

IMPLEMENTATION OF THE CLIMATE-CONCERNED VILLAGE POLICY IN MEKARMULYA VILLAGE, TALEGONG DISTRICT, GARUT REGENCY

Husni Farhani M, M. Ridwan Caesar, Fadlan Abdillah, Iin Endah Setyawati*, Cecep Sapardin

Universitas Al-Ghifari Bandung, Indonesia
*E-mail: iin.endah19@gmail.com**

Article History

Received: 15 July 2025

Accepted: 15 August 2025

Published: 30 August 2025

Abstract

This study aims to analyze the implementation of the Climate Care Village Policy (Desa Peduli Iklim) in Mekarmulya Village, Talegong District, Garut Regency. This policy is part of a national program focusing on community-based climate change mitigation and adaptation. The research method used is descriptive qualitative with data collection techniques through interviews, observations, and literature studies. The results show that the implementation of the policy has not been optimal due to limited human resources, lack of socialization, and weak village bureaucratic structure. Communication, resources, disposition, and bureaucratic structure are the main factors determining the success of the policy as stated by Edward III. Efforts to improve implementation can be carried out through strengthening village apparatus capacity, forming special working units, and increasing community participation.

Keywords: Public Policy Implementation, Climate Care Village, Public Administration.

A. INTRODUCTION

Climate change has established itself as the most pressing and multidimensional challenge facing the global community this century. This phenomenon, triggered by the accumulation of greenhouse gas (GHG) emissions from anthropogenic activities, transcends political and geographical boundaries, undermining ecological and socio-economic stability (Humaida N, 2024). The manifestations of this crisis are very real and massive, seen in the increase in the average temperature of the Earth's surface, drastic changes in rainfall patterns, the intensification of extreme weather events, and the rise in sea levels that threaten coastal areas (Antarissubhi et al., 2023). Its destructive impacts are no longer merely scientific predictions but are a reality witnessed and experienced by millions of people worldwide, demanding a structured and swift collective response from all levels of government.

For Indonesia, an archipelagic nation with a geographically highly vulnerable position, the threat of climate change has extraordinarily complex implications (Sinaga & Yusril, 2021). These vulnerabilities include vital sectors such as agriculture, which is threatened by prolonged drought and crop failure, coastal areas threatened by seawater intrusion and abrasion, and infrastructure vulnerable to hydrometeorological disasters such as flash floods and landslides (Firre An, 2022). In this context, climate change adaptation and mitigation efforts are not merely a global obligation stipulated in the Paris Agreement commitments, but rather a national development agenda that must be mainstreamed to maintain food sovereignty, public health, and economic sustainability (Masytah et al., 2025). Achieving the ambitious emission reduction targets set out in the Nationally Determined Contribution (NDC) requires not only

policy intervention from the central government but also the mobilization of concrete actions down to the smallest governmental unit, the village.

Awareness of the critical role of non-state actors and local communities in achieving this national target gave rise to an innovative policy framework, the Climate Village Program (ProKlim). ProKlim, initiated by the Ministry of Environment and Forestry (KLHK), aims to encourage community participation in implementing climate change adaptation and mitigation activities independently and sustainably (Fatkhullah et al., 2023). The core philosophy of ProKlim is to empower communities to manage existing climate risks while simultaneously contributing to reducing GHG emissions.

This policy evolution has achieved a stronger implementation dimension through the intervention of the Ministry of Villages, Development of Disadvantaged Regions, and Transmigration (Kemendesa PDTT). Through Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration Number 16 of 2018 and reinforced by Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration Number 21 of 2020, climate action is explicitly included as a priority for the use of Village Funds. This effectively transforms ProKlim into a Climate-Care Village Policy, positioning village governments at the forefront of planning, budgeting, and implementing climate action. This policy requires the integration of adaptation efforts (e.g., rainwater harvesting, the use of climate-resilient crop varieties) and mitigation (e.g., 3R waste management, the use of renewable energy) into village strategic planning documents such as the Village Medium-Term Development Plan (RPJMDes) and the Village Budget (APBDes). Thus, the Climate-Aware Village Policy reflects the concept of decentralized and participatory environmental governance.

