

Original Research Article

Policy Implementation for Sustainable Heritage Governance: Evidence from the Kayutangan Heritage Area, Indonesia

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Abstract: The preservation of urban cultural heritage is an important part of sustainable development, but the implementation of preservation policies still faces various institutional, resource, and coordination challenges among stakeholders. This study aims to analyze the implementation of Malang City Regulation No. 1 of 2018 on Cultural Heritage in the Kayutangan Heritage Area based on George C. Edwards III's policy implementation model, as well as to identify the factors that support and hinder its implementation. The study employed a qualitative case study approach using purposive sampling to select informants comprising local government officials, heritage community members, business operators, building owners, and academics. Data were collected through in-depth interviews, observations, and document analysis, and subsequently analyzed using thematic analysis. The results indicate that policy implementation has proceeded fairly well due to relatively effective communication, the availability of human resources, the commitment of implementers, and institutional support. However, limited funding for conservation, insufficient technological support, suboptimal interagency coordination, and the absence of an integrated heritage area management body remain major obstacles. This study demonstrates that the effectiveness of policy implementation is determined not only by organizational factors, as proposed by Edwards III, but also by collaborative cultural heritage governance through institutional coordination, community participation, and multi-stakeholder partnerships. These findings have implications for strengthening the implementation of cultural heritage preservation policies while supporting the achievement of Sustainable Development Goal (SDG) 11.4.

Keywords: Policy Implementation, Cultural Heritage, *Heritage Governance*, Collaborative Governance, Sustainable Urban Development.

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1. INTRODUCTION

The preservation of cultural heritage has become one of the key priorities in sustainable urban development across various countries. Heritage areas are no longer viewed merely as historical relics that must be protected, but also as strategic assets capable of strengthening a city's identity, enhancing tourism competitiveness, driving local economic growth, and reinforcing social cohesion within the community (Ashworth & Tunbridge, 2000; Rodwell, 2007). In line with these developments, the approach to managing heritage areas has shifted from a focus on physical conservation toward a governance model that emphasizes multi-stakeholder collaboration, effective policy implementation, and sustainable development. Recent studies indicate that the success of heritage area preservation is increasingly determined by the quality of

governance and policy implementation rather than solely by the existence of conservation regulations (Cruz, 2024; Min, 2025).

Indonesia is a country rich in cultural heritage with significant historical, architectural, and cultural value. To ensure the sustainable preservation of these assets, the government enacted Law No. 11 of 2010 on Cultural Heritage as the national legal framework for the protection, development, and utilization of cultural heritage (Republik Indonesia, 2010). These policies are then implemented by local governments through various regulations tailored to the characteristics of each region. In the city of Malang, the preservation of heritage areas is regulated by Local Regulation No. 1 of 2018 on Cultural Heritage (Pemerintah Kota Malang, 2018), which serves as the legal basis for managing historic

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areas, including the Kayutangan Heritage Area. This area is a historic trade corridor dating back to the Dutch colonial era that still retains its colonial, Art Deco, and Indies architectural styles, making it of significant value as a symbol of Malang's historical identity.

Although various regulations have been established, the implementation of heritage area preservation policies still faces complex challenges. Revitalization efforts undertaken by the government are often hindered by changes in building functions, increased commercial activity, limited conservation funding, weak inter-agency coordination, and conflicting interests among the government, building owners, business operators, heritage communities, and the general public. In the Indonesian context, the implementation of cultural heritage preservation policies continues to encounter obstacles related to limited resources, institutional coordination, and community participation (Senjaya *et al.*, 2025). Such conditions suggest that fragmented communication among stakeholders, limited resource support, varying levels of commitment among building owners, and the absence of a dedicated institutional body to coordinate integrated heritage management may constrain the achievement of policy objectives. These conditions indicate that the success of heritage area conservation policies is determined not only by the quality of regulations but also by the effectiveness of their implementation at the level of implementing organizations.

Research on heritage area management has developed quite rapidly in recent years. Zhang *et al.*, (2024) demonstrate that the success of heritage area conservation is significantly influenced by multilevel governance capable of integrating coordination among government agencies. Kim *et al.*, (2023) found that *collaborative governance* enhances community support for heritage area revitalization through the active involvement of various stakeholders. Basyar *et al.*, (2025) emphasized that collaboration among the government, the public, academia, the business sector, and the media is a critical factor in building the resilience of heritage destinations. Meanwhile, Min (2025) indicates that the direction of global research on heritage is shifting toward the integration of cultural conservation, public governance, sustainable development, and *adaptive reuse*. These findings demonstrate that the primary issues in heritage area management today are no longer limited to the physical conservation of buildings but also involve the effectiveness of governance and the implementation of public policies.

