

## The Policy Formulation Model for the Use of the Penanggungan Cultural Heritage Area in Mojokerto Regency as a Form of Protection and Preservation of Cultural Heritage

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### Abstract

This study aims to analyze the policy formulation model of space utilization in the cultural preservation area in Mojokerto Regency as a form of protection and preservation of cultural heritage. The author analyzes the policy formulation using a comprehensive rational model, which includes knowing the choices that people want, finding policy choices that can be implemented, assessing the consequences of each policy, assessing the comparison of the profit and loss calculations that will be obtained if the policy is implemented. The type of research used is a type of descriptive and historical research with a qualitative approach. The results showed that in the determination and decision making, the government made several considerations with a long period of time, starting from formulating the problem, advocating to the local community, choosing alternative policies using forecasting policies by taking into consideration several consequences of the policy of space utilization in the cultural heritage area if the policy is implemented. Some aspects that are taken into consideration are losses and benefits if the policy is implemented, the budget of the funds, the impact of the policy and efficiency of the policy.

**Keywords:** The Policy Formulation, The Space Utilization, The Cultural Preservation Area.

### INTRODUCTION

Public policy is a complex pattern of dependence on interdependent collective choices, including decisions to act made by government agencies or offices [1]. Referring to [2] that policy formulation is part of the initial stages of policy decision making. That is, policy formulation is an important first step because it provides information to policy analysts and decision makers about: What plans will be made to overcome a phenomenon or public problem? What are the objectives and priorities to be addressed from the policy formulation? And so forth. From [3] also explained that the policy formulation refers to the process of formulating choices or policy alternatives carried out in the government.

Spatial use is an effort to realize spatial structures and spatial patterns in accordance with spatial plans through the preparation and implementation of programs and financing.

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General provisions regarding spatial use are affirmed in [4] concerning Spatial Planning which states that spatial use is carried out through the implementation of spatial utilization programs and their financing; The use of space as intended can be implemented with space utilization, both vertical space utilization and utilization of space within the earth. The space utilization program and its funding as intended include the description of the main program indications contained in the Regional Spatial Plan (RTRW).

Regional spatial planning or RTRW is the result of spatial planning in a region that is a geographical unit along with all related elements whose boundaries and systems are determined based on administrative aspects [5]. Spatial plans are made because basically space has limitations, therefore regulations are needed to regulate and plan space so that it can be utilized effectively. In addition to the Regional Spatial Planning Document (RTRW), another method implemented in the implementation of spatial use is Formulating the Zoning Provisions Policy.

Zoning regulations are provisions that regulate spatial use and control elements that are arranged for each designation zone in accordance with a detailed spatial plan. Zoning Regulations (Zoning Regulations) are provisions

governing zone classification, further arrangements regarding land use, and procedures for implementing development. A zone has uniform rules (land use, intensity, building mass), but one zone with other zones can be of different sizes and rules.

From [6] concerning Cultural Heritage explains that cultural heritage is a wealth of national culture as a form of thinking and behavior of human life that is important for understanding and developing history, science, and culture in people's lives. Therefore, cultural heritage needs to be preserved and managed appropriately through protection, development and utilization efforts in the framework of advancing national culture for the greatest prosperity of the people. The direction of policy stipulated in [6] concerning Cultural Heritage, is the preservation and protection of cultural heritage as an effort to prevent and overcome damage, destruction or destruction.

Laws and Regional Regulations concerning the Utilization of Space and Regional Spatial Planning, have not specifically regulated the use of space in the East Java Province's Penanggungan Cultural Heritage Area, especially in Mojokerto Regency [7]. This was caused by the formulation or formulation of Laws and Regional Regulations that had been going on for a long time, so that they had been implemented, while the expedition to discover several new Underwriting Cultural Heritage took place in 2013 until 2018 which continued [8].

In addition to these problems, there are still other important issues that must be considered, namely the limited Norms, Standards, Procedures, and Criteria for preservation of Cultural Heritage. Until now, the Directorate of Preservation of Cultural Heritage and the New Museum has several technical guidelines for preservation of Cultural Heritage, including technical guidelines for restoration, technical guidelines for conservation of stone, brick, wood, as well as technical guidelines for landscaping. There are still many other technical guidelines that must be prepared, including technical guidelines for assessment, ranking, deletion, rescue, security, zoning, measurement, depiction, photography, research, and adaptation [9].

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. In addition, it is necessary to synchronize development policies and regional spatial planning in the cultural preservation area.

Synchronization to provide the principle of legal certainty in making policies for the protection and preservation of underwriting cultural heritage areas that are directed towards the development of cultural tourism areas in East Java Province. Regional spatial planning policies in the preservation cultural heritage area, especially in Mojokerto Regency are part of the participation of local communities by considering the socio-cultural aspects of the community. Based on the background above, the authors are interested in taking "Model Policy Formulation for the Use of the Space of the Penanggungan Cultural Heritage Area in Mojokerto Regency as a Form of Protection and Preservation of Cultural Heritage".

