Policy Implementation Model of the *Sumedang Puseur Budaya Sunda (SPBS)* in the Sumedang Regency Government

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Abstract

This study analyzes the implementation of *Sumedang Puseur Budaya Sunda* (SPBS) policy in Sumedang Regency, as regulated by Regional Regulation Number 1 of 2020. This policy aims to establish Sumedang Regency as the center of Sundanese culture by integrating cultural values into government administration and regional development. The study employs a qualitative approach with a case study method. The findings indicate that although government officials understand the policy's objectives, its implementation in the field remains suboptimal. The main obstacles include ineffective socialization, low community participation in cultural preservation, limited human resources and budget, and insufficient coordination between government agencies and stakeholders. This study proposes an alternative implementation model that emphasizes increased collaboration between the government, the community, and the private sector. The model encourages active community participation in policy formulation and implementation and the development of culture-based programs aligned with local needs. The SPBS policy holds significant potential to strengthen Sundanese cultural identity and improve community welfare. However, its success requires a more integrated and sustainable approach. This research is expected to contribute to the development of culture-based public policies in Sumedang Regency and serve as a reference for studies in public administration and cultural policy.

Keywords*: Policy Implementation, Sumedang Puseur Budaya Sunda.*

INTRODUCTION

Indonesia, as a country with rich cultural diversity, faces challenges in preserving local wisdom amidst the currents of globalization and modernization. The Sumedang Regency Government, through the *Center for Sundanese Culture* policy or *Sumedang Puseur Budaya Sunda* (SPBS) in Sundanese, strives to establish Sumedang as the center of Sundanese culture by integrating cultural values into government administration and regional development. This policy reflects the local government's commitment to preserving and promoting local wisdom as a cultural identity that must be maintained (Huntington, 2021; Setiawan, 2022).

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The implementation of cultural preservation policies requires active involvement from various actors, including the government, society, artists, and the private sector (Edward III, 1980; Sabatier & Mazmanian, 1983). The success of policy implementation largely depends on effective coordination among stakeholders and the availability of adequate resources (Widodo, 2018; Nugroho, 2020). Furthermore, cultural preservation policies require effective communication strategies to ensure public understanding of the policy's objectives and benefits (Effendi, 2019; Kurniawan, 2021).

However, there are several barriers that hinder the effectiveness of SPBS policy implementation in Sumedang Regency. Previous research indicates that a lack of socialization and communication strategies results in low public understanding and participation in supporting cultural policies (Wibowo, 2020; Yuniarti, 2021). Additionally, limited human resources and budgets pose challenges to the execution of cultural programs (Santoso, 2022; Hidayat, 2023). Weak coordination between government agencies and stakeholders also remains a significant obstacle to public policy implementation (Suharto, 2018; Prasetyo, 2021).

This study aims to analyze the implementation of the SPBS policy in Sumedang Regency, identify the factors that hinder policy effectiveness, and propose a more effective alternative implementation model. By understanding existing obstacles and exploring potential solutions, it is hoped that the SPBS policy can be optimally implemented to achieve the goals of preserving Sundanese culture and improving the welfare of the Sumedang community (Ananda, 2022; Rahmawati, 2023).

LITERATURE REVIEW

Public policy implementation is the process of executing political decisions in the form of programs aimed at achieving specific outcomes within society (Van Meter & Van Horn, 1975). According to Edward III (1980), four main factors influence the success of policy implementation: (1) effective communication, (2) adequate resources, (3) the disposition or attitude of implementers, and (4) the bureaucratic structure. Ambiguity in communication or coordination can lead to ineffective policy implementation.

Grindle (1980) adds that the content of policy and context of implementation are critical factors in policy success. Policies that are clear and consider socio-cultural conditions are more likely to be accepted by the community. In the case of the *Sumedang Puseur Budaya Sunda* (SPBS) policy, ineffective communication and limited resources are the primary barriers to successful implementation.

The collaborative approach emphasizes cooperation between the government, society, and the private sector in implementing policies (Ansell & Gash, 2008). Collaboration allows for shared responsibilities and resources, which are essential for culture-based policies. Emerson

et al. (2012) argue that effective collaboration requires trust, open communication, and long-term commitment from all stakeholders.

