

A Study of Revitalization Regulations in Baluwerti Area Kasunanan Surakarta

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ABSTRACT

The area of Baluwerti Kasunanan Surakarta is a village area around the Surakarta Palace. This area is rich in historical and cultural values, and it has been designated by the Surakarta Mayor's Decree as an Ancient Historic District. This is one of the reasons that this area is significant to be preserved. However, until now the Baluwerti area is still experiencing problems in managing and structuring its area, so it is necessary to develop a concept for structuring the area in the form of revitalization. Baluwerti area data collection was studied from the aspect of culture and living monument. This study aims to study regulations or policies related to the revitalization of the Baluwerti Area Kasunanan Surakarta. The results of the study will be used as material for drafting the guidelines for revitalizing cultural heritage areas in Baluwerti. This study uses a qualitative-interpretative approach. The data were obtained through literature studies and online interviews with experts and several source-persons both from within and outside the palace who experienced the changes around Baluwerti. The analysis was carried out in parallel to the regulatory documents and the results of the interviews. The results of the two stages of analysis are then combined and reviewed. The results of this study indicate that the Baluwerti area needs specific guidance such as standard rules relating to historical values of the Karaton's environment in order to conserve the Karaton and its entire environment, both physical and non-physical.

Keywords: Baluwerti, regulations, rules, revitalization, historic district

1. INTRODUCTION

Baluwerti is a complex settlement surrounding *kedhaton*; it was formerly a defense space for Palace/ Karaton. Besides, the inhabitant living in Baluwerti are *abdi dalem* and *sentana dalem*, whose life is dedicated to the King, with a system of *magersari*. Moreover, many communities living these days in contract systems or purchasing residences [1].

The Baluwerti area is unique in terms of spatial planning and its constituent elements, both physical and non-physical, which can still be seen today [2, 3]. The values of the cultural traditions of the palace affect the spatial layout of Baluwerti. The non-physical spatial elements are based on the principles of the micro cosmos and macro cosmos [3]

When it was Independence of Indonesia, Palace or Karaton, formerly as the center of administration, changed into center of culture under NKRI (United State of Republic of Indonesia). This affected to income of Karaton mostly and functionable in rent, thus income of Karaton/Palace is enormous. Since the Karaton under NKRI, all lands of Karaton become lands of the state. Karaton or palace has no any income anymore. This

affects to *abdi dalem* and *sentana dalem* living in Baluwerti. There comes a diversification of jobs for dwellers of Baluwerti. Such as; houses for rent, houses for dormitory, houses for rent partly, building store or shop, doing catering and so on. Its results, spatiality of each house undergoes alteration. Communities previously as in a *magersari* to *dalem pangeran* are supposed to pay the rent. Thus spatiality of *dalem pangeran* also start to change [1].

The emotional bonding between the Baluwerti citizens towards the palace is already thinning because the Kasunanan Palace status is no longer a holder of government Baluwerti region. Moreover, emotional bonds amongst the people also fade with the passing generation of people who inhabit the area. So, there is no longer a difference between the social strata living in the complex and people living outside [4].

Each *kampung* in the Baluwerti Area has different cultural products and creative industries, including local culinary and cultural events. However, these potentials have not been optimally developed due to a condition resulting from the internal conflict of the Kraton [5].

Until now, the city of Surakarta does not yet have an integrated cultural heritage management strategy. The

practical problem is the non-integration of inter-agency and agency performance to protect and manage the Surakarta City Cultural Heritage Area. The legal aspect needs to be considered in the management of cultural heritage areas [6].

There have been conservation efforts for the Baluwerti area, but they have encountered many obstacles. The factors that hinder the implementation of conservation activities in the Surakarta Kasunanan Palace Area are physical, political, economic, and social factors [7].

From the above viewpoint, research is necessary about guidelines in the spatial arrangement in Baluwerti either at a micro or mezzo level.

This study focuses on the initial stages of reviewing various regulations or policies related to the revitalization of the Baluwerti Area Kasunanan Surakarta, as reference material in developing guidelines for structuring the Baluwerti Area in the future.

