Legal Study of Protection of Cultural Heritage Objectives in The Old Banten Tourism Area

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Article Info

Received: 2022-07-26

Revised: 2022-12-31

Accepted: 2022-12-31

Keywords:

Tourist area; cultural heritage tourism; Protection of cultural heritage; Banten Lama

Abstract

Based on the Decree of the Governor of Banten Number 437/Kep.160-Huk/2018 concerning the Zoning Determination of the Cultural Heritage Area of the Sultanate of Banten (Banten Lama). The existence of this decision has brought Banten Tourism currently experiencing significant development, especially in the tourist area. This happened after the Banten Provincial government carried out tourism development. The government has a role to synergize tourism development with the function of protecting cultural heritage objects and the community environment around the cultural heritage area of the Banten Lama, to create sustainable tourism based on the preservation of cultural heritage objects as the core area of cultural heritage. The role of the government is crucial to regulate efforts to manage cultural heritage objects as a form of legal study for the protection of tourism resources and to preserve cultural heritage objects as heritage tourism attractions in the Banten Lama area by establishing a core area of 172.58 hectares and a buffer area of 754.36 hectares. Also, involving the community is a tourism resource that must maintain the quality of the tourism environment to create Sapta Pesona and Tourism Awareness to create a conducive climate for the protection of cultural heritage objects in the Banten Lama Tourism area.

I. INTRODUCTION

History records that in 1678 based on the population, Banten was the largest city in the world. Hence, the heritage of the Sultanate of Banten is a Cultural Heritage with great potential to become a Heritage Tourism area[1], according to this, the government is obliged to protect cultural

[1] Dinas Pariwisata Provinsi Banten. April 22nd 2019. "Revitalisasi Banten Lama Tahap II Fokus Penataan Objek Wisata", Available on website: https://dispar.bantenprov.go.id/Berita/topic/129 Accessed on October, 20th 2021, 19.35. WIB.

heritage in Banten Lama based on Article 32 paragraph (1) of the 1945 Constitution which states that the State advances Indonesian national culture in world civilization by guaranteeing the freedom of the people to maintain and develop their cultural values. Based on these provisions, it can be interpreted that culture is not only in the form of cultural arts in the form of various cultures, however, cultural values can be seen in the relics of historical objects such as those found in the Banten Lama area which are relics of the glory of the Banten Sultanate since the 1600s.

Banten Lama is inseparable from the existence of the cultural heritage objects as historical sites that dominate the Banten Lama tourist area including the Kaibon Palace, Spelwijk Fort, Surosowan Palace, Banten Grand Mosque, Sultanate Tomb, Cannon ki Amuk, and Avalokitesvara Vihara is an attraction the tourists. This tourist area is located in the district of Kasemen, Serang[2]. The existence of cultural heritage objects in Banten Lama is part of the legacy of the glory of the Sultanate of Banten in its heyday. Namely during the reign of Abu Fath Abdul Fatah or known as Sultan Ageng Tirtayasa who brought Banten famous in the world because he turned the port became an international port [3].

Tourism in Banten Lama utilizes historical heritage as a tourist attraction to be part of tourism activities, so as part of historical heritage, cultural tourism in the cultural heritage area must have specificity with tourism in general because based on the Decree of the Governor of Banten Number 437/Kep 160-Huk/2018 regarding the zoning of the Banten Sultanate Cultural Conservation Area, based on the decision of the Governor of Banten, the Banten Laman Tourism Area is a Cultural Conservation tourism area because there is a cultural heritage protected by

[2] Ayu Cipta, Travel.tempo.co., November 11st, 2018. "Enam Objek Wisata Yang Disinggahi Saat Napak Tilas Banten Lama", https://travel.tempo.co/read/1145098/6-objek-wisata-yang-bisa-disinggahi-saat-napak-tilas-banten-lama Accessed on October 20th 2021, 19.50. WIB

[3] Ruslan, Heri. Republika.co.id., November 29th 2012, "Inilah Puncak Kejayaan Banten Kesultanan Banten", https://www.republika.co.id/berita/me846i/inilah-puncak-kejayaan-kesultanan-banten Accessed on October 20th 2021, 19.57. WIB.

law, based on Article 1 Paragraph (1) of Law Number 11 of 2010 concerning Cultural Conservation that cultural heritage objects are a cultural heritage that is material in the form of cultural heritage objects, cultural heritage buildings, cultural heritage structures, cultural heritage sites, and cultural heritage areas on land or in water. The existence needs to be preserved because it has important historical, scientific, educational, religious, and/or cultural values through the determination process. The existence of these regulations has regulated that cultural heritage is part of a culture so that the protection of cultural heritage refers to the highest law, namely the 1945 Constitution. There are two kinds of protection needed for cultural heritage objects, the first is protection against extinction or damage and the second is legal protection.

