentially a reflection of past civilization that have their own meaning. The community's wisdom in managing and bounding with nature to get their daily necessities is a meaningful lesson for the current generation. The Malay settlement should be seen not only to accommodate real needs for practical and effective settlement, but also as a mark of social status and the possessions accumulated through a lifetime to pass as a respectable Malay (Firzal 2018).

The History of Bandar Senapelan

Bandar Senapelan located in the central of Pekanbaru City, attached directly to the Siak River (Cheris & Repi 2017b). The district was famous as a trade centre and transportation that link Central Sumatera to Malaya Peninsula (Malaysia and Singapore). Due

to its strategic location and potential nature landscape, Siak River has carries deep history of the initial born of Pekanbaru city and cause rapid economic growth for Central Sumatera (Rosetia 2021). It was way before 1780, the small town begin from the Malay Peninsula Sultanate migration after the defeat. The royal start to build a Mosque to remark their area and soon after, the area become a civilian market or locally called as “pekan” which led to the birth of the name of Pekanbaru city.

Looking to recent building especially the Raya Senapelan Mosque, a lot of distortion has occurred. The Mosque itself has been renovate and rebuild several times due to fire, maintenance or certain development. First build on 1762 was a one storey semi open building with straw roof and wooden pillars. Government has their authority on developing the iconic cultural value mosque to bring this mosque as one of Pekanbaru’s tourism attraction. In the practice, the mosque has lost its original cultural value and turned into a mega structure building with arabesque pattern (Rosetia et al. 2016).

Law Governance on Cultural District

The city regulation and planning or known locally as Rencana Tata Ruang Wilayah (RTRW) is a statute where city government present the measured contextual of districts objective. The statute presents to achieve a specific function to designated districts based on their intensity and level of community, industrial, and economic growth. Another stipulation on Bandar Senapelan written on the law, is the district to be put as a strategic area in article 49 paragraph 2 and as a historical tourism destination and cultural heritage in article 52 paragraph 4. Yet in the realization, the determination did not appear as strong as other tourism area like how they mention in article 60 paragraph 7. This cause a confusion because we found a similar article mentioned that the area has been determined as object for cultural heritage along with the management statute in article 59 paragraph 5.

Regarding the condition, it is necessary to conduct an in-depth study of the potential for cultural heritage and what forms of tourism are desired by the city government and stakeholders. City development that towards trading and services area, especially for cultural heritage areas, usually called public private partnerships (PPPs). And involvement of citizens as individuals (citizen engagement) is very important in the definition of what the priorities are for and directions of PPPs in cultural heritage projects, because this kind of project could have an impact on the daily life of people in the urban cities (Culture 2016). Moreover, a pleasant image of an environment resonates comfort and safety emotionally to human which help the sustain relationship between user and the city (Darmawan 2019).

Cultural Value from History attachment

Building assessment has to get through the process of inventory and documentation, in order to reach the stage of preservation (Science 2017). One of the urban design elements to be considered for all city stakeholders is the preservation of historical and cultural heritage with conservation and preservation measured. Developed by very specific kinds of planning and management guidelines (Hashim & Koth 2012).

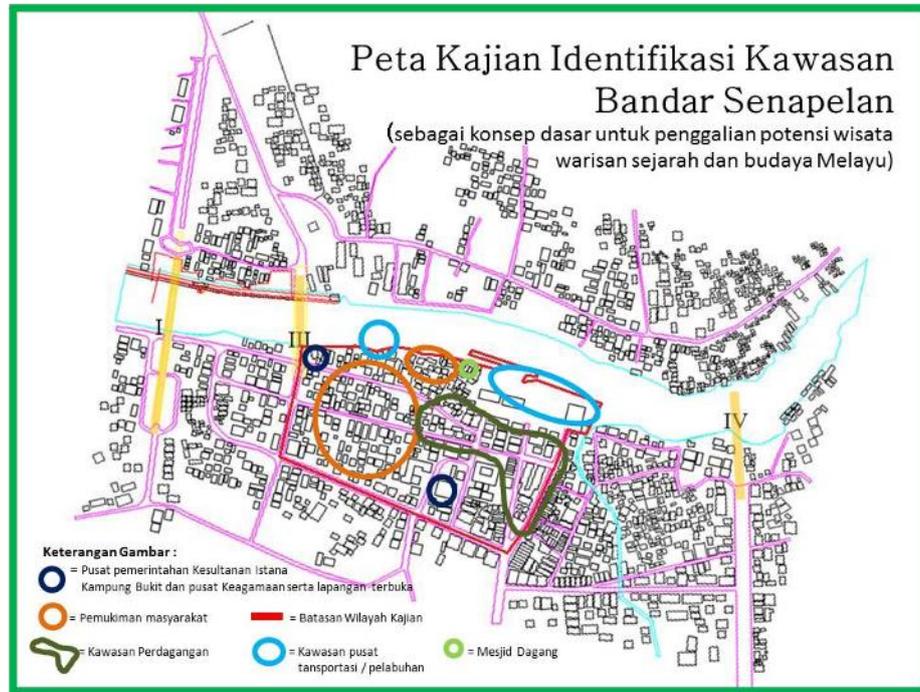


Figure 1: Identification mapping of the historical and cultural in Kampung Bandar Senapelan