Nevertheless, previous research still exhibits several limitations. Most studies have focused primarily on the physical conservation of heritage areas, urban revitalization, heritage tourism, or collaborative governance, whereas research specifically analyzing the implementation of heritage area conservation policies

using George C. Edwards III's policy implementation perspective remains relatively limited, particularly in the context of local governments in Indonesia. A systematic review by Abdi *et al.*, (2025) similarly identifies limited funding, institutional capacity, and human-resource competence as recurring factors that render cultural heritage management ineffective, yet these determinants are seldom examined through an integrated policy-implementation lens. Furthermore, the relationship between policy communication, resource availability, implementers' dispositions, and bureaucratic structures as determinants of successful policy implementation has not been comprehensively examined in the management of heritage sites. Consequently, there remains a knowledge gap regarding how heritage conservation policies are translated into administrative practices at the local level.

Based on these gaps, this study offers a *novel* approach by integrating George C. Edwards III's policy implementation model into the analysis of heritage area management at the local government level. Unlike previous studies, which have focused more on physical conservation or collaborative governance in general, this study systematically analyzes how the dimensions of communication, resources, dispositions, and bureaucratic structure influence the implementation of Malang City Regional Regulation No. 1 of 2018 on Cultural Heritage in the Kayutangan Heritage Area. This approach yields a more comprehensive understanding of the factors supporting and hindering policy implementation while providing institutional recommendations that can strengthen the sustainable governance of heritage areas.

This study also has strong relevance to the Sustainable Development Goals (SDGs), particularly Goal 11 (*Sustainable Cities and Communities*), Target 11.4, which emphasizes the importance of strengthening efforts to protect and preserve the world's cultural heritage. The effectiveness of heritage area conservation policy implementation is a critical prerequisite for realizing an inclusive, safe, resilient, and sustainable city through strengthened governance, multi-stakeholder collaboration, and the responsible utilization of cultural heritage. Therefore, this study aims to analyze the implementation of Malang City Regional Regulation No. 1 of 2018 on Cultural Heritage in the Kayutangan Heritage Area based on George C. Edwards III's policy implementation model, as well as to identify the factors that support and hinder the implementation of this policy as a basis for formulating recommendations to strengthen the sustainable governance of heritage areas.

2. LITERATURE REVIEW

2.1 Public Policy Implementation

Policy implementation is the process that determines whether a policy's objectives can be achieved through the actions of the implementing organization. In the public administration literature, implementation is

understood as the process of translating political decisions into administrative actions, thereby producing outputs and impacts consistent with policy objectives (Edwards III, 1980). Therefore, the effectiveness of implementation is influenced not only by the quality of policy formulation but also by the organization's capacity to implement the policy consistently.

Various models of policy implementation have been developed, such as those by Van Meter and Van Horn (1975) and George C. Edwards III (1980). Among these models, the Edwards III model is one of the most widely used frameworks because it explains policy implementation through four main dimensions: communication, resources, disposition, and bureaucratic structure. These four dimensions are viewed as interrelated in determining the success of public policy implementation (Edwards III, 1980).

Recent research also shows that policy implementation is increasingly influenced by institutional capacity, cross-sector coordination, and stakeholder engagement. Wagner *et al.*, (2021) emphasize that policy implementation in the era of network governance requires more adaptive inter-institutional coordination than traditional bureaucratic approaches. Similarly, Green and Koebele (2025) state that the effectiveness of policy implementation depends on an organization's ability to build collaboration and manage relationships between actors within a complex government system. This perspective suggests that the Edwards III model remains relevant, but needs to be understood within the context of increasingly collaborative public governance.

2.2 Cultural Heritage Governance

Developments in heritage area management indicate a paradigm shift from a physical conservation approach toward heritage governance a framework that emphasizes collaboration among stakeholders in safeguarding the sustainability of cultural heritage (Ashworth & Tunbridge, 2000; Rodwell, 2007). From this perspective, the preservation of heritage areas is no longer the sole responsibility of the government but involves the public, heritage communities, academics, the private sector, and civil society organizations as key actors in both the decision-making process and policy implementation.

Various international studies show that the success of heritage site management is significantly influenced by the quality of institutional governance. Zhang *et al.*, (2024) demonstrate that inter-institutional coordination within a *multi-level governance* system is a key factor in the conservation of heritage sites in China. Kim *et al.*, (2023) found that *collaborative governance* enhances policy legitimacy through community participation in the regeneration of heritage sites.

