

## Implementation of Pandeglang Regency Government Policy on the Crisis of Preservation of Slate Cultural Heritage Sites in Lebak Village, Munjul District

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ARTICLE INFORMATION	ABSTRACT
<p>Article History: Received August 01, 2024 Revised August 28, 2024 Accepted September 20, 2024 Published October 31, 2024</p> <p>Keywords: Policy Implementation, Preservation, Cultural Heritage, Batu Tulis</p> <p>*Corresponding Author: <a href="mailto:arifmulyawan@unmabanten.ac.id">arifmulyawan@unmabanten.ac.id</a></p> <p>DOI: <a href="https://doi.org/10.60036/1ph8ke83">https://doi.org/10.60036/1ph8ke83</a></p>	<p>This study aims to analyze the implementation of the Pandeglang Regency Government's policy in addressing the preservation crisis of the Batu Tulis Cultural Heritage Site located in Lebak Village, Munjul District. The Batu Tulis Inscription, a relic of the 6th-century Tarumanegara Kingdom, holds significant historical value for Banten's cultural identity. Although officially designated as a National Cultural Heritage Site under the Decree of the Minister of Education and Culture No. 204/M/2016, its preservation faces numerous challenges, including limited funding, weak inter-agency coordination, low local government commitment, and minimal community participation. This research employs a qualitative descriptive method through interviews, observations, and documentation. The findings reveal that the implementation of preservation policies remains ineffective due to weak communication among institutions, insufficient human and financial resources, and the absence of local regulations specifically governing cultural heritage management. Community participation remains individual and unstructured. Strengthening institutional coordination, establishing local regulations, and enhancing public awareness are essential to ensure the sustainable preservation of the Batu Tulis Site as part of local cultural development.</p>

### INTRODUCTION

Indonesia is known as an archipelagic country rich in natural resources and cultural heritage. This wealth reflects the nation's identity formed from a long history of civilization and diverse social interactions. One form of cultural heritage that has high historical and educational value is cultural heritage sites, which function not only as historical markers, but also as a means of learning, strengthening identity, and potential economic development through the tourism sector. Law of the Republic of Indonesia Number 11 of 2010 emphasizes that the preservation of cultural heritage is a shared responsibility between the central government, local governments, and the community.

One of the important historical sites in Banten Province is the Batu Tulis Inscription Site (Cidanghiang) which is located in Lebak Village, Munjul District, Pandeglang Regency. This inscription is a relic of the Tarumanegara Kingdom which is estimated to date from the 6th century AD. The inscription, written in Pallawa script and Sanskrit, marks the glory of King Purnawarman and is the earliest evidence of the history of civilization in the western region of Java Island. The historical and archaeological value of this site is very high because it is one of the oldest evidences of the existence of a large kingdom in the archipelago. However, in recent decades, the site has faced various serious challenges in its preservation efforts.

The Batu Tulis Site preservation crisis is caused by structural and cultural factors, such as weak attention from the local government, lack of maintenance budget, infrastructure damage due to natural factors, and low participation of local communities. Although this site has been designated

as a National Cultural Heritage through the Decree of the Minister of Education and Culture Number 204/M/2016 and the Decree of the Regent of Pandeglang Number 432/Kep.62-Huk/2016, the implementation of conservation policies at the regional level has not been running optimally. The Pandeglang Regency Government does not yet have a special Regional Regulation (Perda) that regulates the management and preservation of cultural heritage, so the implementation of policies is sectoral and less coordinated.

The problem of implementing this policy shows that there is a gap between formal policies and field realization. As stated by Van Metter and Van Horn, the success of policy implementation is influenced by several important factors, including interorganizational communication, resources, implementing characteristics, and socio-political conditions. In the context of the preservation of the Batu Tulis Site, coordination between the central government, local governments, and local communities has not been well established. A lack of human and financial resources exacerbates this condition, so conservation efforts rely more on the role of local individuals and volunteers, rather than on sustainable policy systems.

