

## Implementation of Heritage Building Conservation Policy (a Study on Kapitan Village in Palembang City)

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### **Abstract**

#### **Keywords:**

Policy Implementation; Cultural Heritage; Kapitan Village; Palembang City.

*Kapitan Village is part of the history of the formation of Chinese ethnic settlements in Palembang and was once used as the residence of the Kapitan and his family. Over time, the Kapitan's house has become a cultural heritage site that must be protected by the government. The Palembang City Government, particularly the Palembang Culture and Tourism Office, strives to preserve Cultural Heritage in Palembang through the Cultural Heritage Preservation Policy. Researchers used a qualitative descriptive method with a theoretical approach by Van Meter and Van Horn to obtain in-depth information related to the research objectives. Data collection techniques were carried out through interviews, observation, documentation, and literature review. The results of the study show that the implementation of the cultural heritage preservation policy in Kampung Kapitan, Palembang City, is quite effective. The standards and objectives of the policy have been implemented in accordance with Mayor Regulation No. 45 of 2020, although technical supervision still needs to be improved. Human resources and community participation were assessed as good, but coordination between agencies was not yet fully optimal. Social and political conditions supported preservation, while economic constraints were the main challenge. The attitude of the implementers showed a positive commitment to cultural preservation, although openness and cooperation between parties still needed to be strengthened so that policy implementation could be more sustainable.*

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## INTRODUCTION

Public policy is a formal instrument of the government to regulate, control, and guide societal life to achieve common goals. Public policy is not only understood as an official document in the form of laws, regulations, or decisions, but also as tangible implementation that directly impacts people's lives. In the context of cultural preservation, this is reflected in Law Number 11 of 2010 concerning Cultural Heritage, which defines cultural heritage as tangible cultural assets in the form of objects, buildings, structures, sites, and areas on land or water that need to be preserved because they hold significant value for history, science, education, religion, and/or culture. The law asserts that preservation is carried out through protection, development, and utilization to advance national culture for the greatest prosperity of the people.

Furthermore, Government Regulation Number 38 of 2007 designates the management of cultural heritage as one of the mandatory affairs of local government. This is further reinforced by the Joint Regulation of the Minister of Home Affairs and the Minister of Culture and Tourism Numbers 42 and 40 of 2009, which obliges local governments to preserve culture in order to strengthen national identity, foster national pride, and enhance the unity and integrity of the nation. The paradigm of cultural heritage management as reflected in these regulations underscores the

importance of synergy among the government, academics, the community, and the private sector, not only for ideological and academic purposes but also for social, cultural, and economic interests.

Palembang City Regional Regulation Number 8 of 2009 concerning the Urban Spatial Planning of the 7 Ulu Area and Its Surroundings serves as an important legal basis for the preservation of historical areas in the Seberang Ulu I region, particularly Kampung Kapitan. Article 6, paragraph (2) states that Kampung Kapitan is officially designated as a cultural heritage area included in Block I, along with the 9/10 Ulu temple in Block II. This designation underscores the commitment of the Palembang City Government to safeguarding the historical, architectural, and social values of the old settlements along the Musi River.

In addition to regulating spatial planning, this local regulation also establishes monitoring mechanisms and sanctions. Any violation of development provisions, particularly those resulting in damage to or alteration of historic buildings, may be subject to criminal penalties of up to six months' imprisonment or fines of up to fifty million rupiah. This regulation demonstrates the Palembang City Government's efforts to implement cultural heritage preservation policies both legally and technically, emphasizing the need for gradual adjustments to existing buildings to align with conservation principles.

The preservation policy was subsequently reinforced through Palembang Mayor Regulation Number 45 of 2020 concerning the Detailed Spatial Plan of the New Jakabaring City Area for 2020–2040, which reaffirms the importance of cultural heritage in the context of sustainable urban development. In this regulation, the concept of preservation is not only focused on the physical aspects of buildings but also on the social, spiritual, and cultural values contained within them. Through restoration, revitalization, and adaptation approaches, the government strives to ensure that cultural heritage areas such as Kampung Kapitan can be preserved without losing their function as a living part of Palembang community identity. Thus, the relationship between the two regulations demonstrates policy continuity that positions Kampung Kapitan not merely as a relic of the past, but as a living cultural heritage integrated into current and future urban spatial development plans.