Source: (Sundari & Cheris 2018)

According to Sudraja 1984, there are three (3) components related to the image of a city, namely: The identity of several city objects/elements that are characterized and distinct as identities that can distinguish them from other cities; A structure that includes a pattern of relationships between objects/elements with other objects/elements in urban space that can be understood and recognized by observers, structures related to the function of the city where the objects/elements are located; Meaning is an understanding by the observer between the two component (identity and structure of the city), through dimensions (symbolic, functional, emotional, historic, cultural, and political) (Cheris 2017).

Bandar Senapelan can't be identified only with one projection as a city, but also need to be consider as a valuable cultural area that developed with urban city growth. Back at the time before, Bandar Senapelan distinguished as Kampung Melayu and the characteristic fits to the traditional market as a place for economic and social interactions, mosque as a centre of Islamic teaching propagations, traditional malay kampongs that served as community and residential areas, and water bodies such as rivers and seas-mode of transportation and food source (Samsudin et al. 2018).

METHODOLOGY

The methodology used on this research is qualitative descriptive, with inductive exploratory. This paper focuses on highlighting the law article written on the city regulation and planning that subduing district's objective as the original malay heritage culture history. The authors will review the articles that mention Bandar Senapelan as cultural heritage area, how the government addresses the district, the preservation act and maintenance of the community development. Concurrent with primary and secondary document analysis.

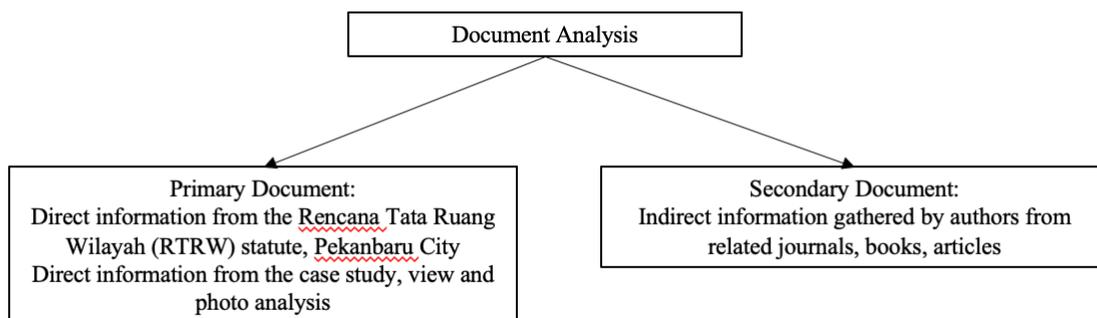


Figure 2: Methodology Framework

Source: Author, 2021

RESULT AND DISCUSSION

The route of preserving and conserving the identified characteristics required thorough approaches that include five different conservation method. They are maintenance, preservation, restoration, reconstruction and adaption, in order to safeguard all of the remaining outstanding elements (Samsudin et al. 2018). In compliment, this method has been clearly understood to be implemented in cultural heritage areas with a strict and continuous program. Preservation and conservation activity can't be visible in one turn. A sustainable process includes local people and authority even stakeholder to be mindfully attached to the development.

In this case, it is necessary to carry out well-directed planning to maintain the sustainability of the cultural heritage area development. A sustainable planning of the area requires a sharper and more accurate analysis according to the physical condition of the site. The initial data needed are identification, documentation, track records, and carrying out focus group discussion with all appropriate stakeholders. According to the initial identification of the site, determination of the typology of the building, grouping shapes, characters, and styles on a group of buildings are founded a) Residential Building – housing 48 %; b) Shop House/kiosk/stall 22,2 %; 3) Mosque 3,7 %; 4) Warehouse 18,5 % (Cheris, R. ;Repi. 2017). The development of the area which tends to follow the flow of the river is the evidence of the history of Riau sultanate which is full of Malay culture. The shape and structure of the environment has the characteristics of a Malay city with the existence of a government center, religious center, open field, transportation center, trade area, settlement (Cheris & Repi 2017a). Focus group discussion with respective stakeholder are needed in order to meet the development goals among government and user. Where less attention paid in that development stage and supposedly mention in the statute.