Low public awareness of the importance of cultural sites is also a big obstacle. Lack of public education and policy socialization has led to preservation not being a priority at the local level. In fact, community involvement is an important element in creating sustainable preservation. Community participation as the main actor can strengthen the sense of belonging to cultural heritage and support the success of government programs.

Based on these problems, this study aims to analyze the implementation of the Pandeglang Regency Government's policies in the preservation of the Batu Tulis Cultural Heritage Site, identify the obstacles faced in its implementation, and describe the role of the government and the community in maintaining the preservation of the site. This study uses a descriptive qualitative approach to gain an in-depth understanding of the dynamics of conservation policies at the local level.

The results of the analysis are expected to contribute to the development of cultural heritage preservation policies in Pandeglang Regency, as well as input for local governments in strengthening coordination between agencies, expanding community participation, and drafting regulations that favor the preservation of cultural heritage. Thus, the preservation of the Batu Tulis Site not only serves as a protector of past historical values, but also as a foundation for the development of cultural identity and community welfare in the future.

## **LITERATURE REVIEW**

### **Public Policy Implementation**

The implementation of public policy is an important stage in the policy process that determines the extent to which policy objectives can be effectively achieved. According to Van Metter and Van Horn (Agustino, 2016), policy implementation is an action taken by individuals, officials, or government or private groups that are directed to achieve the goals that have been set in policy decisions. The success of implementation is highly dependent on a number of factors such as clarity of objectives, communication between organizations, resources, characteristics of implementers, socio-political conditions, and the disposition of implementers.

Edward III (in Widodo, 2010) added four important variables that affect policy implementation, namely communication, resources, executive disposition, and bureaucratic structure. Communication plays a role in ensuring consistent understanding between implementers, while resources include human, financial, and necessary support facilities. Disposition describes the commitment of the implementer to the policy, while the bureaucratic structure determines how the policy is carried out systematically and efficiently. If one of these elements does not go well, then the policy has the potential to fail at the implementation level.

In the context of the preservation of cultural heritage sites, the success of policy implementation is determined not only by the strength of regulation but also by the ability of local governments to mobilize resources and build cross-sectoral partnerships. This is in line with the view of Grindle (1980), who stated that the success of policy implementation depends on two main aspects, namely the content of policy and the context of implementation. This means that even though the preservation policy has been stated in Law No. 11 of 2010 concerning Cultural Heritage, without adequate local contextual support—such as budget, institutions, and community participation—the implementation of the policy will not run optimally.

### **Cultural Heritage Preservation Policy**

The preservation of cultural heritage is a collective responsibility between the government, the community, and the private sector to maintain the sustainability of the nation's cultural heritage. Based on Law No. 11 of 2010 concerning Cultural Heritage, preservation includes the protection, development, and utilization of objects, buildings, structures, sites, and areas that have important value for history, science, education, religion, and culture. Preservation is not only intended to maintain physical authenticity, but also to foster cultural values, national identity, and community welfare.

According to Widjaja (in Jumnofri, 2018), preservation is an activity that is carried out continuously, directed, and integrated in order to realize certain goals that reflect an eternal and selective nature. The preservation of cultural sites is not only about protecting historical objects, but also about utilizing the values contained in them to strengthen people's historical awareness. Thus, preservation must be adaptive and oriented towards socio-cultural sustainability.

In practice, conservation policies often face various obstacles, especially at the level of regional implementation. Based on research by Herman Dema et al. (2018) on conservation policies in Enrekang Regency, policy implementation is often hampered by inconsistencies between national policies and local conditions, a lack of human and financial resources, and weak coordination between institutions. The same thing was also found in the research of Neelam Fahira et al. (2023) on the role of the community in the preservation of the Batu Tulis site in Muruy Village, where the success of preservation depends on the synergy between the local community and the management.