The main building of Kampung Kapitan was constructed by Tjoa Kie Tjuan and later continued by Tjoa Ham Ling, who at that time was granted authority by the Dutch colonial government as a tax collector as well as a landholder. This house complex is divided into three sections: the Wooden House, which functions as a place of worship and family residence; the Ash House, which contains a large altar and jars of ancestral ashes; and the third house, which has now been replaced by a mosque building. The architecture of the houses reflects a blend of Chinese, Palembang, and Dutch styles. Moreover, at the front, there is a miniature pagoda imported from Beijing, emphasizing the cultural and trade connections across countries during that period.

However, the current state of the building faces several challenges. Some sections of the wooden structure have suffered damage and decay, renovations have not been thorough, and the number of tourists visiting remains low. Additional issues have arisen due to changes in land use around the area, which has become privately owned, leading to a mix of residences between the local community and people of Chinese descent. Although maintenance efforts are in place, the sustainability of preservation is still constrained by limited funding, low public awareness, and the inadequate implementation of local government policies.



Figure 1 Condition of Abu's House in Kapitan Village

Based on field observations, the physical condition of the Kampung Kapitan area in Palembang City currently shows an inadequate state in terms of cleanliness and maintenance. The main building, namely the Kapitan House, appears to have damage in several structural parts such as walls, pillars, and stairs, which are beginning to crack and peel due to aging and lack of routine maintenance. The building's paint is faded, some walls are patched with bricks without plaster, and the wooden railings on the stairs appear decayed and fragile. These conditions indicate that efforts for the physical conservation of this historical building have not been carried out optimally in accordance with the principles of cultural heritage preservation.



Figure 2 Condition of Abu's House Stairs in Kapitan Village



Figure 3 Captain Village Signboard

In addition, the cleanliness of the surrounding environment is still far from the standards of a historical tourism area. In several spots, scattered trash, moss, and puddles of water can be seen on the stairs and courtyard areas of the buildings. The roads around the area are partially uneven and overgrown with wild grass. The areas around the buildings are also used for various community activities such as vehicle parking, trading, and playing, which, although reflecting the social life of the residents, reduce the historical impression and visual appeal of the area. These

conditions indicate the absence of integrated environmental management and continuous supervision of cleanliness and spatial arrangements in Kampung Kapitan.



**Figure 4 Front area of the Kapitan's House**

In this study, the author formulates the issues related to the Implementation of the Cultural Heritage Building Preservation Policy in Kampung Kapitan, Palembang City, namely to analyze how the preservation policy is implemented, examine the roles of the actors involved, identify supporting and inhibiting factors in its implementation, and formulate recommendations to enhance the effectiveness of the policy and community participation in preserving local cultural heritage.

The implementation of the Kampung Kapitan preservation policy can be analyzed using the policy implementation theory by Van Meter and Van Horn (1975), which explains that the success of policy execution is influenced by several variables such as clear policy standards and objectives, adequate resources, effective communication and coordination among organizations, the characteristics of implementing agencies, the attitudes of implementers, and the broader economic, social, and political environment. In this context, Palembang City Regional Regulation Number 8 of 2009 serves as the legal basis for designating Kampung Kapitan as a cultural heritage area, while Palembang Mayor Regulation Number 45 of 2020 strengthens its implementation through guidelines for restoration, revitalization, and adaptation of historic buildings.

Both regulations demonstrate the continuity of the Palembang City Government's policy in preserving Kampung Kapitan as part of the city's cultural identity. Through the analysis of Van Meter and Van Horn's theory, this study aims to understand the extent to which the implementation of these regulations has been effective and how the integration among actors as well as environmental factors influence the success of preservation efforts in the field.

The researcher chose Van Meter and Van Horn's theory (1975) because it is considered the most suitable for understanding how a policy is executed in practice. This theory explains that the success of a policy is not only determined by the content of the policy itself but also by how clear its objectives are, the level of support from available resources, the performance of implementers in the field, and how communication and social conditions within the community affect the outcomes.