Bandar Senapelan as mentioned in Rencana Tata Ruang Wilayah (RTRW) Kota Pekanbaru entitled as a cultural value. Special treatment in focusing the district as the important development area has been clearly stated in article 49 paragraph 2. The district has been continuously receiving treatment such as pedestrian design enhancement within the research focus area (refer to Fig. 1), a major re-design of the whole structure of Raya Senapelan Mosque, and a new built open space park in the center. Nevertheless, the initial purpose of re-designing the historical mosque to be a religious center is still in development phase stuck for many years resulting dispirit of cultural value in the structure. The open space park become the most public interest for current several years and inviting more positive activities to the district. These input from observers are very much needed to determine the boundaries of the area and the direction of regional development for the future.

Whereas the district identity as a native Malay village needs to be strengthened with the visual character of the Malay architecture that still exists and around. In traditional Malay society, house is a complete building that can be used as a family residence, a place for

deliberations, a place for hereditary customs, a place of refuge for those who need it (Ibad et al. 2019). The system of kinship, cooperation and close relation makes the house not just a place to live, but the center of all social activities that support all activities. This is also reflected around the building and the number of bedrooms in each identified building. The orientation of buildings that facing each other also shows the local wisdom of the community which has the nature of mutual cooperation. For this reason, it is necessary to maintain the positioning and structure of the original Senapelan area which will become the hallmark of the area. Which lack from the regulation, not to mention this requires a study of the historical value that exists in the area. The reinforcement should made through the implementation of the conservation and revitalization programme for Kampung Bandar Senapelan without leaving the specific characteristics and local culture behind. The conservation program also has several criteria. One of them is the adaptive reuse of the designed which is widely used for building conservation, subjected to presenting building functions in accordance with the rescue plan of the building. Usually, the function of the building lightened the structure and surrounded environment. Thus, the function of the building will be able to withstand the degradation of the building itself. Politically, the stipulation of the trading and service function must be determined by the government before it is overdue. Where this must be clearly mentioned and regulate in the RTRW. The stipulation barely focused on Bandar Senapelan as tourism and cultural district stated in 52 paragraph 4. Detail direction on cultural district preservation shall need to be regulated in order to be a solid guide for future development. And it requires commitment with stakeholders. Besides that, in terms of governance, a special organization is needed to manage this area intensively. Directed and small organizations that has easy access to city council or city mayor will be more effective and efficient than big organizations.

Image of Historic District

The spatial structure of Bandar Senapelan needs to be maintained as a feature of the spatial pattern that will leave an impression or remind people of the past (collective memory). Its character as a historical district with impact of rapid economic growth require special recommendation on how to sustainably strategize the area (Lestari & Wicaksono 2022). RTRW article 59 paragraph 5 emphasize Bandar Senapelan as a cultural area with cultural assets to be manage. The stipulation made for Bandar Senapelan require its own special recommendation due to the settlement morphology, topography, and cultural layers sit inside the area. Statement on article 59 paragraph 5 has not clearly detail the management of each spatial pattern should be regulated to maintain the preservation.

Bandar Senapelan with its distinctive characteristic has both tangible and intangible value. Written regulation as RTRW pointed out all the tangible element needed to be managed and none of them mentioned the intangible element. Referring to HUL recommendation on how to strategize historic urban area for element intangible dimension of heritage (diversity and identity) is one of the important references to be counted in. The consideration level on measuring intangible element in the city development is high. Bandar Senapelan staple as Kampung Melayu in Pekanbaru City. The history attachment that runs in this area strong enough to bestow the area as a special district with special regulation.

CONCLUSION

The statute classified the district as a strategic area with cultural assets to be preserved to the use of objective of the city, but not strong enough to bring out the cultural character out for tourism. During the identification process it is found that the regional regulation plan (RTRW) found to be less concerned on managing Bandar Senapelan in structural detail that focuses as a historical district especially when it comes to preserving intangible element. Development phases, strategic location, objectives of the preservation of building and

environment, including generative funding for tangible and intangible project are those the concern that need to be implied in the statute. The whole concept should engage Bandar Senapelan as a Malay historic district and their trading history to achieve sustainable carrying capacity of the area. Notwithstanding, generative income from local business ownership is one of the way to sustain the area.

The presence of Bandar Senapelan as Kampung Melayu need to be regain. It is recommended for the government clearly classified the boundary of Kampung Melayu and regulate them under a special district management or regulation that abide under the city government and legally documented as a historic district. Government shall produce a legal book to statute and stipulate Bandar Senapelan with special strategy and management details on it. Through the recommendation, the city expect to discover an increment not just in the good image of the district but more important is the engagement of every stakeholder (government, people, private sectors, and engineers) to sustain the area.

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