2. MATERIAL AND METHODS

2.1. Material

2.1.1. Historical Theory Viewpoints

In the beginning, Karaton Mataram was located in Kartasura, an area located in the west of Solo city recently. When the King of Paku Buwono II ruled the administration, there were many rebellions as it peaked in Mas Garendi or more well known as Sunan Kuning. This dub was incurred on him since he was Chinese descendent. When Palace or Karaton Kartasura has been surrounded by Mas Garendi, since that Paku Buwono II escaped to the east up to Ponorogo. Therefore, he asked help from the Dutch in 1743.

That rebellion caused palace or Karaton Kartasura to undergo wreckage mostly. When the State or The Kingdom was supposed to be in peace, Paku Buwono II aimed to move his Karaton from Kartasura to Surakarta [8].

The process to have a proper location was not easy; taking an appropriate location for businesses was not easy too. The King and some of his spiritual counselors took short rituals and meditation for forty days forty nights. Once upon spiritual deed, he had brainstorming idea that Karaton was supposed to move to the east. Thus, it began from his susuhunan to do delegation to his retainers (*punggawa*) such as Patih Sindurejo, Hohendorp, Pringgalaya, Hanggawangsa, Mangkuyuda, and Puspanegara in order to find out that land [9].

2.1.2. Location System of Karaton

Behrend [10], in his research, describes palace or Karaton Kasunanan Surakarta in terms of spatiality following the world image as represented in concentrical rounds in Hindu-Java cosmology (See Figure 1 and 2).

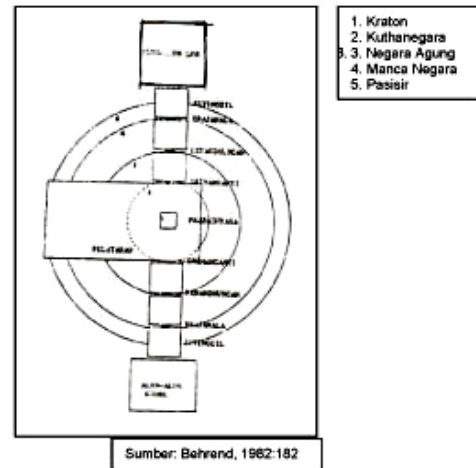


Figure 1 Concept of Cosmology of Karaton Kasunanan (Source: [10] taken from RUTR 2010)

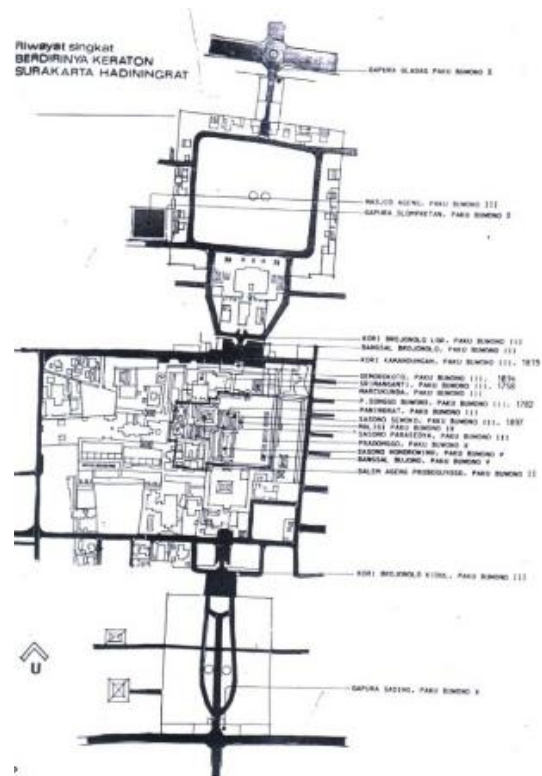


Figure 2 Situation of Karaton Kasunanan (Shape in turtle in Hindu philosophy represents one arranging life of the world). (Source: [10] taken from RUTR 2010)

Physical unity of building of Karaton includes from Gapura Gladag to Gapura Gading including Masjid Agung mosque. The structure of physical complex of Karaton building represents life trip and human life from the worldly dimension to life unification with the Creator. Therefore, the highlight of the complex structure divided into two parts are function and its advantage representing profane life and sacred life. Symbolical role of the great gate is Kori, Regol and Gapura, the magnificent of power radiance retained in Karaton.

