

Policy Agenda for the Utilization of Space in the Penanggungungan Cultural Heritage Area in Mojokerto Regency in the context of Protection of Cultural Heritage

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Abstract

This study aims to analyze the policy agenda of the utilization of the retaining cultural heritage area in Mojokerto Regency in order to protect cultural heritage. This research is based on several problems, is a Cultural Heritage that hasn't been determined based on regulations, most of the Cultural Heritage located in the open air so that's quickly damaged and weathered, location not strategic, and limited norms for preservation cultural heritage. So, the author conducted an analysis using a policy agenda model, by assessing a number of conflicts of interest from several stakeholders. The type of research used is descriptive and historical research with a qualitative approach. The results showed that the policy agenda of the utilization of cultural heritage area in Mojokerto Regency still had a number of conflicts of interest between the cultural observer, between the Regional Apparatus Organizations in the local government and the local community. The author gives recommendations to the government is to take into consideration and unite some of these interests, given the cultural interest in preserving cultural heritage in accordance with the Mandate of the Law and is an important aspect that must be implemented by the state in preserving historical heritage.

Keywords: Policy Agenda, The Utilization of Space, Cultural Heritage.

INTRODUCTION

Public policy is understood as a choice of policies made by officials or government bodies in certain fields, such as education, agriculture and so on [1]. Agenda setting is a very strategic phase and process in the reality of public policy. It is in this process that there is room to interpret what is referred to as public problems and priorities in the public agenda are at stake. If a problem succeeds in gaining status as a public issue, and gets priority on the public agenda, then the issue has the right to get the allocation of public resources more than any other issue. The agenda setting activity is very important to determine a public issue that will be raised in a government agenda.

In Indonesia, spatial planning is stipulated through [2] concerning Spatial Planning which is then followed by the stipulation of various Government Regulations (PP) for its operationalization. In the Law specifically Article

3 has been contained the purpose of spatial planning which is to realize a safe, comfortable, productive and sustainable national territory space based on archipelago insight and national security. Where all of that is realized through: a) Realization of harmony between the natural environment and the artificial environment; b) Realization of integration in the use of natural resources and artificial resources by taking into account human resources; and c) Realization of protection of space functions and prevention of negative impacts on the environment due to the use of space. The implementation of space utilization in the region is synchronized with the implementation of the spatial utilization of the surrounding administrative area. The utilization of space as intended is carried out by taking into account the minimum service standards in the provision of facilities and infrastructure. One of the space utilization activities that needs to be considered is about cultural heritage areas.

Cultural Heritage Area is a geographical space unit that has two or more Cultural Heritage Sites which are located close together and/or show typical spatial characteristics [3]. The direction of policy stipulated in [3] concerning Cultural Heritage, is the preservation and protection of

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cultural heritage as an effort to prevent and overcome damage, destruction or destruction. To understand the meaning of preservation of cultural heritage, there are general principles that form the basis. First, every conservation effort is carried out based on a feasibility study that can be accounted for academically, technically and administratively; Second, conservation activities must be carried out or coordinated by Conservation Experts with due regard to conservation ethics; Third, preservation procedures must consider the possibility of returning the initial conditions such as before preservation activities; and Fourth preservation must be supported by documentation activities prior to activities that can cause a change of authenticity.

Provisions based on the Decree of [4] concerning Determination of the Geographical Space Unit of the Penanggungan Region as a Provincial Rating Cultural Heritage Area explain that the holding area reaches 450 Ha covering a portion of the area in Mojokerto Regency and others in Pasuruan Regency. The Penanggungan area is located in the management area of the Perhutani Forest Management Unit (KPH) Pasuruan. In this study, the author focused on the Penanggungan Cultural Heritage Area in Mojokerto Regency.

The retaining cultural reserve area in Mojokerto Regency which has been determined based on the Decree of [4] concerning the Determination of Geographical Space Units as the Provincial Rank Cultural Heritage Areas are: 1) Pasetran Temple (S7° 34'32,5"T112°36'54,5") Watonmasjedong Village, Ngoro District, Mojokerto Regency; 2) Punden Selumpang (S7°38'33,1"T112°37'17,4") Duyung Village, Trawas District, Mojokerto Regency; and 3) Reco Tiger Site (S7°35'42,5"T112°35'33,5") Seloliman Village, Trawas District, Mojokerto Regency.