Furthermore, Cruz (2024) explains that *cultural governance* can integrate cultural preservation with the development of the creative economy and community empowerment, while Imperiale *et al.*, (2024) emphasize the importance of long-term collaboration between the government and civil society organizations in ensuring the sustainability of heritage assets.

In the Indonesian context, the implementation of heritage area preservation policies still faces challenges in the form of limited resources, institutional coordination, and community participation (Senjaya *et al.*, 2025). These conditions indicate that the effectiveness of policy implementation is determined not only by the existence of regulations but also by the government's ability to establish collaborative and sustainable governance. Thus, the concept of heritage governance provides a relevant perspective for interpreting the implementation of heritage area preservation policies at the local government level.

2.3 Research Framework

Based on Edwards III's theory of policy implementation and the development of the concept of *heritage governance*, this study assumes that the effectiveness of the implementation of Malang City Regional Regulation No. 1 of 2018 on Cultural Heritage is influenced by the quality of communication, the adequacy of resources, the disposition of implementers, and a bureaucratic structure that supports inter-organizational coordination. These four dimensions are analyzed to explain how policy implementation unfolds in the management of the Kayutangan Heritage Area, while also identifying the factors that support and hinder policy implementation at the local government level.

This framework also reflects a paradigm shift from a physical conservation approach toward *heritage governance* that is, the management of heritage areas that emphasizes multi-stakeholder collaboration, effective policy implementation, and sustainable governance. Thus, this study not only evaluates the success of policy implementation based on Edwards III's implementation dimensions but also contributes to the development of research on public policy implementation in the cultural heritage preservation sector that supports the achievement of Sustainable Development Goal (SDG) Target 11.4, namely strengthening efforts to protect and preserve the world's cultural heritage.

Based on this description, this research framework integrates Edwards III's policy implementation model with a collaborative *heritage governance* perspective to explain the implementation of Malang City Regional Regulation No. 1 of 2018, as well as its supporting and inhibiting factors. This framework is summarized in Figure 1.