Research by Agranoff & McGuire (2003) shows that policies involving multi-stakeholder actors are more successful as they integrate diverse perspectives and capacities. In the context of SPBS, collaboration involving cultural communities, academics, and the private sector can be a solution to overcome resource limitations and enhance public participation.

Effective communication is a key element in policy implementation (Edward III, 1980). According to Rogers (2003), an effective communication strategy involves public participation in disseminating information and understanding the policy. Proper socialization enhances public comprehension and strengthens support for the policy. In the SPBS policy, ineffective communication has led to a lack of public understanding of the policy's goals and benefits. Parsons (2005) emphasizes that successful implementation depends on the government's ability to convey information clearly and consistently.

A culture-based policy implementation model emphasizes integrating local cultural values into the policy process (Sabatier & Weible, 2014). Howlett et al. (2009) argue that this model requires a participatory approach where the community is involved in every stage of implementation, from planning to evaluation. Ostrom (2011) proposes the polycentric governance approach, which highlights the importance of multi-level cooperation in policy implementation, especially for community-based policies. In the context of SPBS, this model can be used to strengthen relationships between local government, cultural communities, and the private sector to improve policy effectiveness.

Although various studies have discussed public policy implementation and the importance of collaboration in culture-based policies (Edward III, 1980; Ansell & Gash, 2008; Emerson et al., 2012), several research gaps remain unaddressed:

1. Limited Research on the Implementation of Cultural Policies at the Local Context
   Most previous studies focus on policy implementation at the national or regional levels, while this research specifically explores the SPBS policy at the district level. This local focus contributes to understanding the implementation of cultural policies within local government environments.

2. Lack of Discussion on Communication Strategies in Cultural Policies
   Previous research has emphasized bureaucratic and collaborative factors but has not thoroughly examined how effective communication strategies can strengthen cultural policy implementation. This study fills that gap by analyzing how communication affects public understanding and support for the SPBS policy.

3. Suboptimal Analysis of Multi-Actor Collaboration in Cultural Policies

   Although collaboration in public policy has been widely studied (Ansell & Gash, 2008; Agranoff & McGuire, 2003), there is limited research on how collaboration between government, society, academics, and the private sector can be effectively implemented in local cultural policies. This study offers a culture-based collaborative model to address implementation challenges in the SPBS policy.

4. Integration of Culture-Based Implementation Models with Collaborative Approaches

   This research integrates the culture-based implementation model (Sabatier & Weible, 2014) with the multi-actor collaborative approach (Emerson et al., 2012) to create a comprehensive solution for the SPBS policy.

   By addressing these gaps, this study aims to provide both theoretical and practical contributions to developing more effective and sustainable cultural policies at the local government level.

METHOD

This study uses a qualitative approach with a case study method to analyze the implementation of the *Sumedang Puseur Budaya Sunda* (SPBS) policy in Sumedang Regency. The qualitative approach was chosen because it allows researchers to understand the phenomenon in depth, especially regarding how the SPBS policy is implemented, the inhibiting factors faced, and alternative models that can be applied to increase policy effectiveness (Yin, 2018). The design of this study is descriptive-analytical, which aims to provide a comprehensive picture of the policy implementation process, the roles of the actors involved, and the obstacles that arise in implementation. Through this approach, researchers can explore various perspectives from stakeholders who are directly involved in the policy (Creswell & Poth, 2018). Data collection was carried out through three main techniques, namely in-depth interviews, participant observation, and documentation studies. In-depth interviews were conducted with various related parties, such as local government officials, the community, local artists, and the private sector. This interview aims to explore information about their understanding of the SPBS policy, the roles they play, and the challenges faced in implementing the policy (Kvale, 2007). In addition to interviews, participant observation was conducted by directly observing the implementation process in the field, including community involvement in various cultural activities. This observation provides an empirical understanding of how policies are implemented at the local level and how communities respond to them (Spradley, 2016). Documentation studies were conducted by analyzing various official documents, such as Regional Regulation Number 1 of 2020 concerning SPBS, program implementation reports, and other relevant publications. Analysis of these documents is important for

understanding the legal basis, policy objectives, and achievements that have been achieved (Bowen, 2009).