In the context of West Java, Garut Regency is one of the regions facing complex climate risks. Its mountainous and hilly topography makes many of its villages, particularly those based on agriculture, highly vulnerable to erosion, landslides, and water fluctuations. Mekarmulya Village, located in Talegong District, is a clear example of this vulnerability. As an agricultural village, the economic life of the Mekarmulya community is highly dependent on the seasonal cycle, which has recently become increasingly erratic. Extreme changes in rainfall patterns, which sometimes trigger sudden droughts or local flooding, directly threaten the sustainability of residents' livelihoods.

Mekarmulya Village marked a significant step forward when it decided to become a pilot village committed to implementing the Climate-Aware Village Policy in 2020. This commitment formally aims to protect communities from climate risks through a series of water conservation activities, land rehabilitation, and efforts to improve local food security. However, after several years, the policy's implementation has shown serious signs of suboptimality. Despite the clear policy intent and the allocation of village funds, the program's implementation on the ground remains far from the stated expectations and objectives.

This suboptimality is reflected in several critical phenomena, including limited human resources (HR) within village officials, who lack technical knowledge of climate issues, which impacts the low quality of planned action programs. Furthermore, the lack of effective outreach and communication with the wider community leads to poor understanding and a low sense of program ownership, making active community participation difficult. This phenomenon is exacerbated by the weak bureaucratic and institutional structures of villages tasked with coordinating the ProKlim program. There is often a lack of dedicated work units or clear Standard Operating Procedures (SOPs), making coordination between village officials and other village institutions fragmented and ad hoc. Implemented programs tend to be sporadic and lack sustainability, failing to take root as a new culture in the community.

This gap between ideal policy objectives and the reality of inadequate implementation demands an in-depth and structured analysis. Implementation failures at the village level, such as Mekarmulya, have serious consequences; they not only leave local communities vulnerable but also threaten the achievement of adaptation and mitigation targets at the regional and national levels. Therefore, this study believes that these implementation issues require an examination using a robust theoretical framework.

To analyze the root causes of this suboptimality, this study adopts the Public Policy Implementation Model developed by George C. Edwards III. Edwards III argues that the success of public policy implementation is determined by four crucial variables: Communication, Resources, Disposition, and Bureaucratic Structure. This framework offers a holistic lens for precisely identifying the main obstacles in Mekarmulya Village. Do the problems lie in distorted information, a lack of budget and expertise, resistance or passivity on the part of implementers, or are they complicated or ambiguous procedures and implementing organizations?

Using a qualitative descriptive approach, this study seeks to answer these crucial questions. Its main objectives are: (1) To comprehensively describe the implementation process of the Climate-Aware Village Policy in Mekarmulya Village; (2) To identify and analyze in-depth the inhibiting and supporting factors for implementation based on Edwards III's four variables; and (3) Formulating practical and relevant policy recommendations to improve village environmental governance capacity and ensure the sustainability of the Climate-Caring Village program in Mekarmulya and other similar villages in Garut Regency. The urgency of this research is to transform *de jure* policies into *de facto* actions, so that the Mekarmulya community truly becomes an adaptive, resilient, and climate-conscious community.

B. LITERATURE REVIEW

Public Policy Overview

Humans constantly face various policy issues in their daily lives. To make society more orderly and directed, policies or regulations are needed. According to Desrinelti et al. (2021), public policy encompasses regulations, programs, and projects designed to address societal needs and resolve public issues. In this context, public policy is a series of decisions and actions taken by the government or public institutions to address public issues and achieve common goals (Desrinelti, 2021).

According to Laswell and Kaplan (in Irawan & Hariri, 2015), public policy encompasses programs projected based on specific values, objectives, and implementation practices. This aligns with Edward III's view, which views policy as a planned activity to achieve collective goals through government action (Suwitri, as cited in the theoretical analysis; Irawan & Hariri, 2015).

Public Policy Implementation Overview

Policy implementation is a crucial stage in which formal decisions (policies) are transformed into concrete actions (Yuliah E, 2020). There are two main approaches: directly through programs, or through derivative policies that are translated into projects and operational activities. The public management model illustrates that public policy is first transformed into programs, then projects, and finally activities that can be implemented by the government, the community, or a partnership between the two (Nugroho R, 2023).