Based on a study conducted by [5] there were 113 cultural heritage sites in Zone A with an altitude of 750 meters above sea level, 21 cultural heritage sites in Zone B, and as many as 48 cultural heritage sites in Zone C. Number of Cultural Reserves that have been determined to be a concern of the central government and regional governments, in this case the East Java Provincial Government and the Mojokerto Regency Government. If there are still many Cultural Reserves that have not been established, it is feared that the Cultural Heritage will be threatened by damage due to conflicts of interest such as the development pressure, land

expansion, land use for settlements, industrial development and others.

There is also a location where Cultural Heritage is not strategic, which is located in residential areas, industrial estates, and also public cemeteries, so that it requires the formulation of policies on spatial use and zoning mapping to protect and preserve the cultural heritage. In addition, the Use of Space Issues and Preservation of Cultural Heritage should be worthy of being a national issue because cultural heritage is a priceless national asset. The general problem as an obstacle to the development of cultural heritage areas is the intersection of interests between parties in land use and spatial planning.

The management system for Cultural Heritage in the region is recognized as not yet optimal, each agency is sometimes still a sectoral ego. All aspects of management starting from planning, implementing and organizing, as well as monitoring are still running on their own. This is due to two factors, namely overlapping regulations regarding land use and spatial policy; and the absence of land use regulations and spatial policies that specifically regulate cultural heritage areas [6].

It is necessary to adapt to the current conditions (existing) in the cultural preservation area, especially in Mojokerto Regency. As a reference for identifying land use and spatial policies around the penanggungan area in Mojokerto Regency. Based on the background above, the authors are interested in taking the "Policy Agenda for Utilizing the Space of the Penanggungan Cultural Heritage Area in Mojokerto Regency in the context of Protection of Cultural Heritage".

MATERIAL AND METHOD

The type of research used in this study is descriptive and historical research with a qualitative approach. The selection of this type of research is intended to obtain data, both primary and secondary data so that it can be collected and can produce complete information about the Policy Agenda for the Use of Space in the Penanggungan Cultural Heritage Area in Mojokerto Regency in order to protect Cultural Heritage. In this study, researchers also used a type of historical research. This type of historical research has a basic concept of time, researchers are more careful about the sequence of events and their time in detail and clearly.

Data Collection

Data is something that is obtained through a method of data collection that is processed and analyzed with certain techniques which then produce a result that can describe or identify something. To obtain the data needed in this study, the research techniques used are divided into 3 (three) types, namely:

1. Observation

Observation is an activity looking for data that can be used to provide a conclusion and diagnosis [7]. From this study the researcher conducted several observations or observations to obtain primary data. So that the authors can find out in detail about the Policy Agenda for the Use of Space for the Penanggungan Cultural Heritage Area in Mojokerto Regency in order to protect the Cultural Heritage.

2. Interview

Interview is "a conversation with a specific purpose" [7]. In this study the data collection techniques through interviews used were according to Guba and Lincoln in [8] namely structured interviews and unstructured interviews. A structured interview is an interview in which the interviewer establishes the problem and the questions asked. Whereas unstructured interviews are interviews that are different from structured interviews because usually the arrangement is adjusted to conditions when conducting interviews. This interview is used for reasons because the interviewer sets out the problem and the questions to be asked and the interviewer also conducts unstructured interviews to adjust the conditions during the interview. Researchers can find out in detail about the Policy Agenda for the Use of Space in the Penanggungan Cultural Heritage Area in Mojokerto Regency in order to protect Cultural Heritage.

3. Documentation

Documentation is one way that qualitative researchers can do to get a picture from the point of view of the subject through a written media and other documents written or made directly by the subject in question [7]. From this study, the types of documentation used include: documents or archives related to the Policy Agenda for the Use of Space for the Penanggungan Cultural Heritage Area in Mojokerto Regency in order to protect Cultural Heritage.

Data Analyze

In this study, researchers used the Analytical Hierarchy Process (AHP) data analysis model. This

Analytical Hierarchy Process (AHP) model is compiled beginning with the compilation of hierarchies, also called decomposition including 3 sequential processes, namely identification of levels and elements, concept definitions, and question formulations. Furthermore, evaluation of hierarchy, the formation of hierarchies must include matters that are relevant to the problem to be answered, meticulous, but not excessive. In the process of drafting the hierarchy, there is identification of the overall goal of making a hierarchy (goal), determining the required criteria, usually in the form of conditions or conditions that can support the achievement of general goals, identifying alternatives evaluated under the criteria. The Analytical Hierarchy Process (AHP) model is very in accordance with this research because the criteria used are the same as the aspects to be studied.