This special treatment then becomes a part that must be studied into a study because the use of cultural heritage areas as tourist attractions is part of a creative economy business and needs to be balanced with regulatory policies based on ecotourism principles for the carrying capacity of sustainable environmental development. Untirta is a part that plays a role in sustainable development in line with the vision of Green University so that environmental issues and protection of Cultural Heritage Objects in tourism development in Banten will be studied in previous follow-up research in 2021 on the development of Heritage tourism-based tourism based on ecotourism principles in the Banten Lama Tourism Area. Based on this research, it was found that there were many violations against the treatment of cultural heritage objects in the form of vandalism against cultural heritage objects, carrying out sports activities in the environment of cultural heritage objects, for example playing soccer on the Spelwijk Fort site, stepping on and sitting on the cultural heritage object site. Banten Lama Tourism is a superior and historical site of the triumph of the civilization of the Sultanate of Banten, so when this area becomes a tourist attraction, tourism development involves many community groups, therefore it needs legal studies on the protection of cultural heritage

objects in Banten Lama Tourism site in carrying capacity. Ecotourism is a form of responsibility for the government and society in realizing sustainable tourism.

Protection of cultural heritage objects is something that must be done because tourism in Banten Lama is tourism with special treatment based on preserving cultural heritage objects to protect cultural heritage objects, so regulations should be made by the government as a form of policy that pays attention to the benefits, maintenance, authenticity and historical values on cultural heritage objects, therefore the government as the authority holder in tourism licensing in cultural heritage areas needs a regulatory policy for the carrying capacity of technical protection in the tourism area of Banten Lama.

Protection of cultural heritage objects is one of the environmentally friendly tourism activities by prioritizing aspects of nature conservation, aspects of socio-cultural-economic empowerment of local communities as well as aspects of learning and education for sustainable environmental carrying capacity so that tourism activities become things to maintain the existence of nature and cultural heritage objects so that sustainable and well-maintained, this research will focus on issues related to the role of the government, tourism managers, and tourism actors and the community in maintaining the conservation of cultural heritage objects in Banten Lama.

II. METHODOLOGY

This study used empirical juridical methods. It used a juridical approach by analyzing primary data in the form of structured interviews with stakeholders related to legal policies to protect cultural heritage areas in the cultural heritage area of the Sultanate of Banten Lama when in the field and data secondary law materials derived from primary legal

materials, namely the 1945 Constitution, laws, and other regulations in legal studies[4].

Based on the research that the legal policy issued by the Banten Provincial Government regarding the determination of the cultural heritage area in Banten Lama that the formation of the law can be influenced by various factors. There are legal substance or legislation, the legal structure or legal institutional device as a regulatory agency. In this case, the government and community institutions related to the government and legal culture, namely the behaviour of the community and the behaviour of government officials in implementing the law. This will affect the hypothesis in the study. A hypothesis is a provisional assumption about the existence of something or the possibility of something being accompanied by an estimate of why it happened[5].

Based on the description above, the hypothesis in this study is studied on the Legal Study Model for the Protection of Cultural Conservation Objects in Banten Lama by empirical law. Legal research that examines the workings of law in the community by examining primary data related to legal research on Cultural Conservation Tourism Areas based on positive law and unwritten behaviour regarding in their environment[6].