According to Budi Winarno (2008), public implementation is a series of actions designed to realize previous policy decisions. These actions can include program administration and efforts to generate real social impact. Etymologically, "implementation" comes from the English word "to implement," which means providing the means to carry out something and giving practical effect to a policy (Wahab, 2004, in Budi Winarno, 2008).

Of course, the implementation process doesn't always run smoothly because it's influenced by a number of factors. To understand these factors, experts offer theoretical models. One popular theory is that of George C. Edwards III, who identifies four crucial variables for successful policy implementation: communication, resources, disposition, and bureaucratic structure. Communication encompasses the extent to which policy implementers understand what needs to be done, through clear and consistent information delivery. Resources include the availability of staff, funds, authority, and supporting facilities to ensure effective policy implementation. Disposition refers to the attitudes and commitments of policy implementers. If they support the policy, implementation will proceed more effectively. If they don't, resistance or minimal implementation may occur.

Bureaucratic structure encompasses organizational norms, task fragmentation, standard operating procedures (SOPs), and coordination patterns between bureaucratic units, all of which significantly influence implementation effectiveness. In addition to the Edward III model, other models from experts such as Merilee S. Grindle and Mazmanian & Sabatier also consider the implementation context (e.g., institutional structure, actor interests, or characteristics of the policy problem) as determining success or failure (Syahrul Mubarak, Zauhara, & Setyowati: 2020).

Overall, public policy implementation is not simply a technical execution, but rather a dynamic process involving the interaction of many variables, from communication and resources to bureaucratic organizational structures, which must support each other for the policy to achieve its objectives in society (Syahrudin, 2021; Edward III; Van Meter & Van Horn).

C. METODOLOGI PENELITIAN

This research was designed to conduct an in-depth investigation into the phenomenon of public policy implementation at the local level, specifically the Climate-Care Village Policy in Mekarmulya Village. To achieve a comprehensive understanding of the implementation process, constraints, and dynamics, this research fundamentally chose a qualitative descriptive approach. A qualitative approach is highly relevant because it focuses not only on the quantity or frequency of events, but also on a deeper understanding of the meaning, social context, and perspectives of the actors involved in policy implementation. Thus, this approach allows researchers to explore the reasons why implementation has not been optimal and how Edward III factors influence policy practice within the village bureaucracy. Descriptive research serves to present a systematic, factual, and accurate picture of the facts and relationships between the variables studied, namely policy implementation and its determinants.

The study location was specifically designated in Mekarmulya Village, Talegong District, Garut Regency. This location was selected using purposive sampling, based on the consideration that Mekarmulya Village is one of the villages in Garut Regency that has committed to implementing the Climate-Caring Village Program (ProKlim) since 2020. However, it has been indicated to face various significant implementation barriers, making it a rich and relevant case study. The primary unit of analysis in this study is the processes and factors influencing the implementation of the Climate-Caring Village Policy.

Data collection in this qualitative study relied on triangulation of sources and methods to ensure the richness and validity of the findings. Data sources were divided into primary and secondary data, collected through a series of structured techniques.

Primary data was obtained directly from the field through in-depth interactions with key actors involved in policy implementation. The primary technique for obtaining primary data was in-depth interviews. These interviews were designed semi-structured, using an interview guide prepared based on the theoretical framework of George C. Edwards III (Communication,

Resources, Dispositions, and Bureaucratic Structure), while still allowing informants to develop their unique perspectives and experiences. Informants were also selected purposively to cover a variety of important perspectives. Key informants in this study included the Mekarmulya Village Head, village officials (technical implementers of operational policies), members of the Village Consultative Body (BPD), and community leaders/ProKlim volunteers.

In addition to in-depth interviews, primary data was also collected through direct field observations. These observations aimed to verify data obtained from interviews and documents, as well as capture the social and physical context of policy implementation. Observations were conducted of climate action practices that had or had not been implemented (for example, waste management conditions, rainwater harvesting facilities, or village greening activities) to assess the extent to which the program had been physically realized. These observations helped measure the resources and bureaucratic structure factors at work.