The data obtained were analyzed using the interactive analysis model from Miles, Huberman, and Saldaña (2014). This analysis process is carried out in three stages, namely data reduction, data presentation, and drawing conclusions. At the data reduction stage, the information collected is selected and filtered to obtain data that is relevant to the focus of the research. Furthermore, the selected data is presented in the form of descriptive narratives and thematic matrices to facilitate interpretation. In the final stage, researchers draw conclusions based on the patterns of findings that emerged during the analysis process, which are then verified repeatedly to ensure the validity of the research results.

To ensure the validity and reliability of the data, this study uses source and method triangulation techniques (Patton, 2015). Triangulation is done by comparing the results of interviews, observations, and documents to ensure the consistency and accuracy of the findings. With this approach, the study is expected to be able to provide a holistic and in-depth picture of the implementation of the SPBS policy in Sumedang Regency and offer alternative models that are more effective in its implementation.

RESULTS AND DISCUSSION
Implementation of the *Sumedang Puseur Budaya Sunda* Policy in the Government of Sumedang Regency

The implementation of regional autonomy not only provides local governments the flexibility to manage governmental affairs independently but also opens opportunities to integrate local cultural values into governance and development. In practice, the integration of local culture can be realized in two forms. First, in the material aspect, such as the use of cultural symbols in official attributes, building architecture, and other visual elements representing regional identity. Second, in the non-material aspect, which includes the application of local values, norms, and language in various governmental processes. In line with this, many regions with distinctive cultural heritage adopt local cultural elements in their governance and development systems. This effort is manifested through policies that affirm regional identity as part of preserving and strengthening local culture.

Aligned with this condition, Sumedang Regency—part of West Java Province with deep-rooted Sundanese cultural heritage—has integrated local cultural values into its governance and regional development. This commitment is realized through a policy known as *Sumedang Puseur Budaya Sunda* (SPBS), which emphasizes Sumedang's role as the center of Sundanese culture.

The *Sumedang Puseur Budaya Sunda* (SPBS) policy, based on the Regent Regulation, aims to strengthen the protection, development, and utilization of Sundanese culture in governance, development, and community life (Sumedang Regent Regulation No. 113 of 2009 on

SPBS). This policy has three main objectives: to build a strong governmental apparatus identity, to enhance regional competitiveness through Sundanese culture-based development, and to create a "nyunda" society—a community that upholds Sundanese cultural values in daily life (Regent Regulation on SPBS, Article 2, Paragraph 1).

The implementation of the *Sumedang Puseur Budaya Sunda* (SPBS) policy, which has been ongoing for over a decade, has yet to fully achieve the intended outcomes outlined in the Regent Regulation on SPBS (Article 2, Paragraphs 1 and 2). This is evident in the three main policy objectives, which serve as indicators of SPBS's successful implementation but remain unrealized in practice:

First, fostering a governmental apparatus with an identity based on Sundanese culture. In practice, this effort is mainly symbolic, such as the adoption of traditional Sundanese attire and the use of the Sundanese language within the local government environment. However, the embodiment of Sundanese cultural values in the attitudes, mindsets, and decision-making processes of government officials has not been fully realized. This gap is evident in both governance and regional development practices.

Second, the application of Sundanese cultural values as the foundation for regional development remains unclear. It is uncertain whether Sundanese culture genuinely forms part of the development programs implemented by the Sumedang Regency Government, whether it serves as a guiding principle in the development process, or whether it informs the direction of regional development policies. This ambiguity complicates the assessment of how deeply regional development is rooted in Sundanese cultural values.

Since the position of Sundanese cultural values in regional development remains undefined, the development approach in Sumedang Regency does not differ significantly from other areas in West Java with similar Sundanese cultural backgrounds. Moreover, the concept of culture-based development tends to be reduced to physical infrastructure projects with Sundanese-themed ornamentation, rather than a substantive integration of cultural values into policies and programs.

Additionally, various development programs outlined in the Regent Regulation on SPBS—such as poverty alleviation based on Sundanese culture, agricultural and people-centered economic development rooted in Sundanese values, and raising legal awareness through a cultural approach (Article 7, Paragraph 2)—are difficult to distinguish from other development initiatives that do not focus on Sundanese culture. As a result, the tangible differences and concrete impacts of these programs on the community remain unclear.