The physical buildings of Karaton can be divided into five parts as follows:

- 1) North Square and South Square
- 2) 'Ceremonial axis' consists of space and room for reception and audience, mostly for state needs and formal activities.
- 3) The core area of Karaton (*Dalem Prabasuyasa*)
- 4) Keputren, a place for wives and concubines of the King, female family of the King, and immature children.
- 5) The remaining spaces in Karaton without a specific function

2.1.3. Regulations related to Area Arrangement and Revitalization

There are several regulations related to the policies about Area Arrangement and Revitalization that will be used for analysis, as follows:

- a. *Rencana Tata Ruang Wilayah (RTRW) Kota Surakarta 2011-2031 – Spatial Planning of Surakarta City 2011 – 2031*
- b. *Rencana Tata Bangunan dan Lingkungan (RTBL) Kota Surakarta 2010 - Building Arrangement and Environmental Planning of Surakarta City 2010.*
- c. *Undang-undang nomor 11 tahun 2010 tentang Cagar Budaya - Acts No 11 of 2010 about Cultural heritage.*

2.2. Method

This study uses a qualitative-interpretive method. The main data was obtained through literature studies, combined with interviews with experts and several source-persons both from within and outside the palace who experienced the changes around Baluwerti Area. Interviews were conducted online due to the Covid-19 pandemic. Physical data obtained from the field observation is utilized for additional data. The analysis was carried out in parallel to the regulatory documents, as well as the results of the interviews. The results of the

two stages of analysis are then combined and reviewed, focusing on studying regulations related to the revitalization policy of the Baluwerti area Kasunanan Surakarta.

3. RESULT AND DISCUSSION

3.1. Study on Karaton and Baluwerti

It can be briefly explained that the Settlement of Baluwerti surrounds Karaton and its *Kedhaton*. It is a royal village or royal kampung having a double function. Firstly, as a defense barrier toward attack from the outside. While the second function is to enable control of activities of *abdi dalem* and *sentana dalem* who occupy. Control during the royal period is much significant since every royal family reserves the right to be a king so that each always races to compose a power. To make the control easy thus each sub-kampung is given a name based on its *toponimi* (the name is commensurate with the occupation of the person existing in it). While occupancy system with system of *Magersari* (dwellers do not pay the rent but will be obedient in service to his master. They work and gain wage from his master). Every *Magersari* is led by the King's son or family near to the King. By that way the King will be comfortable and secure during his rule. If something suspicious in symptoms of the princes becoming the heads of *magersari* will be taken to be a son-in-law and will be married with his son or daughter of his concubine. King said that if they become his son-in-law, they will not rebel. Figure 3 below shows the Kampung Baluwerti area surrounding the palace, with the princely houses (*dalem*) on a pink block.

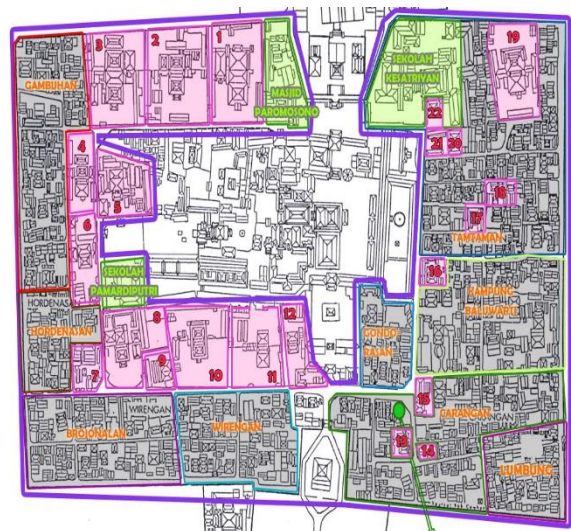


Figure 3 Existing Map of Baluwerti Area that surrounds the Kedhaton (Source: [11])

3.2. Regulations Related to Area Arrangement/ Revitalization of Baluwerti

In relation to area arrangement/revitalization of Baluwerti, there are some related rules/regulations, either directly or indirectly, divided into national and district levels.