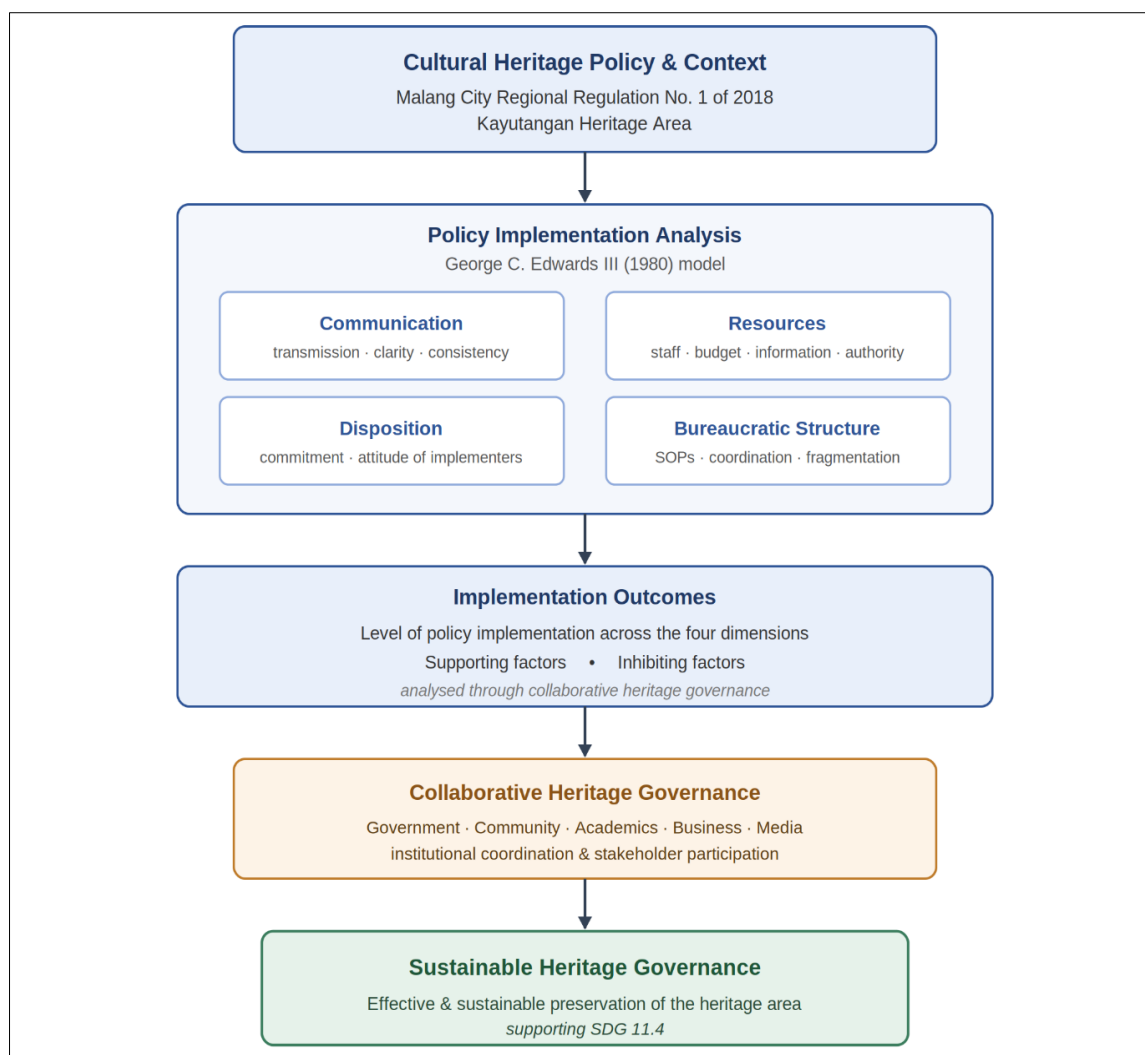


Figure 1: Research Framework

Source: developed by the authors (2026), adapted from Edwards III (1980)

3. RESEARCH METHOD

3.1 Research Design

This study employs a qualitative approach with a descriptive case study design to analyze the implementation of Malang City Regulation No. 1 of 2018 on Cultural Heritage in the Kayutangan Heritage Area. This approach was chosen because it provides an in-depth understanding of the policy implementation process, interactions among stakeholders, and various factors that influence the success or obstacles to policy implementation in a real-world context (Creswell & Poth, 2018; Yin, 2018).

3.2 Research Location

The research was conducted in the Kayutangan Heritage Area, Malang City, East Java Province, Indonesia. This area was selected because it is one of the cultural heritage sites designated by the Malang City Government under Local Regulation No. 1 of 2018 on Cultural Heritage. In addition to its significant historical and architectural value as a Dutch colonial heritage site, the Kayutangan Heritage Area is also a priority area in

urban revitalization and culture-based tourism development programs, making it a relevant location for research on the implementation of cultural heritage preservation policies.

3.3 Research Informants

Research informants were selected using purposive sampling, specifically individuals with knowledge, experience, and direct involvement in the implementation of heritage area management policies (Patton, 2015). Informants included representatives from the Malang City Government responsible for cultural heritage preservation, managers of the Kayutangan Heritage Area, heritage preservation communities, owners of heritage buildings, business owners, community leaders, and academics knowledgeable about cultural heritage preservation policies. The selection of informants from these various groups aims to obtain comprehensive information regarding policy implementation and to identify the factors that support and hinder the implementation of Malang City Regional Regulation No. 1 of 2018.

Table 1: Research Informants

Code	Informant (Institution)	Position
I1	Department of Education and Culture (Disdikbud), Malang City	Official responsible for cultural heritage preservation
I2	Cultural Heritage Expert Team (TACB), First Term (2016–2020)	Secretary of the Cultural Heritage Expert Team
I3	Community-Based Tourism Group (Pokdarwis), Kayutangan Heritage	Head of Pokdarwis / Area Manager
I4	Youth, Sports, and Tourism Office (Disporapar), Malang City	Official responsible for tourism development and oversight
I5	Youth, Sports, and Tourism Office (Disporapar), Malang City	Official responsible for tourism development and supervision

Source: Prepared by the authors based on field data (2026).

3.4 Data Collection Methods

Data were collected through in-depth interviews, observations, and document analysis. Interviews were conducted using a semi-structured approach based on George C. Edwards III's four dimensions of policy implementation: communication, resources, disposition, and bureaucratic structure. Observations were conducted to gain an understanding of policy implementation in the field, while documentation was used to examine various regulations, government reports, and other documents related to the management of the Kayutangan Heritage Area.