## METHODS

Research must be conducted carefully and systematically so that the information produced is accurate and accountable. Through the application of research methods, researchers can determine the steps that must be taken to obtain relevant and valid data. According to Creswell

(2014), a research method is a plan or procedure consisting of a series of steps, ranging from broad theoretical assumptions to concrete methods in data collection, analysis, and interpretation. This definition emphasizes that research methods are not only related to data collection techniques but also encompass the underlying paradigm or approach, whether quantitative, qualitative, or mixed. In the study on the Implementation of Cultural Heritage Building Preservation Policies in Kampung Kapitan, Palembang City, a descriptive method with a qualitative approach was used.

According to Lexy J. Moleong (2019), qualitative research is research aimed at understanding the phenomena experienced by research subjects, such as behavior, perception, motivation, and actions. This approach is considered appropriate because the issues studied are related to the process of policy implementation and social interactions between the government and the community in the conservation of historical areas.

A descriptive method with a qualitative approach was used to obtain data as it is, emphasizing the meaning behind the events occurring in the field. The researcher acted as the main instrument in collecting data through observation, interviews, and documentation at the research site, which is Kampung Kapitan in Seberang Ulu I District, Palembang City.

The data sources in this study consist of primary and secondary data. Primary data sources were obtained directly from informants through in-depth interviews, namely Mrs. Ana as the caretaker of Rumah Kapitan, as well as through field documentation including photography and observations of the physical condition of the building and the surrounding environment.

Secondary data were sourced from various supporting literature such as history books, scientific journals, articles, and regional policy documents, including Palembang City Regional Regulation No. 8 of 2009 on the Spatial Planning of the 7 Ulu Area and Its Surroundings, and Palembang Mayor Regulation No. 45 of 2020 on the Detailed Spatial Plan of the New City Area of Jakabaring for 2020–2040. The obtained data were then analyzed qualitatively through the stages of data reduction, data presentation, and drawing conclusions to address the research problem. This analysis aims to provide a comprehensive depiction of how the cultural heritage preservation policies in Kampung Kapitan are implemented and the extent of their effectiveness in maintaining the historical value of the area.

## RESULTS AND DISCUSSION

In the Palembang Mayor Regulation Number 45 of 2020 concerning the Detailed Spatial Plan of the New Jakabaring City Area for 2020–2040, the term Cultural Heritage is defined as tangible cultural heritage in the form of cultural heritage objects, cultural heritage buildings, cultural heritage structures, cultural heritage sites, and cultural heritage areas on land and/or water that need to be preserved due to their important value for history, science, education, religion, and/or culture through a designated process. This definition emphasizes that the preservation of cultural heritage not only encompasses physical aspects but also the social, spiritual, and cultural values contained within it.

This Mayor Regulation gives special attention to the management of the utilization of spiritual protection zones and local wisdom areas that function as cultural heritage sites or buildings. These specific provisions are regulated in Article 72 paragraph (2) letter a, which covers three main aspects: restoration, revitalization, and adaptation.

First, the restoration of cultural heritage buildings must take into account:

- a. The originality of materials, form, layout, style, and/or construction technology;

- b. The original condition with minimal changes;
- c. The use of techniques, methods, and materials that are non-destructive;
- d. The competence of the executors in the field of restoration;
- e. Restoration must allow for future adjustments while still considering public safety and the preservation of the Cultural Heritage.
- f. Renovations that have the potential to cause negative impacts on the social environment and the physical environment must be preceded by an environmental impact analysis in accordance with the provisions of the legislation.
- g. Renovation of Cultural Heritage Buildings must obtain permission from the Government or Regional Government in accordance with their respective authorities.

Second, the revitalization of cultural heritage aims to:

- a. The revitalization of cultural heritage must provide benefits to improve the quality of life of the community and preserve local cultural characteristics;
- b. Revitalization must take into account spatial planning, layout, social functions, and/or original cultural landscapes based on studies.
- c. Revitalization is carried out by reorganizing space functions, cultural values, and strengthening information about Cultural Heritage.
- d. Everyone is prohibited from changing the function of Cultural Heritage Buildings, either entirely or partially, except with the permission of the Minister, Governor, or Mayor according to their respective authority.

Third, the adaptation of cultural heritage buildings can be carried out to:

- a. Preserve the original features and/or façade of the Cultural Heritage Building; and/or
- b. Maintain the original characteristics of the Cultural Heritage Area before adaptation is carried out;
- c. Retain the values inherent in the Cultural Heritage;
- d. Add facilities according to needs;
- e. Make limited modifications to the spatial arrangement; and/or
- f. Preserve the architectural style, original construction, and aesthetic harmony of the surrounding environment.