### **Factors Affecting the Implementation of Conservation Policies**

Referring to the Van Metter and Van Horn model, there are six main factors that affect the effectiveness of public policy implementation, namely:

1. **Size and Policy Objectives.** Policy objectives must be realistic and in accordance with social conditions and the ability of implementers in the field. In the context of the Batu Tulis site, the goal of preservation should not only be oriented towards physical protection, but also economic empowerment and community education.
2. **Resources.** The successful implementation of policies is highly dependent on the availability of human resources, funds, and physical facilities. Budget limitations and a lack of experts are often the main obstacles in the region.
3. **Characteristics of Implementing Agents.** The performance of the implementer is influenced by the organizational capacity and professionalism of the individuals involved. Implementing agents who understand local cultural values will be more effective in implementing conservation policies.
4. **Disposition or Attitude of the Implementer.** Positive attitudes, commitment, and integrity of policy implementers are important factors in ensuring successful implementation.
5. **Communication between organizations.** Coordination between institutions—both central, provincial, and regional—must be well established to avoid duplication and implementation gaps.

6. Social, Economic, and Political Conditions. Political support and public awareness are external factors that greatly determine the sustainability of conservation policies.

In the case of the Batu Tulis Site, these factors show weaknesses in almost all aspects: inter-agency coordination is not optimal, the budget is very limited, and there are no local regulations that strengthen the legal basis for preservation.

### **The Role of Government and Society in Conservation**

According to Article 95 of Law No. 11 of 2010, the central and regional governments have the main responsibility for the protection, development, and utilization of cultural heritage. However, the success of conservation is also highly determined by community participation. Akbar and Wijaya (2008) explained that effective preservation must involve the community as a subject, not just a policy object. Community participation can include activities to maintain, promote, and supervise cultural sites in their area.

Research by Kiswinarso and Hanif (2015) in Ponorogo Regency shows that the preservation of historical sites begins to run effectively when the community is actively involved through educational activities and a culture-based economy. In the context of Lebak Village, local communities actually have great potential to become conservation actors because of their emotional and historical proximity to the Batu Tulis site. However, without guidance and regulatory support from local governments, it is difficult for such participation to develop sustainably.

Thus, this literature review emphasizes that the implementation of cultural heritage preservation policies must be supported by synergy between the government, the community, and other stakeholders. Transparent governance, cross-sector coordination, and community empowerment based on local wisdom are needed so that the preservation of cultural heritage, such as the Batu Tulis Site, can run effectively and sustainably.

## **RESEARCH METHODS**

### **Approaches and Types of Research**

This study uses a descriptive qualitative approach, which aims to understand the phenomenon in depth through a systematic depiction of the social reality in the field. According to Bogdan and Taylor (in Moleong, 2013), qualitative research produces descriptive data in the form of written or spoken words from people and observed behaviors. This approach is used because the research does not focus on statistical measurement, but on the exploration of the meaning, perception, and process of implementing policies for the preservation of Batu Tulis cultural heritage sites in Lebak Village, Munjul District, Pandeglang Regency.

This method was chosen because it is in accordance with the purpose of the research, which is to comprehensively understand how local government policies are implemented, what the obstacles are, and how local communities participate in the conservation process. With this approach, researchers can dig deep into information through direct interaction with informants, resulting in a complete understanding of the social context and policies being researched.

### **Research Location and Time**

The research was carried out in Lebak Village, Munjul District, Pandeglang Regency, Banten Province, which is the location of the Slate Stone Inscription Site (Cidanghiang) — one of the important relics of the 6th-century Tarumanegara Kingdom. This location was chosen because it has high historical value while facing a conservation crisis due to weak local government attention and community participation. The research will be conducted over several months in 2025, including observation, interviews, and documentation in the field.

### **Data Types and Sources**

The data used in this study consisted of primary data and secondary data.