3.5 Data Analysis Techniques

Data analysis followed the stages of qualitative analysis developed by Creswell and Poth (2018), namely organizing the data, conducting the *coding* process, grouping the data into research themes, interpreting the findings, and drawing conclusions. The entire analysis process focused on the four dimensions of policy implementation identified by George C. Edwards III, thereby enabling the identification of factors that support or hinder the implementation of Malang City Regional Regulation No. 1 of 2018 in the Kayutangan Heritage Area.

3.6 Data Validity

Data validity was ensured through source triangulation, methodological triangulation, and member checking. Triangulation was conducted by comparing the results of interviews, observations, and documentation from various informants, while *member checking* was used to ensure that the researcher's interpretations aligned with the information provided by the informants. These techniques were applied to enhance the credibility, dependability, confirmability, and transferability of the research findings (Lincoln & Guba, 1985).

4. RESULTS

This study aims to analyze the implementation of Malang City Regional Regulation No. 1 of 2018 on Cultural Heritage in the Kayutangan Heritage Area based on George C. Edwards III's policy implementation model. The results indicate that policy implementation has taken place, though its effectiveness varies across each dimension of implementation. In general, the research findings indicate that the aspects of communication, resources, disposition, and bureaucratic structure exhibit distinct characteristics in supporting policy implementation. Additionally, the study identified several enabling and hindering factors that influence the success of policy implementation. A summary of the research findings is presented in Table 1.

Table 2: Summary of Findings on the Implementation of Malang City Regional Regulation No. 1 of 2018

Dimension	Key Findings	Implications
Communication	Outreach has been conducted but has not been evenly distributed	This has led to differences in understanding among stakeholders
Resources	Adequate human resources, limited budget	Conservation programs are not yet operating optimally
Disposition	Strong government commitment; some building owners remain resistant	Compliance with policies is not uniform
Bureaucratic Structure	There is no management body for the area yet	Coordination across government agencies remains sectoral
Supporting Factors	Government and heritage community support	Promoting the sustainability of conservation efforts in the area
Barriers	Budget and coordination constraints	Hinder the effectiveness of policy implementation

Source: Researcher's analysis (2026).

4.1 Communication

Research findings indicate that communication regarding the implementation of Malang City Regulation No. 1 of 2018 has been carried out through various forms of outreach, coordination, and information dissemination to stakeholders. The Malang City Government regularly conducts outreach on cultural heritage preservation for building owners, business operators, heritage communities, and residents in the surrounding areas, even in collaboration with professional associations. This was emphasized by officials from the Education, Culture, and Tourism Office:

"We frequently conduct outreach to the public and historical communities regarding the Cultural Heritage Regional Regulation... we also collaborate with associations, such as the architects' association; we attend their meetings to discuss the regulation." (I1, interview, April 2, 2026)

Nevertheless, the interview results indicate that the dissemination of information has not yet fully and evenly reached all stakeholders. At the community level, outreach efforts are hindered by limited quotas and a lack of follow-up, as explained by the site manager:

"Usually, when there's an outreach session or training, the quota is limited, so maybe only one or two people attend... at that time, there were only five people present to receive information about protected buildings and how to treat them. However, there was no follow-up; it was just information." (I3, interview, April 2, 2026)

These limitations have resulted in unmet needs for technical information among site managers and building owners, particularly regarding the proper treatment of heritage buildings:

"The main challenge is the lack of information. For example, I want to know: if this house is part of a heritage village, how should I handle it?... What kind of paint should I use? We haven't received that information in full yet." (I3, interview, April 2, 2026)

In addition to the issue of information transmission, consistency of information is also a problem. Inter-agency coordination has taken place, but it remains sectoral in nature, so some programs have not yet been integrated into a single area management mechanism. Officials from the Department of Tourism, Sports, and Culture acknowledge limitations in their authority to convey heritage standards to business operators, which results in policy messages received by the target groups not being fully consistent:

"We can only provide guidance during visits... 'Please, you must adhere to the Sapta Pesona principles, be friendly, greet guests, and keep things clean...' That's all we can do, because preserving the heritage itself is beyond our authority." (I4, interview, March 13, 2026)

4.2 Resources

Policy implementation is supported by the availability of human resources with expertise in heritage site management, particularly through the presence of the nationally certified Cultural Heritage Expert Team (TACB), which serves as the vanguard in providing technical recommendations. However, human resource capacity on the ground remains limited; for example, the Department of Youth, Sports, and Tourism (Disporapar) has assigned only two staff members to this area, and the Community-Based Tourism Group (Pokdarwis) has not yet received ongoing, specialized training in heritage-based tourism.