This provision shows that the Palembang City Government is working to make the preservation of cultural heritage an integral part of spatial planning and sustainable development policies. The approach of preservation through restoration, revitalization, and adaptation reflects a new way of managing urban spaces, turning cultural heritage into not just a historical object, but a living heritage with economic, social, and ecological value. In this way, managing cultural heritage is expected to strengthen local cultural identity while also supporting the development of tourism, education, and creative economy sectors based on local wisdom in Palembang.

According to Van Meter and Van Horn (1975), the success of policy implementation is highly dependent on several interrelated factors. They explain that to achieve optimal policy implementation outcomes, there must be coherence between political decisions, the performance of implementers, and the ongoing and harmonious execution of public policies. Each of these variables plays a crucial role in determining the effectiveness of the policy implementation process, including:

## 1. Policy standards and objectives

In research on the Implementation of Cultural Heritage Building Preservation Policies in Kampung Kapitan, Palembang City, the theory of Van Meter and Van Horn (1975) is used to examine how policies are carried out through various interrelated factors. One important aspect of this theory is policy standards and objectives, which serve as guidelines that provide direction and benchmarks for the success of policy implementation. According to them, policies are more easily implemented if their objectives are clear and measurable. Conversely, if the policy objectives are not well formulated, implementers may misinterpret them, leading to less effective outcomes.

In the case of the preservation of Kampung Kapitan, this indicator is evident in how the Palembang City government establishes preservation guidelines that include the physical maintenance of buildings, spatial planning of the area, as well as rules for adaptation and revitalization in accordance with the existing historical values. The primary goal is not only to keep the buildings standing but also to ensure that the area continues to serve social and cultural functions as part of the identity of the Palembang community.

The Palembang City Government has made efforts to implement this policy in accordance with Mayor Regulation Number 45 of 2020 concerning the Detailed Spatial Plan for the New Jakabaring City Area. The regulation has been applied quite effectively, particularly in terms of building maintenance and community involvement. The established standards and objectives are not only executed administratively but are also directed to ensure that the Kampung Kapitan area remains vibrant as a symbol of the city's historical and cultural heritage. In other words, this policy has been progressing as expected and aligns with the spirit of preserving Palembang's cultural identity.

## 2. Resources

In the theory of Van Meter and Van Horn (1975), the success of a policy is highly dependent on the quality of human resources (HR) involved in it. They assert that a policy will not be effective if its implementers lack the capability, understanding, and commitment to the policy's objectives. Here, HR does not only refer to government officials, but also to all parties involved, ranging from field officers, implementing agencies, to the community that benefits from the policy.

Looking at the case of preserving Kampung Kapitan in Palembang, human resources become a crucial factor in determining the success or failure of preservation efforts. It requires personnel who understand conservation, spatial planning, as well as local history and culture. The Palembang City Government needs individuals who not only work administratively but also genuinely understand the values that need to be preserved in this historic area. In addition, the community living around Kampung Kapitan also plays a significant role, as they interact directly with the buildings and the environment every day. In practice, the resources in Kampung Kapitan have so far been quite supportive, especially in terms of community participation. Residents have actively engaged in preserving culture through art events and traditional activities that are regularly held in the area.

On the contrary, the local community has already demonstrated a strong commitment to preserving and revitalizing cultural values in the area, even without full support from the government. This indicates that human resources at the community level already possess a

high awareness of the importance of preservation; it is now a matter of how the government can be more present and work collaboratively with them.

### 3. Communication and implementation activities

According to Van Meter and Van Horn (1975), the success of public policy implementation is heavily influenced by how effectively the involved organizations communicate with each other. Communication is crucial to make sure that everyone involved understands the goals, content, and mechanisms of the policy in the same way. Without clear and consistent communication, field-level policymakers might interpret the policy differently, which can make its implementation ineffective.

In the context of preserving cultural heritage buildings in Kampung Kapitan, Palembang City, this indicator is particularly important because policy implementation involves various agencies such as the Department of Culture and Tourism, the Department of Public Works and Spatial Planning, and the Palembang City Government. Each institution has a different role, but they must work in an integrated manner to achieve conservation goals. Cross-sector coordination is key to ensuring that the restoration, revitalization, and adaptation of heritage buildings are carried out in accordance with the standards set forth in regional policies, including the Mayor of Palembang Regulation Number 45 of 2020 concerning the Detailed Spatial Plan of the New Jakabaring City Area.