The Analytical Hierarchy Process (AHP) model is able to cover the weaknesses of the previous models, which include elements of experience and intuition (qualitative), incorporate intuition factors in overcoming trade offs among many objectives, so that the "feasible area choice" is obtained, because the problem hierarchy can formed flexibly (sensitive to desires for change), can produce the desired output, and not possible output, include many goals and criteria, can break many goals with many criteria, only requires primary data in the form of perception or intuition of an expert informant, but in this study, researchers also use secondary data, and the Analytical Hierarchy Process (AHP) is a combination of projection and planning models.

RESULT AND DISCUSSION

Policy Agenda for the Utilization of the Space for the Buffer Cultural Heritage Area in Mojokerto Regency in the context of Protecting Cultural Heritage, using the Political Model, namely:

a. Cultural Interests

Cultural Heritage Area is a geographical space unit that has two or more Cultural Heritage Sites that are located close together and / or show typical spatial characteristics (Law Number 11 of 2010 concerning Cultural Heritage). The policy decided by the government in the preservation and utilization of space for cultural heritage areas, especially in Mojokerto Regency can be beneficial or detrimental to the community and cultural

interests. Every culture or tradition always has the meaning and essence behind it. Because every culture and tradition always starts from an event that is quite impactful until finally this culture or tradition is created and passed down from generation to generation. Preserving cultural heritage has several things that can be started with small things such as avoiding all prohibitions that exist around cultural heritage, not destroying cultural objects, and maintaining the existence of the surrounding environment by acting not to dispose of garbage in any place. Cultural preservation can also be done by finding out the meaning of the values contained in cultural objects and disseminating the knowledge that has been obtained. Culturalists in Mojokerto Regency, East Java Province, even from the UK are very concerned about the movement to preserve and utilize the cultural heritage area, especially the cultural heritage penanggungan in Mojokerto Regency. Culturalists in Mojokerto Regency, East Java Province, are very concerned with the movement of preserving and utilizing the cultural heritage area, especially the cultural preservation reserves in Mojokerto Regency, especially Pasetran Temple, Punden Selumpang and Reco Macan Sites. The cultural desire is to preserve all historical heritage in the form of cultural heritage without exception and to make use of the cultural heritage area.

As mandated by Law Number 11 of 2010 concerning Cultural Heritage, that care is part of the protection of cultural heritage. Therefore, routine and ongoing maintenance can inhibit the tendency and process of object damage. The direction of care is to maintain the existence of cultural heritage objects so that they can be enjoyed by generations. In formal juridical terms, it can be understood that cultural preservation is carried out by preservation efforts to preserve the nation's cultural heritage and human heritage. The goal in principle is a normative part of an ideational ideal for advancing culture in Mojokerto Regency and in East Java Province, as well as in Indonesia globally.

Various efforts have been made not only to make use of regional space without meaning, but must also be directed at maintaining the existence and values of

cultural heritage to manage the future. Policy Formulation The utilization of the East Java Province Cultural Heritage Area in the retaining cultural reserve area in Mojokerto Regency is not something that can be categorized as wasteful and even futile steps, but can be interpreted as cultural investment and maintaining the existence of cultural heritage. Thus, an area will be able to maintain character, cultural insight, develop caring, and participatory attitude. The preservation process that is configured does not only stop at a single physical dimension, object reconstruction, environment, but also knowledge information as part of the object's substance.

That way, the background of the formulation of the problem of preservation and utilization of cultural heritage in the Penanggungan area in Mojokerto Regency are some of the new historical relics discovered by a cultural observer. This is due to the apathy of the government and the public who are less aware that the Penanggungan Area in Mojokerto Regency is an area rich in historical heritage. Some of the cultural reserves of the Penanggungan area in Mojokerto Regency are many underestimated and lack interest in maintaining the cultural preserve. A cultural observer conducts an expedition and research then writes recommendations to the government to carry out maintenance and utilization of the cultural heritage as a form of concern for the importance of preserving historical heritage.

b. Government Interests

The setting agenda can make competition among actors. Some actors will raise various issues that will be used as the government's agenda. This is done to attract the government's attention to the existing competition. Issues from actors and groups to become a policy agenda.

The policy agenda in the government perspective raises many dualism decisions. In terms of regional spatial planning, the Penanggungan Cultural Heritage Area looks very small, both at the RTRW in Mojokerto Regency and at the RTRW in East Java Province. The utilization of the Penanggungan cultural reserve area has not been a special concern for the East Java Provincial Government due to the still

dualism of decisions and views between the Disbudpar Prov. East Java, Center for Preservation of East Java Cultural Heritage and Prov. Bappeda. East Java. This is due to the dilemma of the East Java Provincial Government in carrying out the policy agenda between utilizing cultural reserves or developing industrial estates. Disbudpar Prov. East Java has a discourse to recommend Cultural Heritage in the Penanggungan Region, especially in Mojokerto Regency to be proposed as a National Ranking Cultural Reserve.