The study found that budget constraints are the most prominent obstacle. Budget efficiency policies have directly led to the suspension of studies to designate new cultural heritage sites and the lack of a specific funding scheme for the maintenance of individual cultural heritage buildings. Although there is an incentive offering up to a 50% reduction in Land and Building Tax (PBB), some building owners are actually reluctant to accept official heritage status due to misconceptions about the consequences. A TACB member explained this:

"Lafayette itself chose not to be designated as an official cultural heritage site because it was considered complicated. It would be difficult to sell, and it would require a recommendation for renovation. In reality, it's not that difficult. If it were designated, they could receive a 50% reduction in property tax (PBB)." (I2, interview, March 7, 2026)

In addition to financial constraints, the study also found that the use of information technology as a medium for communication and monitoring of physical changes to cultural heritage buildings has not been optimized. The lack of digital monitoring tools means that oversight still relies on community reports and irregular field visits.

4.3 Disposition and Bureaucratic Structure

The research findings indicate that the local government has a fairly high level of commitment to the preservation of the Kayutangan Heritage Area. This commitment is reflected in active oversight and a rapid response to changes in buildings reported by the community. An official from the Education, Culture, and Tourism Office stated:

"Basically, we are committed in accordance with the local regulation. We also carry out monitoring and preservation. Even if there are changes made by the owners of heritage buildings... we usually go there together with our colleagues from TACB to coordinate with the building owners." (I1, interview, April 2, 2026)

At the area management level, Pokdarwis demonstrates a strong commitment as well as an awareness of the need to balance preservation with the economic needs of residents. The community's positive attitude has strengthened as they have come to feel the economic benefits of tourism:

"Our commitment to preserving heritage remains strong, but it must also be adapted to on-the-ground realities and the community's needs they also have to consider their livelihoods." (I3, interview, April 2, 2026)

Nevertheless, the study found resistance from some building owners who view conservation regulations as constraints on business development and renovation. This conflict of interests poses one of the challenges to policy implementation.

From the perspective of bureaucratic structure, implementation has been supported by a division of tasks among local government agencies (OPDs) according to their respective authorities, with formal coordination mechanisms through meetings and informal coordination through direct communication. However, the study found that this dimension is the weakest aspect. The failure to establish the Cultural Heritage Zone Implementation Agency, as mandated by the Regional Regulation, has resulted in sectoral coordination and weak oversight. This situation is exacerbated by the automated licensing system based on the Online Single Submission (OSS) platform following the enactment of Government Regulation No. 8 of 2025, which reduces local authority's power to regulate business types and the visual appearance of buildings in the zone:

"Now that Government Regulation No. 8 of 2025 is in effect, all business permits are processed through the OSS application, so permits are issued automatically and the Tourism Office has no authority to exercise control. That is the obstacle we face in preserving the area designated as a Heritage Zone so that it truly aligns with its theme." (I4, interview, March 13, 2026)

This structural weakness is also acknowledged from the tourism perspective, where the existing organizational structure is considered too general to manage areas with specific characteristics, resulting in decision-making, oversight, and policy evaluation processes that have not yet functioned optimally:

"If we really want things to be more organized, there needs to be a dedicated sub-unit handling that. So far, the tourism structure in Malang City has indeed been quite simple." (I5, interview, March 13, 2026)

4.4 Supporting and Inhibiting Factors

The study identified several factors supporting policy implementation, namely the Malang City Government's commitment to heritage area

preservation, the active participation of cultural preservation communities, increasing public awareness of the area's historical value, and the development of a *heritage-based* tourism concept that promotes the sustainable use of the area. This support has made a positive contribution to the implementation of Local Regulation No. 1 of 2018.

On the other hand, policy implementation still faces several inhibiting factors, including limited conservation budgets, suboptimal coordination among organizations, the absence of a dedicated institutional body to manage heritage areas, and differing perceptions between the government and some building owners regarding the implementation of conservation policies. These factors have prevented the policy from fully achieving its intended objectives.

5. DISCUSSION

5.1 Communication in Cultural Heritage Policy Implementation

This study shows that communication is a key factor in the implementation of Malang City Regional Regulation No. 1 of 2018 on Cultural Heritage. Although the Malang City Government has conducted outreach, coordination, and information dissemination to various stakeholders, the research findings indicate that communication has not yet fully succeeded in fostering a uniform understanding of the objectives and mechanisms for heritage area preservation. These differences in understanding are particularly evident among some building owners and business operators who still view preservation policies as a constraint on economic activity rather than as an instrument for protecting cultural heritage.