III. Result and Discussion

1. Determination of Special Zoning Based on the Decree of the Governor of Banten Number 437/Kep.160-Huk/2018 concerning

[4] Zainudin Ali, 2016, Metode Penelitian Hukum, Jakarta: Sinar Grafika, hlm. 106.
[5] Hadari Nawawi, 2012, *Metode Penelitian Bidang Sosial,* Yogyakarta: Gajah Mada University Press. hlm.48.
[6] Ishaq, 2017. *Metode Penelitian Hukum.* Bandung: Alfabeta., hlm.70.

the Determination of Zoning of the Cultural Conservation Area of the Sultanate of Banten

The determination of cultural heritage areas based on the Banten Governor's Decree is an act of government in the field of public law, especially in the field of tourism and cultural regulations, so this has an impact on the management of the Banten Lama sultanate area into a special area as stated in Article 1 number (6) of Law Number 11 of 2010 concerning Cultural Conservation, Cultural Conservation Area is a geographical space unit that has two or more cultural heritage sites which are located close together or show distinctive spatial features and have more than two sites by having a specificity in the form of the site. The cultural heritage area located in the Banten Lama area, Kasemen District, Serang City is located close to each other. It is in a heritage area of Banten Lama Sultanate and has distinctive buildings which as the ruins of the Kaibon Palace, Surosowan Palace, Spelwijk Fort, while the Banten Grand Mosque, Tower Agung Mosque Banten, Karangantu Harbor, Banten Girang is an area that is still intact but has a unique heritage building from the Banten LamaSultanate era. The Cultural Conservation Area is stated in Article 85 of Law N0.11 of 2010 concerning Cultural Conservation. Everyone can use Cultural Conservation for religion, society, education, science, technology, culture and tourism to strengthen cultural identity and improve people's quality of life and income.

The development of tourism in the cultural heritage area is a development with special conditions because there must be a permit from the government and a study involving conservation experts, therefore the tourism development model in the cultural heritage area in Banten Lama must refer to the provisions of the Cultural Conservation Law as a form of legal protection to provide legal certainty regarding limited management authority so that there is an effort to preserve the cultural heritage area so that sustainable efforts in the use of the region to be used as a source of

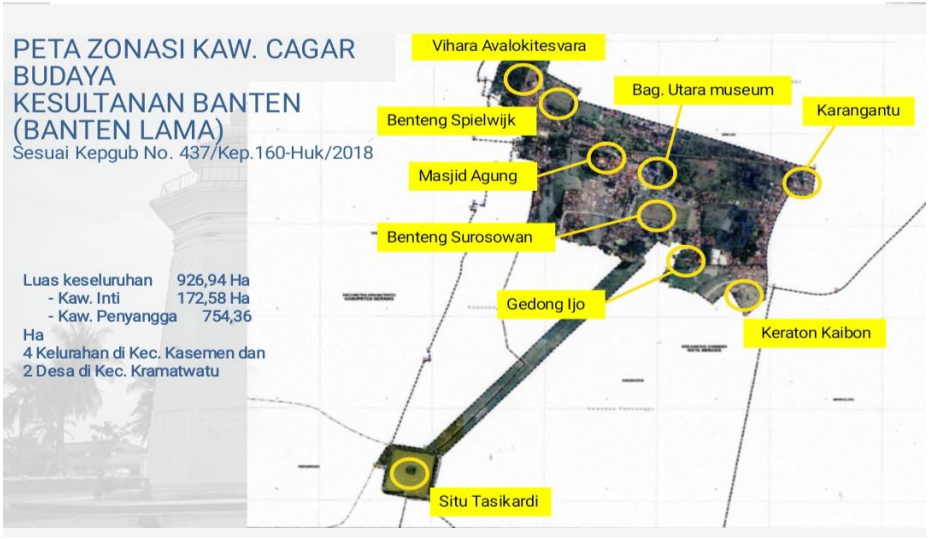
knowledge become an absolute thing in the management of cultural heritage areas. This utilization is accompanied by the government's authority to facilitate through permits so that the utilization must be subject to the requirements of conservation experts, financial support and sustainability efforts with training. This effort is carried out as a form of protection for cultural heritage by the government because protection efforts are part of the government's actions to protect cultural heritage objects from conditions that threaten the preservation, damage and extinction of cultural heritage by making efforts to prevent disturbances, both those originating from human behaviour, fauna, flora and the natural environment with various efforts to save, secure and permit, as a form of responsibility to protect the management of cultural heritage objects so that their sustainability is maintained as cultural heritage and cultural wealth[7].