In this study, the East Java Provincial Government still cannot unite several interests among Regional Organizations (OPD) in advancing their regions in accordance with their respective tasks, principal and functions. Disbudpar Prov. East Java and the Center for Preservation of Cultural Heritage in Prov. East Java carries out a policy agenda to make use of space for Penanggungan Cultural Reserves in Mojokerto Regency, while Prov. Bappeda. East Java wants to reconsider the use of space. Besides that, Disbudpar Prov. East Java wants to propose the entire Penanggungan Cultural Reserve in Mojokerto Regency to be used as a National Cultural Heritage Reserve, so that issues related to Cultural Heritage can be a concern for the National Government.

c. Local Community Interests

Policies can be formulated and adopted, therefore the problem must compete to get space in the policy agenda. Key actors who determine agenda management include interest groups, the media, and government officials (Jenkins, 1978, in Fischer et al., 2014: 62). Agenda setting is a stage in which problems are taken into consideration by the government to be made into a policy (Ripley, 1985: 112). The activity of formulating a policy agenda is based on the level of urgency, essence of policy, and involvement of stakeholders. Each policy must pay attention to the level of urgency, essence, and involvement of stakeholders, especially on community involvement.

Preservation of cultural heritage is a cross-cutting, cross-sectoral and cross-regional issue. Meanwhile, the reality is very alarming. The problem is that preservation of cultural heritage is still a sectoral arrogance, science, even with the presence

of regional autonomy growing into regional arrogance, and the most worrying is precisely the area of cultural heritage and its preservation is not cared for. Cultural heritage objects are the noblest inheritance for national heritage, because they contain meaning from ancestral culture for memories of all time, especially in the Pasetran Temple, Punden Selumpang and Reco Macan Sites in Mojokerto Regency. The most important thing in cultural heritage as a historical / archaeological heritage is an object which is inseparable from its community that respects these inheritances.

The number of sites owned is an advantage for the people of Mojokerto Regency to increase their expertise in exploring historical and archaeological sciences. In this study, it was found that there were several communities around the Penanggungan Cultural Heritage Site in Mojokerto Regency which in fact was still apathetic towards whether or not the use of space was used to protect and preserve the cultural heritage. In reality, the public will be contra when the use of space implemented can harm the community such as land expansion, so that it will displace residents' settlements and public cemeteries.

CONCLUSION

This research can be concluded that the policy agenda of the utilization of cultural heritage area of East Java Province in the space of the cultural preservation area in Mojokerto Regency still has a number of conflicts of interest between the cultural observer, between the Regional Organization (OPD) in the local government and the local community. Culturalists carry out expeditions and studies on the importance of preserving and utilizing space in cultural heritage areas that are useful for studies of culture, archaeological even for education. Some Regional Organizations (OPD) in East Java Province have different interests in making use of space. The Office of Culture and Tourism and the Preservation of Cultural Heritage Center of East Java Province have a discourse for expeditions to spatial planning for cultural heritage areas, while the Regional Development Planning Board of East Java Province is still uncertain in consideration of the development of industrial and mining areas around cultural reserves. Local communities

around the Penanggungan Cultural Heritage Site in Mojokerto Regency, especially Pasetran Temple, Punden Selumpang and Reco Macan Sites tend to be apathetic towards the use of cultural heritage space, due to its location adjacent to residents' settlements and funerals.

The author gives recommendations to the government to take into consideration and unite some of these interests, given the cultural interest in preserving cultural heritage in accordance with the Mandate of the Law and is an important aspect that must be carried out by the state in preserving historical heritage, by moving the Reco Macan Site to the Majapahit Museum, then zoning tourism to Pasetran Temple by marketing Pasetran Temple with Jedong Temple, with a limited zone adjacent to nature, so as not to disturb the industrial and mining areas in Ngoro District, Mojokerto Regency. Then for Punden Selumpang used as a religious tourism and to make use of the Duyung Trawas Hill tourist area and the surrounding natural areas as supporters. In addition, at Punden Selumpang cultural performances can be held at certain momentum to attract visitors. The utilization is carried out by involving the local community as caretakers, organizers, as well as the local community can sell and become parking attendants in the cultural heritage area, so that it can increase community productivity and not disturb the local community settlements in Ngoro and Trawas Districts, Mojokerto Regency.

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