

# GUBERNATORIAL POLICY ON PILGRIMAGE DEVELOPMENT IN BANTEN

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## Abstract

*The Banten Provincial Government has implemented various policies to manage religious tourism. These policies include infrastructure development, tourism promotion, and local community empowerment. In this study, several Banten areas became the focus of research or research places. Among them are: Banten Lama Sultanate Area (KKB), Sultan Maulana Yusuf Worship, and Sultan Ageng Tirtayasa Pilgrimage. This research will discuss the Pergub Policy on the development of the Banten pilgrimage. This research will see how the role of the government in this case the local government coordinates the pilgrimage sites in the Banten region, especially these 3 pilgrimage sites through policies issued by the Governor, Regent / Mayor. This research applies empirical legal research methods.. The approach uses Juridical Sociology, where this research is studied about what is behind the emergence of the application of the law. This research uses Primary Data sources, using direct interviews. Using secondary sources of legal information is beneficial in strengthening and expanding the findings of this research. The results of this study The revitalization of the Banten Lama Sultanate Mosque was carried out by the Provincial Government by involving several sectors, such as the PUPR Office, Tourism, Environmental Services, Transportation Services, and other sector lines. The reason for the revitalization of KKB is because the Icon of Banten, namely the Great Mosque of Banten, is located in the Old Banten Sultanate Area (KKB). Panembahan Sultan Maulana Yusuf Pilgrimage Currently, pilgrimage parties do not involve the role of local government in the management of the tomb. The Sultan Ageng Tirtayasa Pilgrimage is more worrying than the two pilgrimages that the author mentioned above.*

***Kata Kunci: Policy, Local Government, Religious Tourism.***

**Abstrak**

Pemerintah Provinsi Banten telah menerapkan berbagai kebijakan untuk mengelola wisata religi. Kebijakan tersebut antara lain pembangunan infrastruktur, promosi wisata, dan pemberdayaan masyarakat setempat. Dalam penelitian ini, beberapa daerah Banten menjadi fokus penelitian atau tempat penelitian. Diantaranya adalah: Kawasan Kesultanan Banten Lama (KKB), Pemujaaan Sultan Maulana Yusuf, dan Ziarah Sultan Ageng Tirtayasa. Penelitian ini akan membahas Kebijakan Pergub tentang pengembangan wisata ziarah Banten. Penelitian ini akan melihat bagaimana peran pemerintah dalam hal ini pemerintah daerah mengkoordinasikan tempat-tempat ziarah di wilayah Banten, khususnya 3 tempat ziarah ini melalui kebijakan yang dikeluarkan oleh Gubernur, Bupati/Walikota. Penelitian ini menerapkan metode penelitian hukum empiris. Pendekatan yang digunakan adalah Yuridis Sosiologi, dimana penelitian ini dikaji tentang apa yang melatarbelakangi munculnya penerapan hukum tersebut. Penelitian ini menggunakan sumber Data Primer, dengan menggunakan wawancara langsung. Dengan menggunakan sumber informasi hukum sekunder bermanfaat dalam memperkuat dan memperluas temuan penelitian ini. Hasil Penelitian Revitalisasi Masjid Kesultanan Banten Lama dilakukan oleh Pemerintah Provinsi dengan melibatkan beberapa sektor seperti Dinas PUPR, Pariwisata, Dinas Lingkungan Hidup, Dinas Perhubungan, dan lini sektor lainnya. Alasan dilakukannya revitalisasi KKB karena Ikon Banten yaitu Masjid Agung Banten berada di Kawasan Kesultanan Banten Lama (KKB). Ziarah Panembaban Sultan Maulana Yusuf Saat ini pihak ziarah kurang melibatkan peran pemerintah daerah dalam pengelolaan makam. Ziarah Sultan Ageng Tirtayasa lebih memprivatinkan dibanding kedua ziarah yang penulis sebutkan di atas.

**Kata Kunci:** Kebijakan, Pemerintah Daerah, Wisata Religi

## **INTRODUCTION**

The Banten Provincial Government has implemented various policies to manage religious tourism. These policies include infrastructure development, tourism promotion, and local community empowerment. Banten Province has great potential in the field of tourism. In the Decision of Law Number 23 Year 2000, the centre of government is located in Serang City, with an area of 9,662.92 KM<sup>2</sup>. Banten Province has 4 regencies and 4 cities, 155 sub-districts and 1,551 villages. Tourism plays a major role in increasing regional income and the surrounding community. For the surrounding community, religious tourism is very beneficial because it can open up jobs.