Based on Article 73 paragraph (3) of Law No.11 of 2010 concerning Cultural Conservation, the use of cultural heritage areas as tourism areas must pay attention to efforts to protect cultural heritage areas, therefore utilization for tourism must pay attention to the zoning principle contained in the explanation of Article 73 paragraph (3), there are:

1. The core zone is the main protection area to protect the most important part of the Cultural Heritage.
2. Buffer zone is an area that protects the core zone.
3. Development zone is an area designated for the development of potential cultural heritage for recreational purposes, natural environment conservation areas, cultural landscapes, traditional cultural life, religion, and tourism.

[7] Desvian Bandarsyah,"Keberadaan Balai Pengelola Cagar Budaya (BPCB) Banten Dalam Pelestarian Situs Cagar Budaya Di Daerah Cibungbulang", *Cronological, Jurnal of History Education,* Uhamka, Jakarta, Vol. 1 No. 2 Tahun 2019, hlm, 54-71.

4. Supporting zone is an area designated for supporting facilities and infrastructure as well as general commercial and recreational activities.



Picture of Banten Lama Cultural Heritage Area Zoning Map

Based on these provisions, the management of the cultural heritage area must pay attention to zoning consisting of a core zoning of 172.58 ha and a buffer area of 754.36 ha. Hence, it is necessary to have environmental carrying capacity efforts in the tourism concept, namely ecotourism. Promoting protection-based tourism for tourism objects in cultural heritage areas is part of developing tourism resources in managing cultural heritage tourist areas because tourism development in cultural heritage areas requires the carrying capacity of the environment and the community by instilling an awareness of the importance of tourism based on the carrying capacity of nature protection, especially the protection of cultural heritage objects in the tourist area. In other words, tourism awareness based on community participation to protect nature is a carrying capacity for local wisdom[8]. Community involvement in protection-based management in tourism activities is possible because they are very close to tourist destinations. Hence, the community is the most crucial element to

[8] Firmansyah, 2012. *Kelompok Sadar Wisata.* Jakarta: Direktorat Jendral Pengembangan Destinasi Pariwisata.

maintain the cultural and environmental heritage of cultural heritage objects.

Protection-based tourism management is a tourism development process that can involve the community to maintain the environmental carrying capacity of tourism areas based on tourism ecology. There are tourism resources, tourism facilities, and the carrying capacity of the tourism environment that supports the creation of sustainable tourism. The participation of the community in the carrying capacity of the environment is a fundamental part of cultural tourism to preserve the cultural heritage objects to contribute to the implementation of tourism development. The forms of community participation are the participation of ideas, physical energy, skills and abilities, and property. The existence of community participation will encourage tourism development because, in essence, the people closest to tourism are tourism resources for the government which has the authority to manage tourist areas. The government's authority in tourism management must realize sustainable tourism development based on the people so that efforts are needed to diversify tourist attractions that are oriented towards improving community welfare, preserving cultural arts and developing environmentally friendly tourism[9].

The community has a crucial role in supporting tourism development because tourism will be difficult to realize when the local community feels neglected. The local community is the first to know about the condition of the area so that a sense of ownership and responsibility arises to develop a tourist attraction. Based on Article 1 Paragraph 41 of Law No.23 of 2014 concerning Regional Government that community participation is the participation of community members to channel their aspirations, thoughts, and interests in the administration of local government. Therefore, the Government and the community must

[9] *Ibid.,* hlm. 58.

cooperate in increasing the capacity of tourism destinations in the realization of tourism awareness and tourism charm.

The development of cultural heritage-based tourism must pay attention to the principles related to ecotourism because this is related to a sustainability-based tourism awareness program for the preservation of Banten Lama cultural heritage tourism site. Understanding tourism as a system, ecotourism will involve many parties so that many subsystems are related and have a role in sustainability efforts in maintaining the sustainability of the cultural heritage tourism area in Banten Lama. In general, the three important parts of tourism are the community, private sector, and government. The crucial part of the community is the local community, as the rightful owner of various tourism capitals such as arts and culture, including community leaders, intellectuals, non-governmental organizations and the mass media. According to Damanik and Weber, some principles must be met in the development of ecotourism, there are:[10]

a) Reducing the negative impact of damage and pollution of the environment and local culture due to tourism activities; Building awareness, respecting the environment, and providing cultural financial benefits;

b) Offering positive experiences for tourists in maintenance and conservation;

c) Increasing sensitivity to the social, environmental and political situation in tourist destinations;

d) Respect human rights, especially in respecting tourists in the context of local cultural wisdom in the community;

[10] Damanik J dan Weber HF, 2006, *Perencanaan Ekowisata Dari Teori ke Aplikasi*. Yogyakarta: CV Andi Offset. hlm. 78.

e) Increasing local community empowerment in eco-friendly creative business-based tourism economic activities.