Third, from a societal perspective, the implementation of the SPBS policy has yet to fully achieve its primary goal: shaping a Sumedang community that upholds Sundanese cultural values, known as a "nyunda" society. In practice, efforts to preserve Sundanese culture are mainly reflected in cultural performances and traditional rituals

rather than in the integration of Sundanese values into everyday life. Consequently, Sundanese culture has not fully become a foundation for shaping the character and behavior of the people of Sumedang Regency in their social lives.

Factors Affecting the Ineffectiveness of the Implementation of the *Sumedang Puseur Budaya Sunda* Policy in the Sumedang Regency Government

The *Sumedang Puseur Budaya Sunda* (SPBS) policy, initiated by the Sumedang Regency Government, aims to preserve and develop Sundanese culture. However, the implementation of this policy has not been entirely effective due to various challenges. One of the primary factors hindering the effectiveness of the SPBS policy is the lack of practical integration of Sundanese cultural values into policy implementation. Although these values are identified in policy documents, their application remains philosophical and has not been translated into concrete operational actions. This ambiguity is caused by several issues, including the absence of clear operational guidelines for policy implementers. Without a structured guide, it is difficult for field officials to incorporate cultural values into governance and development practices. Furthermore, the diverse interpretations of cultural values among different stakeholders often lead to misunderstandings or even conflicts during policy implementation.

The SPBS policy also tends to focus on formal and administrative aspects, while the integration of cultural values into daily governance activities receives less attention. This lack of integration has significant implications, including the potential loss of cultural identity among the community, especially among younger generations who are increasingly disconnected from their cultural heritage. Additionally, when communities feel that their values are not accommodated in policies, they are more likely to reject or disengage from government programs, leading to low participation. The unclear implementation also results in inefficiency and resource wastage.

To address these challenges, several strategic steps need to be taken. First, the development of clear and applicable operational guidelines is crucial to provide policy implementers with a concrete reference for integrating Sundanese cultural values into government programs. Second, the government should offer training and education for civil servants and other stakeholders to enhance their understanding of cultural values and how to implement them in public policies. Third, increasing community involvement in the policymaking process through public discussions and consultations is essential. Active community participation can ensure that cultural values deemed important by the public are effectively integrated into policy frameworks. Lastly, regular monitoring and evaluation of policy implementation are necessary to identify obstacles and facilitate continuous improvement. Through these measures, Sundanese cultural

values can become more than just theoretical concepts—they can be practically implemented in government policies and programs.

Aside from the challenge of cultural integration, the limited involvement of stakeholders also hinders the implementation of the SPBS policy. This policy requires active participation from various sectors, including the community, academics, and private entities. However, in practice, most initiatives are still dominated by the local government, while contributions from other stakeholders remain minimal. This lack of involvement leads to insufficient support and collaboration necessary for effective policy implementation. When communities are not included in the policymaking and implementation processes, they are less likely to feel a sense of ownership over the policy, resulting in low participation in cultural preservation programs. Additionally, inadequate public dissemination of the policy's objectives and benefits has led to a lack of public understanding and support.

To enhance stakeholder involvement, the government can take several strategic measures. One such measure is establishing discussion forums that involve all relevant stakeholders to share ideas, provide feedback, and foster collaboration. Continuous public outreach and education efforts about the importance of the SPBS policy can also increase awareness and public support. Furthermore, building partnerships with academic institutions and the private sector can strengthen collaboration and leverage broader resources. By encouraging active participation from diverse stakeholders, the SPBS policy can be implemented more effectively and sustainably.

Another factor impeding the implementation of the SPBS policy is the limited availability of resources and funding. Insufficient budget allocation restricts the execution of various programs designed to preserve and promote Sundanese culture. Without adequate financial support, the local government struggles to carry out cultural initiatives effectively. This challenge was exacerbated by external circumstances, such as the COVID-19 pandemic, which redirected a significant portion of the budget toward public health emergencies, delaying or canceling many cultural programs. Additionally, the rapid advancement of digital technology presents new challenges. Although digitalization offers vast opportunities to promote Sundanese culture through digital platforms, limited funding prevents the local government from fully utilizing these technologies. For instance, producing high-quality digital content requires significant investment, which is difficult to sustain without adequate financial backing.