- A. The followings are national regulations related to area arrangement:
- a) Acts no.26 of 2007 on Spatial Arrangement (State Sheet of Republic of Indonesia No 68 of 2007, Addition Sheet of State of R.I no. 4725);
 - b) Acts no.10 of 2009 on Tourism (State Sheet of R.I Year 2009 Number 11, Addition Sheet of State of RI No. 4966);
 - c) **Acts No 11 of 2010 about Cultural heritage** (State Sheet of R.I Year 2010 No. 130, Addition Sheet of State of R.I no. 5168);
 - d) Government Regulation No. 26 of 2008 on Spatial Planning of National Area (State Sheet of R.I Year 2008 No 48, Addition of State Sheet of R.I No. 4833);
 - e) Government No.15 of 2010 on Spatial Management (State Sheet Year 2010 No. 21, Addition of State Sheet of R.I No. 5103);
 - f) Government Regulation No 68 of 2010 on Forms and Procedures for Community Roles in Spatial Planning (State Sheet of R.I Year 2010 No 118, Addition of State Sheet of Republic of Indonesia No. 5160).
 - g) Regulation of Minister of Public Works No.20 PRT/M/2011 on RDTR Composition and Zone Regulation of District/City.
 - h) District Regulation of Central Java Province No 6 of 2010 about Spatial Planning (RTRW) of Central Java Province of 2009-2029.
 - i) Government Regulation No.36 of 2005 about Executive Regulation of Acts No. 28 of 2002 on Building. Minister of PUPR (Public Works) No. 1 of 2015 on Building of Sustainable Culture Conservation
 - j) Regulation of the Minister of PUPR No. 1 of 2015 concerning Preserved Cultural Heritage Buildings
- B. The followings are some district-level regulations (which are directly and indirectly) related to the arrangement/revitalization of Baluwerti Area:
- a) District Regulation of Central Java Province No. 6 of 2010 on Spatial Planning (RTRW) of Central Java of 2009-2029 (District Sheet of Central Java in 2010 No 6, Addition of District Sheet of Central Java Province No. 28);
 - b) District Regulation of Surakarta City No. 2 of 2010 on Surakarta City Long-Term Regional

- Program Plan of 2005-2025 (State Sheet of Surakarta Year 2010 No. 2);
- c) District Regulation of Surakarta City No 12 of 2010 on Surakarta City Medium-Term Regional Program Plan of 2010-2015 (District Sheet of Surakarta City No 12 of 2010);
 - d) **District Regulation of Surakarta City No.1 of 2012 on Spatial Planning (RTRW) of Surakarta City of 2011-2031**
 - e) **Building Arrangement and Environmental Planning (RTBL) of Surakarta City 2010**
 - f) District Regulation of Surakarta No. 6 of 2016 on Building
 - g) **Decree letter of Mayor or District Head of Level II Surakarta No. 046/116/1/1997 on Determination of Building and Historical Ancient Region of Level II Surakarta**

From the entire list of above regulations, not all are studied in this research. This research only focusses on regulation assessed on the influence/relation directly, such as Acts no. 11 of 2010 about Cultural heritage, Spatial Planning (RTRW) of Surakarta City Year 2011-2031, and Building Arrangement and Environmental Planning (RTBL) of Surakarta of 2010.

3.3. Analysis on the Acts No. 11 of 2010 on Cultural Heritage

By reviewing all content of Acts No.11 of 2020, we found out that the applicable part of the regulation is that related to Research, Revitalization, and Adaptation [12]:

The part of the Research contains:

- 1) Research is done on each planning of Cultural Heritage development to collect information and deepen and explain the cultural values.
- 2) Research, as mentioned in the article (1), is carried out to Cultural Heritage through:
 - a. basic research for the development of knowledge
 - b. applied research for technology development
 - c. the practical aim, which is applicative.
- 3) Research, as mentioned in the article (1), can be done from analysis about environmental effect or self-independence.
- 4) Process and result of research on Cultural Heritage as mentioned in article (2) is done for the interest of information and promotion of Cultural Heritage.
- 5) Central and District Government, or exertion of research is to inform and publicize the research to society.