1. Primary data was obtained directly from the results of in-depth interviews, observations, and documentation in the field. Primary data is used to obtain a factual picture of the implementation of local government policies and the views of stakeholders on the preservation of the Batu Tulis site.
2. Secondary data is obtained through literature studies, official government documents (such as Law No. 11 of 2010 and Pandeglang Regent Decree No. 432/Kep.62-Huk/2016), reports from the Tourism Office, scientific articles, and relevant previous research results. Secondary data are used to strengthen the analysis and provide a theoretical basis for field findings.

### **Informant Selection Techniques**

The selection of informants is carried out by purposive sampling technique, which is the deliberate selection of research subjects based on certain criteria that are considered the most knowledgeable and relevant to the research focus (Suryanto, 2005). In this study, informants were selected from various elements directly involved in the management and preservation of the Batu Tulis site, including:

1. Pandeglang Regency Culture and Tourism Office, as the policy implementer at the regional level.
2. Members of the Pandeglang Regency DPRD in charge of the cultural sector, to obtain legislative perspectives related to policy formulation and supervision.
3. The Head of Lebak Village, as the leader of the village government who plays a role in the implementation of policies at the local level.
4. Site Maintainers (Kuncen), who play a direct role in the physical maintenance of the site and the preservation of cultural values.
5. Community leaders and local cultural actors, as representatives of the community who have an emotional and social attachment to the site.
6. Volunteers and community groups, who are active in self-preservation activities.
7. Academics from Mathla'ul Anwar University Banten, to provide an academic view on conservation policies and the dynamics of their implementation.

This technique allows researchers to obtain rich and in-depth information from a variety of complementary perspectives.

### **Data Collection Techniques**

The data collection technique in this study consists of three main methods:

1. Direct Observation was carried out at the location of the Batu Tulis site to observe the physical condition of the site, infrastructure, conservation activities, and interaction between the government and the community.
2. In-depth Interview, conducted in a semi-structured manner with open-ended questions so that informants can freely convey their views and experiences.
3. Documentation, in the form of photos, field notes, official documents, and archives of activities related to site preservation.

The combination of these three techniques is used to obtain comprehensive and mutually reinforcing data.

### **Data Analysis Techniques**

Data analysis was carried out interactively and continuously according to the model of Miles and Huberman (1994) which includes three main stages:

1. Data Reduction – the process of selecting, concentrating, simplifying, and transforming raw data into meaningful information.

2. Data Display – compiling data in the form of narratives, tables, or interview excerpts to facilitate interpretation.
3. Conclusion Drawing and Verification – *interpreting* the meaning of data, finding relationship patterns, and drawing conclusions based on empirical findings confirmed through data validation.

To maintain the validity and validity of the data, the source and method triangulation technique is used, which is to compare the results of interviews from various informants with the results of observation and documentation. This step aims to ensure the consistency and objectivity of the research results.

### **Focus of Analysis**

The focus of this research analysis is directed at the implementation of local government policies towards the preservation of the Batu Tulis Cultural Heritage Site by referring to the policy implementation theory of Edward III and Van Metter & Van Horn. Through this approach, the researcher examines the factors that affect the effectiveness of policy implementation, such as communication, resources, implementing attitudes, bureaucratic structure, and socio-political conditions.

This approach allows for a comprehensive analysis of how policies are implemented at the local level, the extent to which institutional support is available, and what the role of the community is in preserving the site. Thus, the results of the research are expected to provide concrete recommendations for the Pandeglang Regency Government in strengthening the sustainable governance of cultural heritage preservation.