Furthermore, if we refer to Banten Province Regional Regulation (Perda) Number 06 of 2019 concerning the Banten Provincial Tourism Development Master Plan 2018-2025, one of the development sectors is religious tourism. This type of religious tourism can provide inner peace. Among the many religious tours in Banten Province are: Banten Lama Tourism, Panembahan Maulana Yusuf and Sultan Ageng Tirtayasa Pilgrimage which have very potential to be developed. This is proven by the number of tourists, both local and foreign, who have visited this pilgrimage site. Thus, this is very potential especially to improve the economy of the community and local government.

However, religious tourism in Banten Province has not been well managed as a whole, whether it is managed by the local government or by the community. In addition to not having effective regulations for the management of religious tourism. This is one of the factors inhibiting the management of religious tourism in Banten Province. Based on Presidential Regulation of the Republic of Indonesia Number 69 of 2019

concerning the Ministry of Tourism, it is stated that ‘The Ministry of Tourism is directly responsible to the President and is led by a Minister’.<sup>1</sup>

The government's role in developing and managing tourism includes providing the necessary infrastructure, expanding various tourist facilities, coordinating activities between government officials and the private sector, and organising promotion and marketing in general to other regions. Based on the background explanation above, the author tries to conduct research on “Gubernatorial Policy On Pilgrimage Development In Banten”

Judging from the role of the government in providing infrastructure that supports the pilgrimage of Panembahan Maulana Yusuf, it has not touched this pilgrimage. It's just that several related agencies and public officials have visited the pilgrimage site, but there has been no change in the Panembahan Maulana Yusuf pilgrimage site. This is also the same with the Sultan Ageng Tirtayasa shrine in the Tirtayasa area of Serang Regency Banten. Judging from the infrastructure, it is not much different between the Maulana Yusuf pilgrimage and the Sultan Ageng Tirtayasa pilgrimage.

This is inversely proportional to the Old Banten Sultanate Area Pilgrimage (KKB) which is very advanced and supportive in its infrastructure. The reason is that KKB is managed directly by the Region in this case the province. In contrast to the two pilgrimages above that have been mentioned, which are managed by the district/city government. This is very clear the difference because of the budget and rules that are not so supportive.

This research will discuss the Pergub Policy on the development of the banten pilgrimage. Where this research will look at how the role of the government in this case the local government coordinates the existing pilgrimage sites in the Banten region, especially these 3 pilgrimage sites through policies issued by the Governor, Regent / Mayor.

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<sup>1</sup> Shelby Adiba Fatima Zahra and Yeni Widyastuti, “Peran Dinas Pariwisata Provinsi Banten Dalam Program Kampung Wisata Pipitan Kota Serang,” *Epistemik: Indonesian Journal of Social and Political Science* 5, no. 1 (May 27, 2024): 44–54, doi:10.57266/epistemik.v5i1.278.

To strengthen the research discussion, the author searches and tracks various literature and previous research that have something to do with the problem studied by the author. And also a reinforcement that the author does not commit and reject the existence of plagiarism in other terms cheating in the work of others. After the author looks for some previous research results that are still relevant to the current research. Although there are several discussions that are interrelated, the author guarantees that there are still differences between previous research and current research. Previous research findings include:

First, Wahyu Hidayatulloh, et al. 'The Effect of the Sunan Gunung Djati Tomb Pilgrimage Tradition on Surrounding Community MSMEs', 2024, IAIN Sheikh Nurjati Cirebon. This research focuses on the impact of the pilgrimage tradition to the tomb of Sunan Gunung Jati on local Micro, Small and Medium Enterprises (MSMEs). The results of this study include increasing the income of the local community, especially for those who work as traders or service providers related to religious tourism. This tradition also encourages local economic growth by increasing the purchasing power of visitors. However, it is important to safeguard the environment and cultural values, as well as establish cooperation between the government, the community and MSME players to ensure the long-term benefits of the pilgrimage tradition to the tomb of Sunan Gunung Jati.<sup>2</sup>

Second, Shidqi Alana, Muhammad Reyhan, 'Development of Religious Tourism of the Banten Great Mosque Site in Serang City by the Banten Provincial Tourism Office', 2023, IPDN. This research focuses on the development of religious tourism at the Banten Great Mosque site. The result of this research is the development of religious tourism at the site of the Banten Great Mosque in Serang City provides benefits to the