The part of Revitalization contains:

- 1) Revitalization of potential Site of Cultural heritage or Area of Cultural heritage pay attention to spatiality, location, social function, and/or landscape of original culture based on the study.
- 2) Revitalization, as mentioned in the article (1), is done by arranging space function, cultural values, and information strengthening on Cultural heritage.
- 3) Every person is not allowed to change the space function of the Cultural Heritage site and/or Area of Cultural heritage at national, provincial, and district level, either all or its part, with exception of permission of minister, governor, mayor based on its level.
- 4) Further pre requisition on permission grant as mentioned in (1) is set in Government Regulation.
- 5) Revitalization of Cultural heritage shall give advantages to increase societal life quality and sustain local history characteristics.

The part of Adaptation contains:

- 1) Building of Cultural heritage or Structure of Cultural heritage can be done via adaptation to fulfill the current needs and remains to sustain as follows:
 - a) Authentic characteristic and/or facial building of Cultural heritage or Structure of Cultural heritage; and or
 - b) Authentic characteristic of the cultural landscape and/or surface of site land or Area of Cultural heritage before the to-do adaptation.
- 2) Adaptation as mentioned in the article (1) by:
 - a) sustaining values incurred on Cultural Heritage;
 - b) add facilities based on the needs;
 - c) change composition of space in limit; and/or
 - d) sustain architectural style, authentic construction, and
 - e) Environmental esthetic harmony in its vicinity.
- 3) Further decision on Cultural heritage is arranged in Government Regulation.

In the context of Baluwerti area, this is due to:

1. Baluwerti border fence, always called as the fort is a fixed element, meaning it cannot be changed at all.

2. Environment street existing in the complex of Baluwerti is a fixed element thus, street pattern can not be changed at all. However, street-covering material in some places is asphalt, hard-like, and seemingly hot if converted with conblock.
3. The fence in front of the residence can be set back again like the period of Paku Buwana the 6th. The fence from plant of herbal with the height of 120 cm. The latter will cause a depiction that Baluwerti village is a region unity.
4. Regulation is made in relation to alteration of facade, room addition, and building function shift.
5. Rules is made about ones are not allowed to complex of Baluwerti such as vehicle with weight of maximum 200 kg. The big truck and big bus can park at Pagelaran or North and South Squares.
6. Re-function is made like four door keepers (Doors of Brajanala North, South, West, and East), previously named Dragunder.
7. Re-regulation is made like in the past namely each at 24.00 to four doors are closed. In case one enters she or he shall ask for permission from the Dragunder.
8. Revitalization of horse-sport camp (Langensari) becomes an Open Space. The current condition is messy since becoming catering places.
9. Revitalization of street lights, electrical posts, and signage enables people to find out the address.
10. On the four entrance gates, need to place a big board containing the street map of Baluwerti.

3.4. Analysis on the Spatial Planning (RTRW) of Surakarta City 2011 – 2031

These days, Surakarta City has stipulated the District Acts or Perda No 1 of 2012 on Spatial Planning (RTRW) of Surakarta City 2011 – 2031 [13]. However, the RTRW of Surakarta City compiled by Regional Development Planning Agency or Bappeda of Surakarta city cannot yet wholly be a reference in the arrangement of each dynamic of spatial development. The latter is because spatial or space development is embodied from activities hub developed by society, private, and government. While the spatial planning in the RTRW of Surakarta city only manages the zone allotment in general. In fact the zone allotment in RTRW is not yet set to be a direct reference to manage each activity development existing in the field. It still serves a small-scale map so that it is assumed to be less applicative. So that in the implementation of the RTRW of Surakarta City,

Bappeda does planning by compiling a Detailed Spatial Planning (RDTR) [14].