According to the framework of Van Meter and Van Horn, the characteristics of implementing institutions are measured not only by the formal organizational structure but also by the disposition of the implementers, internal communication patterns, and the extent to which the institution is able to build partnerships with the community and the private sector. In the implementation of the Kampung Kapitan preservation policy, institutions that are responsive, transparent, and collaborative will support the success of the policy. Conversely, if the implementing institution tends to be bureaucratic, has minimal coordination, and lacks understanding of the importance of cultural heritage, the policy will struggle to be effective in practice. Moreover, a good implementing institution must also have regular monitoring and evaluation mechanisms to ensure that every preservation activity remains in line with the original objectives of the policy, namely to maintain the authenticity, social function, and cultural value of the area. Community involvement in oversight also constitutes part of the characteristics of implementing institutions that are adaptive to social dynamics in the field.

The characteristics of the implementing institution for the Kapitan Village cultural heritage are highly professional, with policies carried out in collaboration with several departments within the Palembang City Government. Through this collaboration, the preservation of Kapitan Village can be effectively achieved; however, the characteristics of the implementing institution have not been fully entrusted to the Department of Tourism and still remain under the management of the Kapitan Village cultural heritage administrators. Accordingly, based on the theory of Van Meter and Van Horn, the characteristics of the implementing institution serve as an institutional element that ensures policies can be implemented effectively and sustainably. In the study of Kapitan Village preservation, this means that the implementing institution must have a clear structure, solid coordination, competent human resources, and a strong commitment to maintaining the sustainability of local historical and cultural values.

#### 4. Characteristics of implementing agencies

According to Van Meter and Van Horn (1975), the success of public policy implementation is greatly influenced by the characteristics of implementing agencies. They argue that implementing agencies are a key element in determining the extent to which policies can be translated into concrete actions. For implementation to be effective, implementing agencies must have a clear organizational structure, a well-established coordination pattern, competent human resources, and the ability to adapt to policy objectives.

For the preservation of Kampung Kapitan in Palembang City, this indicator is seen from how the institutions involved, such as the Department of Culture and Tourism, the Public Works and Spatial Planning Office, and the Palembang City Government, collaborate in implementing preservation policies. Each agency has a different role, but the success of preservation largely depends on the extent to which they can coordinate and collaborate effectively.

Van Meter and Van Horn also emphasize that the characteristics of implementing agencies depend not only on their formal structure but also on the work culture, commitment, and attitudes of the personnel within them. Agencies that are responsive, transparent, and capable of building good relationships with the public are more likely to achieve policy objectives. Conversely, agencies that are excessively bureaucratic, have minimal communication, and fail to understand the values of the policies they implement will face numerous obstacles.

In the case of Kampung Kapitan, the implementing agency has indeed made professional efforts through inter-departmental collaboration; however, field management is still largely carried out by the heritage site administrators rather than official government agencies. This situation indicates that, although coordination has been established, there is still room to strengthen the integration between the implementing agency and the local government to ensure more effective preservation.

In line with the views of Van Meter and Van Horn, an effective implementing agency must be able to build cross-sector coordination, actively involve the community, and maintain a balance between administrative interests and cultural values. With an institution of this character, the policy for the preservation of Kampung Kapitan will not only succeed in maintaining the physical form of the buildings but also revive the historical and social meaning that constitutes the cultural identity of the Palembang community.

#### 5. Economic, social, and political environment

In the theory of Van Meter and Van Horn (1975), the success of a public policy is not only determined by the design and objectives of the policy itself, but also highly depends on the social, economic, and political conditions in the environment where the policy is implemented. These three factors act as external elements that can either strengthen or hinder the implementation process. If the social situation is conducive, the economy is stable, and political support is strong, the policy is likely to be effective. Conversely, if there is social inequality, limited funding, or conflicting political interests, the implementation of the policy may be impeded.

These factors have a significant impact on how policies are implemented. From a social perspective, the local community has already shown awareness and concern for the historical and cultural values of Kampung Kapitan. They participate in maintaining the area

and regularly organize arts and cultural activities as a form of preservation. This indicates strong social support. From an economic perspective, challenges remain since preservation requires substantial funding for restoration, maintenance, and management of the area. However, with cultural activities and the potential for historical tourism, this preservation can also become an economic opportunity for the local community.