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<sup>2</sup> Wahyu Hidayatulloh et al., "Pengaruh Tradisi Ziarah Makam Sunan Gunung Djati Terhadap Umkm Masyarakat Sekitar," *Ar Rosyad: Jurnal Keislaman Dan Sosial Humaniora* Vol. 2 No. 2, Juni2024 (2024): 81.

surrounding community, including business people and tourists. However there are some obstacles in its development, such as the lack of quality facilities and community participation. To overcome these problems, the local government seeks to improve the quality of human resources, as well as increase the quantity and quality of infrastructure and community participation.<sup>3</sup>

Third, Ubay Haki, 'Development of Sheikh Nawawi Al-Bantani Religious Tourism as an Effort to Improve the Economy of the Community in Tanara District, Serang Regency', 2022, Bina Bangsa University. This research focuses on the religious tourism of Sheikh Nawawi Al-Bantani in the field of creative economy. The research shows that there are 15 religious tourism locations in Tanara District. The obstacles faced include the lack of facilities and infrastructure, the weak capacity to sustain local resources for the existence of tourist attractions, and the lack of religious-themed tourism marketing. To overcome these obstacles, the strategies that can be done are the development of tourism facilities and infrastructure, the development of local resources, and the development of marketing.<sup>4</sup>

## RESEARCH METHODE

This research applies empirical legal research methods. Empirical legal research or what is known by other terms is usually called sociological

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<sup>3</sup> Shidqi Alana and Muhammad Reyhan, "Pengembangan Wisata Religi Situs Masjid Agung Banten Di Kota Serang Oleh Dinas Pariwisata Provinsi Banten" (Skripsi, IPDN Jatinangor, 2023).

<sup>4</sup> Ubay Haki, "Pengembangan Wisata Religi Syekh Nawawi Al-Bantani Sebagai Upaya Mensejahterakan Ekonomi Masyarakat Di Kecamatan Tanara Kabupaten Serang," *Jurnal Bina Bangsa Ekonomika* 15, no. 2 (August 8, 2022): 587–600, doi:10.46306/jbbe.v15i2.202.

legal research or also called field research.<sup>5</sup> We can conclude that empirical legal research is a method or way of research which sees the law or the Law working in society. The approach uses Juridical Sociological, where this research is studied regarding what is behind the appearance of the application of legislation. This research uses Primary Data sources, using direct interviews. This data source is very relevant to the title of the research which discusses the Governor's Regulation Policy towards the Development of the Banten Pilgrimage. Using secondary sources of legal information is very useful to strengthen and expand the findings of this research. Secondary data collection sources include a collection of expert opinions, books, theories, and journals or other research findings. The second way to collect data is by conducting a literature review of sources relevant to the research topic taken. This research uses descriptive analysis techniques, namely researchers describe legal events or legal circumstances as they are. The process and data collection in this research focuses on specific questions and general questions. Inductive reasoning is the quality of drawing conclusions from specific things to general things.

## **RESULT AND DISCUSSION**

### **1. The Role Of Local Government In The Development Of Pilgrimage In Banten**

Banten Province was formed on the basis of Law Number 23 of 2000 concerning the Establishment of Banten Province (LN RI 2000 Number 128, Addaan LN RI Number 410). Banten Sultanate is one of the sultanates in this archipelago, and was established before the existence of Banten Province. Banten Sultanate has existed since 1526 AD. Banten is also mentioned in 'Tome Pires' travel notes (1513 AD) and this can be a reference material as evidence of the existence of the Sultanate of Banten.

In this study, several Banten areas became the focus of research or research sites. Among them are: Old Banten Sultanate Area (KKB), Sultan

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<sup>5</sup> Jonaedi Efendi and Johnny Ibrahim, *Metode Penelitian Hukum Normatif Dan Empiris*, Pertama, vol. Cetakan Ke-3 (Jakarta: Kencana, 2020).

Maulana Yusuf's Worship, and Sultan Ageng Tirtayasa's Pilgrimage. According to the explanation of the caretaker of the Old Banten Sultanate Area, he said 'Since the revitalisation of the Old Banten Sultanate Area, the number of tourists visiting tends to increase from before the revitalisation, especially in certain months'.<sup>6</sup> This pilgrimage place is very crowded visited by tourists both local and foreign. The local community around the old Banten Sultanate area can fulfil their needs from this pilgrimage. But since this revitalisation, there have been social changes who come to visit the old Banten area, namely those who initially came only to pray now it is not uncommon for tourists to come only for tourism and not to pray.