Ecotourism to protect tourist destinations in Banten Lama is a tourism principle that is compatible with supporting government programs in realizing sustainability protection in tourist destination areas. In the form of collaborative maintenance of cultural heritage objects and the formation of an educational culture as a form of government responsibility in fostering a caring character in environmental management and having economic value through creative tourism development efforts without damaging the environment.

2. The role of the government, tourism managers and tourism actors in protecting the cultural heritage objects in Banten Lama Cultural Heritage Tourism area.

a. **Government Role**

The relevance of the government's authority in tourism development is related to the existence of a legal basis, that is the Master Plan for the Development of Tourism Development on a national scale and at the Regional level. It shows that authority is a concept of public law so there are three components, the component of authority which is shown through its legal basis, the component used to control legal subjects, and the component for making operational standards through general standards and particular standards[11]. Based on these three components, the Banten Provincial Government through a tourism management policy or the Tourism Master Plan as contained in the Banten Province Regional Regulation Number 6 of 2019 concerning the Banten Province Tourism Development Master Plan for the period 2019 - 2025 has determined Banten Lama Sultanate Area as a Region Provincial Tourism Strategic.

[11] Abdul Manan, 2016, *Peranan Hukum Dalam Pembanngunan Ekonomi. Jakarta: PT. Fajar Interpratama Mandiri*, hlm. 22.

Through the regulatory authority, the government plays a role in making the basis for regulations in the development of regional tourism development through the Tourism Master Plan. In other words, the law is used as one of the tools that need to be used for changes in tourism development in the Banten Lamacultural heritage area. With the existence of legal legitimacy in tourism development through the Master Plan for Tourism Development, these changes will become more orderly because of the directional restrictions on tourism development policies. The existence of this Tourism Master Plan is a policy of legal protection to be able to create order and order that is in line with the conception of law. Therefore, it is not only for order and order but also pays attention to legal beliefs in the community[12].

The existence of a legal role in tourism management is primary, especially in the management of cultural heritage tourism areas, because cultural heritage tourism areas are special areas with prerequisites for tourism management. The concept of tourism protection of cultural heritage objects in the Banten Lama provides community participation in the development of a sustainable tourist destination[13], Therefore, the essence of development is changing. Law must play a role in it. It cannot be understood as a static element that is always behind the change, but the law must be in front of guarding change so that it is not only a follower, but become the prime mover of development [14]. Through regulatory policies, the government has a role in tourism development. As a regulator that carries out various government actions in the field of public law or the government in carrying out public functions. They make laws and regulations or law enforcement (politieke daad) and state authority as a

[12] Juhaya S.Praja, *2014, Teori Hukum dan Aplikasinya,* CV. Bandung: Pustaka Setia, hlm.150.

[13] Widyarini S. Ira, Muhamad, "Partisipasi Masyarakat Pada Penerapan Pembangunan Pariwisata Berkelanjutan", *Jurnal Pariwisata Terapan,* UGM, Yogyakarta, Vol. 3. No. 2 Tahun 2019, hlm. 126.

[14] Atip Latipulhayat, *"*Khasanah : Mochtar Kusumaatmadja*", Padjadjaran Jurnal Ilmu Hukum*, Unpad, Bandung, Vol.1 No.3, Tahun 2014, hlm . 629.

state administrator, in this case, carrying out development *(materiele daad)* [15]. Government actions that cause legal consequences can be classified into two groups. First, public legal actions with one-sided aspects and two-sided public legal actions. Second, government legal actions in the field of private law create legal relations based on the Civil Code [16].