## **MATERIAL AND METHOD**

The type of research used is a type of descriptive and historical research with a qualitative approach. In this study, researchers used descriptive research with a qualitative approach with the aim of obtaining data and gathering as complete information as possible to describe the Policy Formulation Model of the Utilization of Penanggungan Cultural Heritage Area in Mojokerto Regency as a Form of Protection and Preservation of Cultural Heritage. In addition, researchers also use historical research types. Because this type of history 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 collection techniques are the most strategic step in research, because the main purpose of the research is to obtain data [10]. To obtain the data needed in this study, the data collection techniques used in this study are divided into 3 (three) types, namely:

#### **1. Observation**

Observation is the observation and systematic recording of the elements in the object of research. This technique is carried out by field observations directly related to problems related to research variables and recording the results of observations [10]. From this study, researchers conducted several observations or observations to obtain primary data so that the authors can find out in detail about the Policy Formulation Model of the Utilization of the

Penanggungan Cultural Heritage Area in Mojokerto Regency as a Form of Protection and Preservation of Cultural Heritage.

## 2. Interview

The interview is a meeting of two people to exchange information and ideas through question and answer, so that meaning can be constructed in a particular topic [10]. Researchers use interview techniques to find problems that must be studied and know things from respondents who are more in-depth. In this study the data collection techniques through interviews used were according to Guba and Lincoln in [11] 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 activity was conducted to obtain in-depth information about the Policy Formulation Model for the Use of the Penanggungan Cultural Heritage Area in Mojokerto Regency as a Form of Protection and Preservation of Cultural Heritage.

## 3. Documentation

Document study is a complement to the use of observation and interview methods in qualitative research [10]. The activity of collecting and studying data through this document is needed if the document in question is considered to be related to the object of research. From this study, researchers used documents or archives related to the Policy Formulation Model of the Use of the Penanggungan Cultural Heritage Area in Mojokerto Regency as a Form of Protection and Preservation of Cultural Heritage.

## Data Analyze

This study uses the Analytical Hierarchy Process (AHP) data analysis model. The preparation of the Analytical Hierarchy Process (AHP) model begins with the compilation of hierarchies, also called decomposition, which includes 3 sequential processes, namely identification of levels and elements, concept definitions, and question formulations. Then evaluation of hierarchy, the formation of hierarchy must include things that are relevant to the problem that you want to answer, be careful, but not excessive. The process of drafting a hierarchy is the 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.

Based on the Analytical Hierarchy Process (AHP) model, the author analyzes forecasting policy from several problem identifications in planning the policy formulation of utilization of the cultural heritage space, especially in Mojokerto Regency. The author analyzes the forward and backward process of the policy of utilizing the cultural preservation space, especially in Mojokerto Regency. Analytical Hierarchy Process (AHP) in accordance with this study is because in the formulation of spatial utilization policies, forecasting policies are also carried out.

## RESULT AND DISCUSSION

Policy Formulation Model of Space Utilization of the Penanggungan Cultural Reserve Area in Mojokerto Regency as a Form of Protection and Preservation of Cultural Heritage, seen from the Comprehensive Rational Model according to [2], namely:

- a. Knowing the Choices and Trends that Citizens want

When policies are implemented, it is necessary to monitor the results of the policy and the need for policy performance evaluation. Therefore, there will be an interconnected policy cycle. Policy forecasting is very important in the policy making process. Policy makers and analysts must know how to forecast a policy, the objectives and benefits of a policy forecast. If policy forecasting can be done well, a prospective vision will be obtained, so that it can expand the capacity to understand, control and guide the community as policy actors.

The Penanggungan Cultural Heritage Area in Mojokerto Regency, especially Pasetran Temple, Punden Selumpang and Reco Macan Site are surrounded by land and no area is directly adjacent to the core and buffer zones. Therefore, if a core zone and buffer zone is to be made, it must be in the land. For this reason, the core and buffer zone models need to be specifically designed so that they can function optimally to improve community welfare and reduce pressure on the Penanggungan Cultural Heritage Area in Mojokerto Regency,

especially in Pasetran Temple, Punden Selumpang and Reco Macan Sites.

Based on the results of interviews and observations, the policy setting was only carried out on one site, namely Pasetran Temple in the form of zoning space for cultural heritage areas and continued maintenance of cultural heritage. While Punden Selumpang and Reco Macan Site will carry out an expedition and follow-up policy agenda in early 2019. Although there are some that have not been implemented, the East Java Provincial Office of Culture and Tourism and the East Java Provincial Cultural Preservation Hall will continue to carry out publications and cultural campaigns as the first step in determining the policy of utilizing the cultural heritage area of East Java Province in the space of the cultural preservation area in Mojokerto Regency.