To overcome budgetary constraints, policies must prioritize the allocation of sufficient resources for the SPBS program. The local government can seek additional funding through partnerships with the private sector via Corporate Social Responsibility (CSR) programs. Furthermore, diversifying funding sources through cultural grants or support from philanthropic organizations can provide alternative financial resources. Leveraging cost-effective digital platforms, such as social media and online content sharing, can also be an efficient way to

promote Sundanese culture. With the right strategies for managing resources and budgets, the implementation of the SPBS policy can become more effective and achieve its goal of preserving Sundanese cultural heritage sustainably.

The ineffectiveness of the *Sumedang Puseur Budaya Sunda* (SPBS) policy implementation in the Sumedang Regency Government is caused by several key factors within the policy context. The dominance of local government power without adequate community involvement creates a top-down policy approach. The diverse interests of actors that do not always align with policy objectives pose challenges to building effective collaboration. Inadequate communication, mobilization, and collaboration strategies further slow-down policy implementation. Additionally, the bureaucratic nature of institutions, weak inter-agency coordination, and a lack of competent human resources are major obstacles. Low stakeholder compliance and limited institutional responsiveness also contribute to the slow and ineffective execution of the policy.

To enhance the effectiveness of the SPBS policy, a more inclusive, participatory, and collaborative approach is required. This approach should actively and sustainably involve all stakeholders in the policymaking and implementation processes.

The Policy Implementation Model of *Sumedang Puseur Budaya Sunda* in the Sumedang Regency Government

The implementation model of the *Sumedang Puseur Budaya Sunda* (SPBS) policy in Sumedang Regency can be analyzed using Merilee S. Grindle's (1980) policy implementation framework, which includes the top-down and bottom-up approaches. The top-down approach emphasizes the role of policymakers, such as the local government, in formulating and directing policy implementation. In the context of SPBS, the local government, through agencies like the *Department of Culture, Tourism, Youth, and Sports (DISBUDPARPORA)* and the *Sumedang Cultural Council*, is responsible for setting objectives, allocating resources, and ensuring effective execution. Clear instructions, decision-making authority, and an organized structure are essential for successful implementation. Meanwhile, the bottom-up approach highlights the importance of community involvement and stakeholder participation. In SPBS, the active engagement of the community, cultural practitioners, and artists is crucial to aligning policy objectives with local needs. Public feedback is also vital to refine and improve ongoing programs.

The integration of both approaches enhances policy effectiveness by combining governmental directives with local participation. However, the implementation of SPBS faces several challenges, including limited resources, low community participation, insufficient socialization, weak inter-agency coordination, and misaligned priorities between the government and the public. Addressing these issues requires a

comprehensive strategy that accommodates both policy directives and local responses.

This study, based on Grindle's framework, emphasizes two key dimensions: policy content and policy context. It proposes a multidimensional approach by involving multiple stakeholders to ensure a holistic understanding of policy implementation. Specific barriers, such as limited synergy between the government and the public, funding constraints, and underutilized private sector involvement, are also identified. An innovative implementation model is suggested, integrating Sundanese cultural values with regional governance and economic development to enhance community welfare. The study highlights the role of youth in cultural preservation, recognizing their potential to sustain cultural heritage through active participation. Additionally, it recommends strengthening stakeholder collaboration among the government, community, and private sector while expanding public education and outreach to increase awareness and support for the SPBS policy. Ultimately, a successful implementation model requires a balance between government authority and community engagement to sustain and promote Sundanese cultural heritage.

CONCLUSION

The implementation of the *Sumedang Puseur Budaya Sunda* policy in Sumedang Regency has not been effective because it is influenced by several inhibiting factors, namely the lack of communication strategies that lead to minimal public understanding, low community participation in cultural programs, limited human resources and budget, and lack of coordination between agencies and stakeholders. To overcome these obstacles, a collaboration-based implementation model is needed that involves the government, community, academics, and the private sector. In addition, increasing comprehensive education and socialization is the key to building awareness and active community participation in supporting and preserving Sundanese cultural values in Sumedang Regency.

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