Through one-sided government legal action, the Decree of the Governor of Banten Number 347/Kep-160, the Government as a regulator has issued a regulatory policy to provide limits in tourism management in the Banten Lama Tourism area. As a Cultural Conservation Tourism Area, it is necessary to have special enforcement by setting the existence of a core area and a buffer zone as regulated in these provisions which have determined a core area of .... and a buffer zone for the development of creative tourism in the carrying capacity of the economic value of tourism in the cultural heritage area.

b. Tourism Management

The management of cultural heritage area destinations based on the provisions of Law No. 11 of 2010 concerning cultural heritage must be carried out by the tourism management agency. Article 97 paragraph (1) of Law No. 11 of 2010 concerning Cultural Conservation states that the government and local governments facilitate the management of cultural heritage areas formed by the government, local government, and/or customary law communities. The role of the Banten Provincial Government is to start providing a budget of 220 billion in stages over three years starting in 2018 of 100 billion through Regional Revenues and Expenditures Budget to revitalize the Banten Lama as a Cultural

[15] Nur Asyiah, "Eksistensi Perlindungan Hukum Warga Negara Terhadap Tindakan Pemerintah Dalam Membuat Keputusan Administrasi Negara", *Jurnal Hukum Dinamika,* Universitas Samudra Aceh, Vol. 2 No. 1 Tahun 2016, hlm.2.
[16] A'an Efendi Dan Feddy Poernomo, 2017, *Hukum Administrasi.* Jakarta: Sinar Grafika, hlm. 186.

Conservation Area. The Banten Provincial Government is currently focusing on developing tourism destinations. Therefore, it became an integrated area called the Banten Sultanate Region to support religious tourism. Management of tourism in the cultural heritage area of Banten Lama must comply with the Governor's Decree that has designated it as a particular area. The existence of the core area must be a concern in managing the cultural heritage area so that cultural heritage objects in the Banten Lama can be well preserved. Based on the cultural heritage law, the government must immediately create a special management agency that will cooperate with the local community as the customary holder of the Banten Lama.

Through the revitalization efforts of Banten Lama, the government has given its responsibility to protect the preservation of the cultural heritage area. However, in its management, the government is still hindered by the status of the cultural heritage area that is not owned by the government hence the management of cultural heritage is carried out in collaboration with the community in the Banten Lama. Through this collaboration, the government has appointed several people as caretakers to maintain tourism management in the Banten Lama Tourism site, including grave caretakers, cleaners, security officers, and local people.

c. Community

The Banten Lama cultural heritage area has established a buffer area of 754.36 hectares to support the realization of sustainable tourism in the development of tourist areas. Based on this stipulation, the government has made various plans that will involve the community in the role of the tourism ecosystem, including currently they are involved in management efforts for the maintenance of the core area of cultural heritage covering an area of 172 ha, through the determination of the community as tomb

caretakers, cleaners, and security officers. Whereas, for business development, the government will involve various small and medium enterprises and community involvement in the homestay business for the development of tourism facilities, as well as the tahfidz house, the centre for the study of the book of Sheikh Nawawi, the centre for the Debus culture. Community participation is a part that will become the centre of a new civilization in shaping the character of tourism resources. As a result, it is possible to create a tourism awareness group, especially in the development of religious tourism.

IV. Conclusion

Based on the discussion above, it can be concluded that:

a. Determination of cultural heritage areas based on the Decree of the Governor of Banten. This is a government action in the field of public law, especially in the field of tourism and cultural regulations, so this has an impact on the management of the Banten Lama Sultanate area into a special area. The management of the cultural heritage area must pay attention to the zoning consisting of a core zoning of 172.58 ha and a buffer area of 754.36 ha. Therefore, with a fairly large area of cultural heritage tourism, in addition to the legal policy model issued by the government as the holder of authority in managing tourism permits, it is necessary to make efforts to support the environment in the concept of eco-tourism.

b. The government has a fundamental role in changing tourism development to achieve sustainable tourism with the principle of exercising authority based on legality in its changes. The government has two roles, which are as a maker of legislation or law enforcement (politieke daad) and state authority or state administrators (materialele

daad). The government has made various plans that will involve managers and the community in the role of the tourism ecosystem, including currently the community is involved in management efforts for the maintenance of the cultural heritage core area of 172 ha, through the determination of the community as caretakers, cleaners, and security officers.

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