D. RESULT AND DISCUSSION

Public policy implementation is a crucial phase that determines whether or not the formulated policy objectives are achieved. In the context of environmental policies that rely heavily on local actor participation and behavior modification, such as the Climate-Aware Village Policy (ProKlim), implementation effectiveness becomes much more vulnerable to various obstacles in the field. An in-depth analysis of the implementation of the ProKlim program in Mekarmulya Village, Talegong District, found that the implementation process was far from optimal. George Edwards III's implementation theoretical framework, which identifies four key variables: Communication, Resources, Disposition, and Bureaucratic Structure, precisely reveals the root of the systemic problems.

In the Communication dimension, which should ensure clarity and adequate information transfer, significant weaknesses were identified. Dissemination of the Climate-Aware Village program to the wider community has not been optimal. Information transmission tends to be top-down and stops at the village elite level, failing to penetrate down to the community level and key target groups. Technical information on climate adaptation and mitigation is often delivered sporadically and using overly formal language, rather than in the educational and persuasive format needed to trigger behavior change. The consequences of this ineffective communication are stark: community understanding of the essence, benefits, and their role in climate action is low, which in turn leads to low levels of community participation and a failure to foster a sense of ownership of the program. This policy is ultimately perceived as a village "project," rather than a collective movement.

Limitations in the resource dimension are the most visible structural constraint. These resources include human, financial, and supporting facilities. The biggest problem is the limited number of village officials who truly understand climate change issues and the technical aspects of ProKlim. This multidisciplinary and complex program requires specific expertise ranging from water management and waste management to adaptive agriculture, which unfortunately is inadequately possessed by existing village officials. This limited supply of qualified human resources is exacerbated by budget allocations from the Village Revenue and Expenditure Budget (APBDes), which tend to be small, inconsistent, or allocated only for ceremonial physical activities, without adequate support for operational costs, training, and sustainability incentives. Resources that are not commensurate with the policy's ambition fundamentally hamper the village's ability to implement the program intensively and sustainably.

Dispositional factors, related to the attitudes, commitment, and motivation of policy implementers, also present challenges. Although village officials formally express support for the Climate Aware Village program, in practice, the program has not yet been placed at high

priority within the village work agenda. ProKlim is often treated as a secondary task that is less urgent than other administrative or physical development matters, indicating a low or ambivalent disposition to implement it. This attitude is exacerbated by a lack of incentives and recognition, resulting in suboptimal motivation for implementers. When implementers lack a clear belief in the program's urgency, implementation tends to be minimalistic and reactive, limited to meeting reporting demands from above.

Finally, weaknesses in the village bureaucratic structure also pose a crucial obstacle. The characteristics of the implementing organization, procedures, and coordination system do not support effective implementation. A key issue is the lack of a dedicated ProKlim working unit or Working Group (Pokja) formally and permanently tasked with coordinating program implementation. This lack of a clear organizational structure results in fragmented responsibility for program implementation among various village officials. As a result, policies are implemented in a fragmented, unintegrated manner, and often suffer from overlapping or lack of accountability. This weak bureaucratic structure is unable to provide the standard operating procedures (SOPs) needed to manage complex policies systematically and measurably.

Overall, the implementation of the Climate Aware Village policy in Mekarmulya is a case study in systemic implementation failure, where weaknesses in communication and resources are exacerbated by a weak bureaucratic structure and low disposition. To achieve improvements and optimize the program, integrated efforts must be made, addressing all Edwards III variables simultaneously. These efforts must include capacity building and intensive training for village officials to strengthen human resources. A dedicated institution, or ProKlim Working Group (Pokja ProKlim), legitimized through a Village Regulation, must be immediately established to improve the bureaucratic structure. Furthermore, cross-sectoral communication must be strengthened through persuasive outreach strategies involving key community leaders. This combination of strengthened capacity, structure, and communication will directly impact the disposition and commitment of all actors in Mekarmulya Village, ensuring that the Climate Aware Village program can run independently and sustainably, transforming plans into concrete actions at the grassroots level.