The revitalisation of the Banten Lama Sultanate Area Mosque was carried out by the Provincial Government by involving several sectors. Such as the PUPR Office, Tourism, Environmental Service, Transportation Service, and other sector lines. The reason for the revitalisation of KKB is because the Banten Icon, namely the Banten Great Mosque, is located in the Old Banten Sultanate Area (KKB). And the coordinator in this revitalisation is the PUPR Office of Banten Province. With this revitalisation, the local government hopes 'so that the city district government can be motivated to move together to build a more advanced Banten'.<sup>7</sup> The Provincial Government does not see development based on the city or district area as long as it is still in the Banten Province area. The local government is ready to assist in the field of regional development, one of which is the Rangga Wulung Labak Banten Pilgrimage Site.

The role of the local government through the Tourism, Youth and Sports Office of Serang City is to increase religious tourism, especially in the Old Banten Area (KKB). With the right of Regional Autonomy, it gives authority to local governments to develop and build regional tourism. So the local government manages its own household affairs without any interference from other parties. Thus, local governments may or are authorised to prepare a National Tourism Development Master Plan. Based

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<sup>6</sup> TB Faiz, *Kawasan Kesultanan Banten Lama*, 2024.

<sup>7</sup> Kabid Destinasi, *Wawancara Dengan Pihak Dispar Provinsi Banten*, Observasi, September 28, 2024.

on Article 30 of Law Number 10 of 2009 concerning Tourism, it states that "The Regency or city government is authorised to prepare and implement the Regency / City Development Master Plan".<sup>8</sup> The Sultan Maulana Yusuf Panembahan Pilgrimage is under the authority of the Department of Youth, Sports and Tourism of Serang City (DisporaPar). Serang City has tremendous potential in the field of creative economy tourism. DisporaPar of Serang City does not yet have a policy related to the management of the Sultan Maulana Yusuf Panembahan Pilgrimage, but there is only a Draft Law (Bill) related to the Creative Economy including those in the field of Tourism. The City Government through this related agency does not dare to take action if there is no legal basis. This is one of the inhibiting factors. With this bill being a light or solution to solve existing problems. Regulations must also continue to be socialised to the community so that everyone can obey and obey the rules that have been made. At this time, the pilgrimage party does not involve the role of the local government in the management of the tomb. The hope of kenadziran for the Panembahan Sultan Maulana Yusuf pilgrimage is "So that the government can get involved in the construction of UMKM Places and Terminals".<sup>9</sup> The last revitalisation was around 2004 at the Panembahan Sultan Maulana Yusuf Pilgrimage.

The Sultan Ageng Tirtayasa Pilgrimage is even more worrying than the two pilgrimages mentioned above. This pilgrimage does not even have a letter of assignment and the formation of Kenadziran, unlike in the old Banten Sultanate area and Panembahan Sultan Maulana Yusuf. There is even a Sultan Ageng Tirtayasa pilgrimage land that is occupied by many people around the cemetery and some even sell the land of the sultan's pilgrimage. The access to the shrine is less favourable although the location of the shrine is very strategic which is located on the side of the road, but for lighting both the road and the cemetery area is still less supportive. As a result, the charisma of the Pilgrimage is reduced due to this. Based on the results of interviews with the keeper of the Sultan Ageng Tirtayasa tomb

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<sup>8</sup> KemenPar RI, "Pasal 30 Undang-Undang No. 10 Tahun 2009 tentang Kepariwisataaan yaitu Pemerintah kabupaten/kota berwenang menyusun dan menetapkan rencana induk pembangunan kepariwisataan kabupaten/kota" (KemenPar RI, 2009).

<sup>9</sup> TB Faiz, Panembahan Maulana Yusuf, Observasi, September 17, 2024.

said 'Public Policy should support Religious tourism'.<sup>10</sup> The management of the tomb depends on the tourists who visit, but the facilities in the pilgrimage area meet the standards, namely the presence of bathrooms, prayer rooms, and ablutions. For the tourists who visit there are also some who come from foreign countries such as from Europe, Africa, and Japan. There have been related agencies to survey the Sultan Ageng Tirtayasa pilgrimage but there has been no change. In the cemetery area there are six tombs, one of which is Sultan Ageng Tirtayasa. The problems that exist in this pilgrimage area are very complicated, there needs to be an immediate solution that must be bargained for and involve several community leaders, academics, the government represented by related agencies and other cross-sectors to solve the existing problems.