Meanwhile, from a political standpoint, the situation in Kampung Kapitan is considered stable. There is no political pressure or particular interest disrupting conservation activities. The local government tends to remain neutral and supportive of conservation programs, although it still needs to strengthen cross-sectoral synergy to ensure more optimal policy implementation.

From the perspective of Van Meter and Van Horn's framework, conducive social, economic, and political conditions create a "safe space" for policy implementers to work more focused and effectively. In the case of Kampung Kapitan, these three aspects functioned quite well, community members were actively involved, the local economy began to grow through cultural activities, and the government demonstrated commitment to maintaining regional stability. This combination makes the implementation of preservation policies easier and potentially sustainable in the long term, while also strengthening the cultural identity of the city of Palembang.

## 6. Disposition or response of implementers

The success of a policy is greatly influenced by the disposition of implementers, that is, how the implementers understand, respond to, and commit to the policies they carry out. These two figures emphasize that even if a policy is well-designed, its results will not be optimal if the implementers do not have a positive attitude, a sense of responsibility, or sufficient understanding of the policy's objectives. Implementers who possess commitment, understanding, and high concern will execute the policy consistently and effectively, whereas implementers who are indifferent or merely perform their duties formally risk preventing the policy from achieving its goals.

The role of implementers' attitudes is crucial in determining the effectiveness of policy implementation. Preservation in this area is not only about administrative management or the physical upkeep of buildings, but also about how policy implementers demonstrate concern, commitment, and responsibility toward the historical and cultural values inherent within. The Palembang City Government has made efforts to establish good cooperation with the management of Kampung Kapitan, for instance by opening communication channels and coordinating the management of documents and area data. This initiative reflects a willingness to work openly and collaboratively, in line with the preservation spirit outlined in regional policies. However, challenges remain on the ground as the Kampung Kapitan management has not fully allowed the government to play an optimal role in management, resulting in some preservation activities unable to run at full capacity.

## CONCLUSION

The implementation of cultural heritage building preservation policies in Kampung Kapitan, Palembang City, has shown fairly positive progress, although it still faces several challenges on the ground. Referring to the theoretical framework of Van Meter and Van Horn (1975), the effectiveness of this policy implementation largely depends on the synergy between

policy standards, availability of resources, characteristics of implementing institutions, inter-organizational communication, socio-economic-political conditions, and the attitudes of the implementers.

From the perspective of standards and policy objectives, the Palembang City Government, through Mayor Regulation Number 45 of 2020, has formulated a clear direction for preservation, covering aspects of restoration, revitalization, and adaptation of cultural heritage buildings as a guideline to maintain the historical and social value of Kampung Kapitan. Human resources and community participation are crucial supporting factors, with the local community actively playing a role in preserving traditions and cultural environments, although technical coordination between agencies still needs to be strengthened. Furthermore, regarding the characteristics of implementing institutions, the involvement of cross-agency entities such as the Cultural Office, Public Works Office, and Palembang City Government demonstrates good institutional collaboration, although synergy at the implementation level has not yet been fully effective. Inter-organizational communication has also been established, but it still requires strengthening in order for conservation and area maintenance activities to be carried out in an integrated and sustainable manner.

Meanwhile, the attitudes of policy implementers, both from government officials and area managers, generally demonstrate commitment and concern for preservation, although improvements in consistency and a deeper understanding of the protected cultural values are needed. Viewed from social, economic, and political conditions, the relatively stable situation in the Kampung Kapitan area serves as a supporting factor for policy implementation. Social and cultural activities of the community, along with the potential for historical tourism, provide new economic opportunities for local residents. However, budget constraints and the absence of comprehensive revitalization remain major challenges.

Overall, the implementation of the Kampung Kapitan preservation policy has been moving in the right direction, but it still requires strengthened coordination, enhanced resource capacity, and continuous monitoring and evaluation to ensure that the policy implementation aligns with the principles outlined by Van Meter and Van Horn. With these measures, Kampung Kapitan is expected not only to be preserved as a historical legacy but also to be developed as a living cultural heritage that reinforces local identity and supports sustainable development in the City of Palembang.

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