The government including the East Java Provincial Cultural Heritage Preservation Office sought to understand and analyze community needs in general with regard to the formulation of spatial policies in the retaining cultural reserve area in Mojokerto Regency, especially on the sites of Pasetran Temple, Punden Selumpang and Reco Macan Sites. The government has a dilemma because it has not found the best way to be able to unite several interests, especially the interests of the community, but still carry out the mandate of the Law to preserve and protect cultural heritage. The community hopes the government can make the best decision to carry out empowerment for the community around the penanggungan cultural heritage sites in Mojokerto Regency, especially around the Pasetran Temple, Punden Selumpang, and the Reco Macan Site does not harm the community, such as displacing residents' settlements and so on.

b. Finding Policy Options that can be implemented

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, especially the Pasetran Temple Site, Punden Selumpang, and the Reco Macan Site are areas that are rich in

historical heritage. Some of the cultural reserves of the Penanggungan area in Mojokerto Regency are underestimated and lack interest in maintaining the cultural heritage. 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.

Based on the results of interviews and observations, maintenance was carried out in Pasetran Temple with one of the temple guards or nurses. Whereas Punden Selumpang and Reco Macan Site have not carried out zoning and maintenance mapping of cultural heritage. Problems that were successfully entered into the policy formulation of the utilization of the cultural heritage area of East Java in the Penanggungan Cultural Heritage Area in Mojokerto Regency, especially in the Pasetran Temple, Punden Selumpang and the Reco Macan Site were Land Utilization between the Spatial Use of Cultural Heritage Areas and Industrial Estates, Apathy of Government and Society, and Natural Factors and Locations.

c. Assessing the Consequences of Each Policy

The basis of Policy Forecasting is a set of assumptions or data used to determine the possibility of policy analysis using Policy Forecasting for the consequences of new policies and existing policies, the contents of the new policy, or the behavior of the policy maker. Theoretical assumptions are causal, and their role is to explain or predict. The use of theoretical assumptions is based on deductive logic, namely the process of thinking from statements, laws or general propositions to a number of statements, laws or general propositions to a number of statements and specific information.

At least there are consequences of the development policy of the underwritten cultural heritage area in Mojokerto Regency as a cultural tourism area, among others: first, the establishment of a protected cultural heritage area in Mojokerto Regency will change the function and utilization of land in the arrangement of spatial layout of protected areas. Second, the conversion of the mining area has an effect on the livelihood pattern of a number of villagers in

- the vicinity of the penanggungan area in Mojokerto Regency. Third, the development of a cultural heritage reserve area in Mojokerto Regency into a cultural area requires the readiness of supporting infrastructure. Fourth, social change in the community to support the cultural tourism area in the Penanggungan Cultural Heritage area in Mojokerto Regency.
- d. Assessing Comparison of Profit and Loss Calculations and Losses to be obtained if the Policy is implemented
- The term policy is considered to apply to something "bigger" than certain decisions, but "smaller" than social movements. So policy is an action carried out with the intention to achieve certain goals. The basic principle of rational rational model policy formulation is how decisions taken by the government must have taken into account the rationality or costs and benefits for the citizens [2].
- The failure of the implementation of the Underwriting Heritage Area policy is generally due to the absence of studies or regulations regarding the procurement of the Penanggungan Cultural Heritage Area in Mojokerto Regency which has been approved by the government both at the regional and provincial levels. To support the success of policy implementation, it must involve all stakeholders. Based on the results of interviews and observations, it can be concluded that based on the mandate of the Act, the use of spatial planning in the retaining cultural heritage area in Mojokerto Regency will benefit more than the loss. In addition to the government being considered to be obedient to the law over the laws governing the protection and preservation of cultural heritage, the priceless national cultural heritage will also last to the future grandchildren.
- The Broad Outlines of State Policy (GBHN) as outlined in the Decree of the People's Consultative Assembly (MPR) Number II / MPR / 1988, state that: "National development is a cultural development". In line with this statement, historical / archaeological heritage which is a source of culture has enormous benefits in the socio-cultural field. Preservation efforts that have been carried out before and now basically have the same purpose, namely preservation in the interest of extracting cultural values and processes that have occurred in the past and its development to date and the preservation of cultural heritage objects because of their value in a historical event happened in the past. But along with the ongoing development efforts in Mojokerto Regency, East Java Province, it presents its own challenges to conservation efforts. Development often has a negative impact on the preservation of cultural heritage objects. This kind of problem arises everywhere especially in the area of development towards urban areas. Development activities regardless of the existence of cultural heritage objects are still ongoing. This can be seen from the decreasing quality and quantity of cultural heritage objects.
- e. Choosing the Most Efficient and Economical Policy Alternative
- Based on the results of interviews and observations, the East Java Provincial Government includes the East Java Provincial Office of Culture and Tourism and the East Java Provincial Cultural Heritage Preservation Office to consider the policy formulation decision to use the cultural heritage reserve area in Mojokerto Regency to be an efficient and economical policy and decision. The East Java Provincial Office of Culture and Tourism coordinates and cooperates with the East Java Provincial Cultural Heritage Conservation Center in calculating the efficiency of the policies to be taken. In addition, economic policies are also an important factor in the formulation of the policy of holding cultural heritage in Mojokerto Regency given the limited budget, so that the government is required to be wise in making decisions that will be adjusted to the budget of available funds.
- Provisions regarding Zoning of Cultural Heritage Areas are regulated in Law Number 11 of 2010 concerning Cultural Heritage, here is an explanation of the provisions of zoning of the cultural heritage area:
- 1) Article 72 paragraph (2) of Law Number 11 of 2010 concerning Cultural Heritage explains that the authority in determining and determining zoning of cultural heritage areas is carried out by the government by considering the scope of cultural heritage areas. The Penanggungan Cultural Reserve area which is located between two districts