Based on the Memorandum of Agreement between the Banten Provincial Government, the City of Serang and the Serang Regency Government on the Management and Revitalisation of the Banten Lama Area Article 2 Scope paragraph 2 Delineation of Areas based on the authority to manage the area within the scope of this Joint Agreement are:<sup>11</sup>

First Party: The territorial authority covers the main square; Surosowan Palace area; Kaibon Palace area; Speelwijk area; High Pecinaan area; Amphitheater, Canal and its border and Islamic Centre.

Second Party: Regional authority covers: the Tourism Support Area (KPW), Sukadiri Terminal.

Third Party: The authority of the area covers: the Tasikardi area.

## **2. Local Community Participation In Banten Pilgrimage Development**

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<sup>10</sup> Penjaga Makam, Penziarahan Sultan Ageng Tirtayasa, September 18, 2024.

<sup>11</sup> Gubernur Banten, "Kesepakatan Bersama Antara Pemerintah Provinsi Banten Pemerintah Kota Serang dan Pemerintah Kabupaten Serang Tentang Pengelolaan Dan Revitalisasi Kawasan Banten Lama" (Gubernur Banten, 2022).

Tourism development, especially religious tourism in Banten Province, is certainly very dependent on the participation of local communities. The local government has encouraged the development of religious tourism, which focuses on empowering MSMEs for local communities. Local communities can also be empowered to improve the local economy through increased tourist visits in addition to caring for and maintaining historical sites. Some steps that have been taken by the local government:<sup>12</sup>

MSME Empowerment: Religious tourism development certainly contributes to the economy of the local community. This is as we all know in the place of pilgrimage there are many MSMEs that participate in opening stalls. As in the place of Religious Tourism in the Old Banten Sultanate Area (KKB), Panembahan Sultan Maulana Yusuf and at the Sultan Ageng Tirtayasa Pilgrimage. Preservation of historical sites: Local communities play an important role in preserving and maintaining historical sites. Such as the Great Mosque of Banten, Museum, Cemetery Area.

Collaboration with Academics: The local government can invite academics to take part in this religious tourism. One of the steps that can be taken is through research conducted by academics. The community around the cemetery is still not aware of the importance of tourism potential owned by them. In the management of parking, the turnover goes to each person. As for the management in the field of pilgrimage land, it is managed by the village and entered into village assets. The pilgrimage area has received little attention from either the provincial or district government. Therefore, the conditions that exist in the religious tourism of Sultan Ageng Tirtayasa Pilgrimage are very complicated and

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<sup>12</sup> Shidqi Alana and Muhammad Reyhan, "Pengembangan Wisata Religi Situs Masjid Agung Banten Di Kota Serang Oleh Dinas Pariwisata Provinsi Banten."

the management of the pilgrimage depends on the charity of tourists who visit.

People will be motivated to contribute to the development of tourist attractions if they know what they need help with and the reasons behind it. They will be interested in supporting the development of tourist attractions once they realise the positive benefits they will get from it. But in reality, the general level of understanding and awareness of tourism still needs to be improved.<sup>13</sup>

The development of tourist areas uses an open model, so that there is interaction between the activities of local communities providing tourism services. Cemeteries that have a distinctive culture now appear uniform. The touch of modernity is seen in various aspects, ranging from the addition of buildings, ways of dressing, behaviour, to other symbols. This affects the behaviour, lifestyle and culture of the local community. Supervision is an important element in the implementation of planning. With supervision, the planning expected from management can be carried out and managed properly. The task of the management is to supervise all activities carried out by the congregation.

## **CONCLUSION / KESIMPULAN**

Based on the Memorandum of Agreement between the Banten Provincial Government, the City of Serang and the Serang Regency Government on the Management and Revitalisation of the Banten Lama

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<sup>13</sup> Tomy Saladin Azis, "Kontribusi Wisata Religi Dalam Pengembangan Ekonomi Masyarakat Di Lingkungan Astana Gunung Jati Kabupaten Cirebon Tomy Saladin Azis IAIN Syekh Nurjati Cirebon," *Komitmen: Jurnal Ilmiah Manajemen* Vol. 4 No. 2, 2023 (2023): 9.

Area Article 2 Scope paragraph 2 Delineation of Areas based on the authority to manage the area within the scope of this Joint Agreement are:

First Party: Regional authority covers: Main Square; Surosoan Palace area; Kaibon Palace area; Speelwijk area; High Pecinaan area; Amphitheater, Canal and its border and Islamic Centre. Second Party: Regional authority covers: the Tourism Support Area (KPW), Sukadiri Terminal. Third Party: The authority of the area covers: the Tasikardi area.

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