These findings reinforce George C. Edwards III's (1980) theory of policy implementation, which asserts that the success of implementation is greatly influenced by the quality of communication specifically, its transmission, clarity, and consistency. Policy information that is not communicated evenly or understood consistently will lead to differing interpretations among implementers and target groups, thereby reducing the effectiveness of policy implementation.

The results of this study are also consistent with research by Kim *et al.*, (2023), which shows that open communication between the government, the public, and local communities increases public support for heritage area regeneration policies in South Korea. Similarly, Routh *et al.*, (2025) explain that participatory communication is a key prerequisite for building public trust in cultural heritage preservation policies. Conversely, communication that fails to reach all stakeholder groups tends to increase resistance to policy implementation.

In the context of the Kayutangan Heritage site, research findings indicate that communication has not yet fully evolved into a dialogic process involving all stakeholders. Public outreach remains dominated by an administrative approach; therefore, more participatory communication mechanisms are needed through public consultation forums, digital media, and more intensive collaboration with the heritage community. It is hoped that such an approach will foster a shared understanding of the importance of preserving heritage areas as both cultural assets and assets for regional development.

5.2 Resources in Heritage Policy Implementation

Research findings indicate that the availability of resources is a key factor influencing the effectiveness of the implementation of Malang City Regional Regulation No. 1 of 2018 on Cultural Heritage Sites. Although supported by competent officials and the participation of heritage communities, policy implementation remains hampered by budget constraints, limited technological support, and insufficient funding for conservation. These conditions hinder the optimal implementation of conservation programs, indicating that the success of policy implementation depends on the adequacy of human, financial, and technological resources, as well as institutional capacity.

These findings support George C. Edwards III's (1980) theory of policy implementation, which identifies resources as one of the primary determinants of successful policy implementation. According to Edwards III (1980), resources encompass not only the number of personnel but also the competence of officials, budget availability, information, authority, and supporting facilities. A well-designed policy will not result in effective implementation if the implementing organization lacks adequate resource capacity. In the context of heritage area conservation, the adequacy of resources becomes increasingly important because conservation activities require long-term investment, interdisciplinary experts, adequate information systems, and sustainable financial support.

These findings align with various international studies that emphasize the importance of sufficient resources in the management of heritage sites. Abdi *et al.*, (2025) found that limited funding, institutional capacity, and human resource competencies are the primary factors hindering the effectiveness of cultural heritage management. Haji *et al.*, (2025) also demonstrated that the success of heritage site conservation depends on institutional capacity, resource adequacy, and interagency coordination. In line with this, Min (2025) emphasized that organizational capacity building, the digitization of management processes, and government investment are critical factors in achieving sustainable heritage management.

Theoretically, these findings reinforce Edwards III's policy implementation model by demonstrating that resource adequacy encompasses not only budgets and human resources but also institutional capacity, technology utilization, and collaboration among stakeholders in heritage site management. Practically, the research results underscore the importance of strengthening conservation funding, enhancing the capacity of government officials, digitizing area management, and expanding partnerships with communities, universities, and the private sector to improve the effectiveness of policy implementation for the conservation of the Kayutangan Heritage Area.

5.3 Disposition and Bureaucratic Structure

The implementation of Malang City Regional Regulation Number 1 of 2018 is supported by a strong commitment from the Malang City Government, heritage communities, and the majority of the community to maintain the sustainability of the Kayutangan Heritage Area. However, this commitment has not been fully followed by a bureaucratic structure capable of integrating all stakeholders. The lack of a specific institution responsible for heritage area management has resulted in sectoral coordination between regional government agencies, resulting in suboptimal decision-making, oversight, and policy evaluation processes. This situation indicates that the success of policy implementation is determined not only by the commitment of implementers, but also by the effectiveness of institutional structures that support cross-organizational coordination.

These findings align with George C. Edwards III's (1980) policy implementation model, which identifies disposition and bureaucratic structure as two complementary dimensions in determining the success of policy implementation. Edwards III (1980) explains that disposition reflects the commitment, attitude, and willingness of implementers to carry out policies in accordance with established objectives, whereas bureaucratic structure relates to the clarity of the division of authority, operational procedures, and inter-agency coordination. Although implementers may possess a high level of commitment, policy implementation risks being ineffective if not supported by a well-coordinated bureaucratic structure, clear operational mechanisms, and an institutional system capable of facilitating collaboration among stakeholders.