## **RESULTS AND DISCUSSION**

### **An Overview of the Batu Tulis Cultural Heritage Site**

The Batu Tulis Cultural Heritage Site (Cidanghiang Inscription) is located in Lebak Village, Munjul District, Pandeglang Regency, Banten Province. This site is a relic of the 6th century AD Tarumanegara Kingdom, which is known as the oldest inscription in Banten and is the earliest evidence of the kingdom's history in West Java. This inscription contains the Pallawa script in Sanskrit which mentions the name of King Purnawarman as a gallant and wise ruler. Based on field data, the site location is on the banks of the Cidanghiang River with an area of about four hectares, but road access to the site is still limited and often damaged by floods and erosion. This condition worsens efforts to preserve the site, which has been administratively designated as a National Cultural Heritage through the Decree of the Minister of Education and Culture No. 204/M/2016 and the Decree of the Regent of Pandeglang No. 432/Kep.62-Huk/2016.

Despite having a strong legal status, the implementation of conservation policies at the regional level has not shown optimal results. The study found that site preservation relies more on the initiative of local individuals and volunteers, rather than on structured policies from local governments.

### **Implementation of Pandeglang Regency Government Policies**

The implementation of the policy of preserving the Batu Tulis site in Pandeglang Regency is normatively based on Law No. 11 of 2010 concerning Cultural Heritage. However, the results of the study show that its implementation in the field still faces various obstacles, especially due to the absence of special regional regulations (Perda) that regulate the preservation of cultural heritage. As a result, national policies lack strong impetus at the local level.

According to interviews with representatives of the Pandeglang Regency Culture and Tourism Office, the preservation of the site still depends on the role of the Cultural Preservation Center (BPK) Region VIII as an extension of the central government. The district government does not have an adequate budget allocation for cultural maintenance, promotion, or education activities.

This is in line with the statement of the Pandeglang Regency DPRD member, who emphasized that there is no budget priority for the cultural sector because it is considered not an urgent need.

Field findings show that communication between agencies is still weak, especially between the Cultural Office, the village government, and the BPK. Many coordination activities are formal without concrete follow-up in the field. This has an impact on weak bureaucratic structures and a lack of oversight of the physical condition of the site.

### **Realization of Policies and Field Conditions**

Based on observations and interviews, the implementation of conservation policies in the field is carried out almost entirely by official maintainers (jupel) assigned by BPK Region VIII and assisted by their families. They carry out basic maintenance activities such as cleaning the site area and maintaining the safety of the surrounding environment. Local community leader, Memed Alijaya, explained that without support from the center, the site would most likely be abandoned because there was no support from the district or provincial governments.

This condition shows that there is a vertical inequality in policy implementation, where the responsibility for preservation is still dominated by the central government while local governments do not carry out coordination and coaching functions. The infrastructure leading to the site has also not been taken into account: road access is damaged, small bridges collapsed, and information boards are minimal, all of which hinder educational activities and cultural tourism.

In addition, the surrounding community has not fully understood the importance of the historical value of the site. The lack of socialization and education activities from the village government causes a low level of community awareness, so their active role in conservation is still limited.

### **Implementation Inhibiting Factors**

From the results of the analysis based on the Edward III and Van Metter & Van Horn models, four main factors were found that hindered the successful implementation of the Batu Tulis site preservation policy:

1. Weak Inter-Agency Communication – Coordination between the central government, districts, and villages is not effective, causing policies to not be implemented properly at the local level.
2. Limited Resources – The absence of a special budget from the APBD and the lack of preservation experts are serious obstacles in the maintenance and development of the site.
3. Low Commitment of Implementers – Local governments show a passive attitude towards conservation efforts, as evidenced by the absence of routine activities, monitoring, and supportive regional regulations.
4. Social and Infrastructure Conditions – The low welfare and education of the communities around the site leads to low preservation participation, exacerbated by the physical condition of the location that is difficult to access and often affected by disasters.

The combination of these factors shows that preservation policies have not been a priority for regional development, although historically this site has had important value for the cultural identity of Pandeglang Regency and Banten Province.