namely Mojokerto Regency and Pasuruan Regency, especially Mojokerto Regency in accordance with these provisions is the authority of East Java Province. The authority to determine and determine the zoning of the cultural preservation area under the East Java Provincial Government was strengthened by the issuance of the East Java Governor Decree No. 188/18 / KPTS / 013/2015 Concerning Determination of the Geographical Space Unit for the Provincial Region.

- 2) Article 72 paragraph (3) of Law Number 11 of 2010 concerning Cultural Heritage explains about the use of zones in cultural heritage areas for 4 (four) objectives, namely 1). Recreation; 2). Educative; 3). Appreciative; and 4). Religion.
- 3) Article 73 paragraph (1) and (2) of Law Number 11 of 2010 concerning Cultural Heritage explains the zoning system which is divided into vertical zoning and horizontal zoning. For the vertical zone in question is a flat natural environment and water above the cultural preserve. This study was carried out for the determination and determination of vertically flat cultural zoning in the underwritten cultural heritage area in Mojokerto Regency.
- 4) Article 73 paragraph (3) and (4) regulates the zoning of cultural heritage areas consisting of Core Zones, Buffer Zones, Development Zones and Supporting Zones. As for the determination of area, layout, and function of zones determined based on the study by prioritizing opportunities for improving people's welfare.
- 5) Further regulation of the provisions of cultural heritage zoning in Law Number 10 of 2011 concerning Cultural Heritage is regulated in the provisions of Government Regulation on Preservation of Cultural Heritage (This provision is still in the form of Draft Draft Government Regulation or RPP concerning Conservation of Cultural Heritage dated 31 August 2013).

The direction of the development and management of cultural heritage areas has been described in [12], including: 1). Increased preservation of sites, temples and

other artifacts as historical heritage; 2). Development of search for historic sites, especially in the Jolotndo area, Trowulan in Mojokerto Regency and in other regions; 3). The establishment of ancient museums as a means of research and education for the community; and 4). Regional development as a historical tourist attraction. The direction of this policy is supported by the strategy of establishing Tourism Corridors as a center for regional development and management. The establishment of the Tourism Corridor strategy will connect one region to another in the development of the spatial area of East Java.

## **CONCLUSION**

This research can be concluded that the formulation model of the policy of the management of the protected heritage area in Mojokerto Regency shows that in the determination and decision making, the government carries out several considerations with a long period of time, starting from formulating the problem, advocating to the local community, choosing alternative policies use forecasting policy by taking several considerations into the consequences of policies on the use of cultural heritage area if the policy is implemented. Some aspects that are taken into consideration are losses and benefits if the policy is implemented, the budget of the funds, the impact of the policy and efficiency of the policy.

The author provides recommendations on research that has not been previously available on the protection policies of Cultural Heritage specifically, in addition to the National Cultural Heritage Act that has been issued. The author's recommendation on the implementation of the policy agenda is that the government takes into consideration and unites the interests of stakeholders and pays attention to the mandate of the Act to protect cultural heritage. In conducting policy formulation, the authors gave policy recommendations that could be determined by the government, namely moving the Reco Tiger Site to the Majapahit Museum, then conducting tourist zoning to Pasetran Temple by marketing Pasetran Temple with Jedong Temple, with limited zones adjacent to nature, so as not to disturb industrial and mining areas in Ngoro District, Mojokerto Regency. Then for Punden Selumpang used as 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 to be able to sell and become parking attendants in the cultural heritage area, so as to increase community productivity and not disturb the local community settlements in Ngoro and Trawas Districts, Mojokerto Regency. In addition, the government can make arrangements for Academic Scripts concerning regional regulations or regulations on the use of cultural heritage space and pay attention to the Regional Spatial Planning.

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