The findings of this study are consistent with several international studies on the governance of heritage areas. Kim *et al.*, (2023) demonstrate that the success of heritage area regeneration is significantly influenced by the government's commitment to building *collaborative governance* capable of enhancing public trust and participation. Furthermore, Haji *et al.*, (2025) found that weak inter-institutional coordination was one of the main causes of the ineffective management of the Stone Town area in Zanzibar, despite strong support

from the government and the community. Kriswibowo *et al.*, (2025) also emphasize that the sustainable management of the Borobudur area requires an institutional structure capable of integrating the government, the public, academia, the business sector, and local communities through a *collaborative governance* approach.

Theoretically, these findings reinforce the Edwards III policy implementation model by demonstrating that implementers' commitment must be supported by an integrated bureaucratic structure for policy implementation to proceed effectively. In the context of *heritage governance*, the effectiveness of implementation depends not only on the attitudes of implementers but also on institutional capacity to foster cross-sectoral coordination. Practically, this study recommends the establishment of a specialized agency or coordination unit for the management of the Kayutangan Heritage Area, the development of more integrated coordination mechanisms among local government agencies, and the strengthening of partnerships with heritage communities and the private sector to support the sustainable preservation of the area.

5.4 Policy Implications for the Sustainable Governance of Cultural Heritage

The research findings indicate that the effectiveness of cultural heritage preservation policy implementation depends not only on individual implementation factors but also on the integration of communication, resources, disposition, and bureaucratic structures within a collaborative governance framework. These findings suggest that the successful preservation of heritage areas requires a coordinated institutional framework involving government agencies, local communities, heritage communities, academics, and the private sector, as opposed to a fragmented administrative approach (Edwards III, 1980; Ashworth & Tunbridge, 2000; Kim *et al.*, 2023).

This study contributes to the policy implementation literature by extending the application of the Edwards III policy implementation model to the context of heritage governance. Although Edwards III emphasizes organizational factors as determinants of successful policy implementation, the results of this study indicate that the effectiveness of these four implementation dimensions will be strengthened if supported by institutional coordination, collaboration between stakeholders, and community participation. Thus, policy implementation in cultural heritage management needs to be understood not only as an administrative process, but also as a governance process that integrates various actors to achieve sustainable cultural heritage preservation (Rodwell, 2007; Min, 2025).

From a practical perspective, the findings of this study indicate that the Malang City Government needs to

strengthen coordination among local government agencies through the establishment of an integrated heritage area management body, supported by sustainable conservation funding mechanisms, a digital-based heritage management system, and long-term partnerships with universities, heritage communities, and the private sector. This strategy is expected to enhance the effectiveness of policy implementation while supporting the achievement of Sustainable Development Goal (SDG) Target 11.4, which emphasizes the importance of protecting and preserving cultural heritage as part of sustainable urban development.

6. CONCLUSION

This study shows that the implementation of Malang City Regional Regulation No. 1 of 2018 on Cultural Heritage Sites in the Kayutangan Heritage Area is underway, but its effectiveness is still influenced by the quality of communication, the adequacy of resources, the commitment of implementers, and bureaucratic structures. Communication and coordination among stakeholders have been carried out, but have not yet fully resulted in a shared understanding. On the other hand, budget constraints, limited technological support, and the absence of an integrated management institution for the area remain major obstacles to policy implementation. Nevertheless, the commitment of the local government, the heritage community, and the public serves as a vital asset in supporting the sustainability of the Kayutangan Heritage Area's preservation.

Theoretically, this study expands the application of George C. Edwards III's policy implementation model by demonstrating that the success of heritage area conservation policy implementation depends not only on the four dimensions of implementation but also on the ability to integrate these dimensions into collaborative heritage governance. These findings confirm that institutional coordination, community participation, and multi-stakeholder collaboration are critical factors in achieving effective and sustainable policy implementation.

From a practical perspective, this study recommends that the Malang City Government strengthen cross-organizational coordination among local government agencies by establishing an integrated heritage area management unit, increase funding for conservation, utilize digital technology in area management, and expand partnerships with heritage communities, universities, and the private sector. These steps are expected to enhance the effectiveness of policy implementation while supporting the achievement of Sustainable Development Goal (SDG) 11.4 on the protection and preservation of cultural heritage as part of sustainable urban development.

This study has limitations because it focuses on a single heritage area in Malang City using a qualitative case study approach; therefore, the findings cannot yet

be generalized to all cultural heritage sites in Indonesia. Therefore, future research is recommended to conduct comparative studies across several heritage areas or to use a mixed-methods approach to examine the relationship between policy implementation, *heritage governance*, community participation, and the sustainability of heritage area management within a broader context.

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