RDTR (or Detailed Spatial Planning) of Surakarta City is compiled as city RTRW operational devices and coupled with Zoning Regulation. Zoning Regulation is a further regulation for the use of space which is stipulated in the spatial pattern. Based on the Minister Regulation of Public Works or Permen PU No. 20 PRT/M/2011 on RDTR compilation and Zone Regulation of District/City, the substance supposed to be arranged in RDTR includes:

- a. The aims of the spatial arrangement of planning region section;
- b. Planning of spatial pattern;
- c. Planning of facilities network;
- d. Determination of sub-sections of planning areas that are prioritized for handling;
- e. Stipulation of space utilization; and
- f. Zoning Regulation.

Zoning Regulation document is a document of space utilization control able to compose as a unity inseparable with Detailed Blueprint of City Spatiality as a part of a business to support the establishment of strategic region and functional region with secure, productive and sustainable ways, supported with its synergy on Spatial Planning of the above level. Based on the aim of Spatial Arrangement of Surakarta City and refers to Guidance of RTRW composition, the policy formulation of Spatiality for Surakarta city includes the policy of spatial structure and spatial pattern Surakarta. The Surakarta City spatial structure plan consists of one PPK-*Pusat Pelayanan Kota* (City Service Center). It oversees the City Service Sub-Center that consists of 6 (six) City Service Centers. It consists of Region I-VI. According to the region function guidance, region functioned for the tourism is Region I, Region II, Region V, and Region VI. That reason is to embody Surakarta City as a cultural city especially based on tourism.

In implementing RTRW Surakarta City 2011-2031, impediments exist, one of which happens in Bappeda. According to Wiratama [14] impediments figured out by Bappeda of Surakarta City are as follows:

1. It still lacks human resources (SDM) in spatiality. In implementing RTRW, it has been done by the Department of Spatial Arrangement and City Facilities, particularly made by the Sub-Department of Spatiality and Environment. There is a limited number of apparatus having knowledge and capacity in RTRW and RDTR composition, particularly in handling mapping.
2. Limited budget of APBD from Bappeda results in the compilation of 26 indications of the development program in cultural heritage department. However, in the viewpoint of Head of

Department Section or *Kasubid* of Spatiality and environment on APBD said that the limitation of APBD caused an effort to embody all programs already planned is not running optimally. Some program planned is to take fund allocation from APBD of Province. One of which always happens is about protection region development strategy that plans cultural heritage region as centers for tourism events, history, culture, and sciences. The revitalization of cultural heritage has a problem on the ownership such as ownership of cultural heritage in Surakarta City has been possessed by the individual. However, the worry is that the upcoming function transfer of cultural heritage is not worth it with one planned. Therefore it takes funds or cost to transfer cultural heritage from the ownership of the individual to ownership of the city administration.

3.5. Study on the Building Arrangement and Environmental Planning (RTBL) of Surakarta City 2010

The RTBL document explains in detail about designs for street, water disposal, and material per each sub-village or sub-kampung [15]. However, some contents of RTBL 2010 cannot be applied in Baluwerti that is included into the environment of Karaton. Therefore, the RTBL 2010 has not been utilized to revitalize Baluwerti. Up to now, the execution of revitalization has not been implemented. The city administration carries out some improvement by segment per segment, not in an integrated way.

4. CONCLUSION

Analysis has been done on Acts No. 11 of 2010 on Cultural heritage, Spatial Planning (RTRW) of Surakarta City of 2011-2031 and Building Arrangement and Environmental Planning (RTBL) of Surakarta City of 2010, as well as several regulations in the area revitalization. It indicates that the Baluwerti area needs special guidance such as standard rules relating to historical values of the Karaton's environment. This is significant since Karaton sustainability is the Karaton and the entire environment, both physical and non-physical.

According to the analysis, the principles in making regulations on Baluwerti are Revitalization and Adaptation. It is urgent to do to avoid the loss of Baluwerti's character as Karaton village. There are many buildings already changing form and function. Therefore, it is necessary to keep the sustainability of some significant buildings that can represent its era.

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