### **Community Participation and Local Initiatives**

Although the implementation of local government policies is still weak, local community initiatives and cultural volunteers remain the main force in maintaining the existence of the Batu Tulis site. Volunteers such as Ferdiansyah, S.Pd., carried out self-help activities in the form of cleaning the site area and simple socialization to local residents. Although without financial or institutional support, they are motivated by cultural awareness and a moral responsibility to preserve ancestral heritage.

This community involvement shows great potential for a community-based preservation model. With the right assistance from the local government, the role of the community can be optimized through training programs, incentives, and strengthening local institutions. This is also in line with Merilee S. Grindle's theory, which emphasizes the importance of social context and local political support in determining the success of policy implementation.

### Discussion

Based on the results of the research, it can be concluded that the implementation of the Batu Tulis Site preservation policy in Pandeglang Regency is still in the early stages and is partial. National policies are available, but have not been followed by derivative policies at the regional level. As a result, site preservation runs without a clear strategic direction and relies on individual actors.

This condition illustrates the weakness of governance in the cultural sector in Pandeglang. The preservation of cultural heritage should not only be oriented towards physical protection, but also on the social and economic empowerment of the community. Local governments need to strengthen regulations through the establishment of Regional Regulations on Cultural Heritage, increase budget allocation, and expand cross-sector collaboration with academics, cultural communities, and private institutions.

Only with inclusive, transparent, and sustainable governance, the preservation of the Batu Tulis Site can be transformed into part of cultural development that strengthens local identity while supporting the welfare of the Pandeglang community.

## CONCLUSIONS AND SUGGESTIONS

### Conclusion

This study shows that the implementation of the Pandeglang Regency Government's policy in the preservation of the Batu Tulis Cultural Heritage Site in Lebak Village, Munjul District is still not optimal and faces various structural, technical, and social obstacles. Although this site has been recognized as a National Cultural Heritage based on Law No. 11 of 2010 and the Decree of the Minister of Education and Culture No. 204/M/2016, the implementation of preservation policies at the regional level has not shown a strong commitment.

The results of the study identified four main factors that hinder policy implementation, namely: (1) weak communication and coordination between institutions from the central to the village level; (2) limited human and financial resources for conservation activities; (3) low commitment of local governments to the cultural sector; and (4) lack of community participation due to lack of socialization and awareness of the important value of the site. As a result, preservation activities rely more on the role of individuals such as preservers, local volunteers, and community leaders descended from the preservation of the site.

From the perspective of Edward III and Van Metter & Van Horn's policy implementation theory, this condition shows that all important components—communication, resources, executive disposition, and bureaucratic structure—have not functioned effectively. Site preservation is still sporadic and has not yet become an integral part of regional development policies. However, the potential for community participation and local wisdom that has grown independently can be the basis for building *a sustainable* community-based heritage management model.

### Suggestions

1. The Pandeglang Regency Government needs to prepare a special Regional Regulation (Perda) on the preservation of cultural heritage as a derivative of national policies, so that implementation at the local level has a clear legal basis and strategic direction.

2. Special budget allocations are needed in the APBD to support preservation activities, including physical site maintenance, cultural tourism promotion, and the development of supporting infrastructure such as road access, information boards, and public facilities.
3. The local government together with the Culture and Tourism Office need to strengthen coordination with the Region VIII Cultural Preservation Center and the village government in forming an integrated site preservation program based on cross-sectoral partnerships.
4. Local community participation must be strengthened through training, socialization of historical values, and the formation of an organized conservation community. With this empowerment, the community not only becomes the custodian of the site, but also derives economic and social benefits from the existence of cultural sites.
5. It is necessary to conduct further research related to the development of a cultural heritage preservation policy model based on collaboration between the government, the community, and educational institutions, so that the preservation of sites such as Batu Tulis can be an example of best practice for other regions in Indonesia.

With the implementation of participatory and coordinated policies, the preservation of the Batu Tulis Site is expected not only to preserve the historical heritage of the past, but also to strengthen cultural identity and encourage sustainable development in Pandeglang Regency.

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