E. CONCLUSION

Public policy implementation is a crucial phase that determines whether or not the formulated policy objectives are achieved. In the context of environmental policies that rely heavily on local actor participation and behavior modification, such as the Climate-Aware Village Policy (ProKlim), implementation effectiveness becomes much more vulnerable to various obstacles in the field. An in-depth analysis of the ProKlim program implementation in Mekarmulya Village revealed that the implementation process was far from optimal. George Edwards III's implementation theoretical framework, which identifies four key variables: Communication, Resources, Disposition, and Bureaucratic Structure, precisely reveals the root of the systemic problems.

In the Communication dimension, which should ensure clarity and adequate information transfer, significant weaknesses were identified. Dissemination of the Climate-Aware Village program to the wider community has not been optimal and tends to be top-down and formalistic. Messages conveyed often focus solely on the program's existence, rather than on the essence, long-term benefits, or technical guidelines for implementing climate action. The consequences of this ineffective communication are stark: community understanding of the essence, benefits, and their role in climate action is low, which in turn leads to low levels of community participation and a failure to foster a sense of ownership of the program. This policy is ultimately perceived as a village "project," rather than a collective movement.

Limitations in the resource dimension are the most visible structural constraint. These resources include human, financial, and supporting facilities. The biggest problem is the limited number of village officials who truly understand climate change issues and the very limited technical knowledge of ProKlim. This multidisciplinary and complex program requires specific expertise ranging from water management and waste management to adaptive agriculture, which unfortunately is inadequately possessed by existing village officials. This human resource limitation is exacerbated by unsustainable budget allocations from the Village Revenue and Expenditure Budget (APBDes), which tend to be small, inconsistent, or allocated only to ceremonial physical activities, without adequate support for operational costs, training, and sustainability incentives. Resources that are not commensurate with the policy's ambition fundamentally hamper the village's ability to implement the program intensively and sustainably.

Dispositional factors, related to the attitudes, commitment, and motivation of policy implementers, also present challenges. Although village officials formally express support for the Climate Aware Village program, in practice, the program has not yet been given a high priority in the village work agenda hierarchy. ProKlim is often treated as a secondary task that is less urgent than physical infrastructure development. This attitude results in minimal implementation: the program is run solely to meet reporting requirements from the local government. The absence of adequate incentives and minimal recognition for the hard work of village volunteers also weaken motivation and commitment.

Finally, weaknesses in the village bureaucratic structure are a crucial obstacle. The characteristics of the implementing organization, procedures, and coordination system do not support effective implementation. A key issue is the lack of a dedicated ProKlim working unit or Working Group (Pokja) formally and permanently tasked with coordinating program implementation. This lack of a clear organizational framework results in fragmented responsibility for program implementation among various village officials. As a result, the policy is implemented in a fragmented, unintegrated manner, and often experiences overlapping or lack of accountability. This weak bureaucratic structure fails to provide an organized operational framework.

Overall, the implementation of the Climate Aware Village policy in Mekarmulya is a case study in systemic implementation failure, where weaknesses in communication and resources are exacerbated by a weak bureaucratic structure and low disposition. To achieve improvements and optimize the program, integrated efforts must be made, addressing all Edwards III variables simultaneously.

These efforts must include capacity building and intensive training for village officials to strengthen human resources. A dedicated institution, or ProKlim Working Group, legitimized through a Village Regulation (Perdes), must be immediately established to improve the bureaucratic structure. Furthermore, cross-sectoral communication must be strengthened through persuasive outreach strategies involving key community leaders. This combination of strengthened capacity, structure, and communication will directly impact the disposition and commitment of all actors in Mekarmulya Village, ensuring that the Climate Aware Village program can operate independently and sustainably, transforming plans into concrete actions at the grassroots level.

REFERENCE

- Agustino, L. (2016). *Dasar-Dasar Kebijakan Publik*. Bandung: Alfabeta.
- Antarissubhi, H., Serang, R., Leda, J., Salamena, G. E., Pagoray, G. L., Gusty, S., ... & Safar, A. (2023). *Krisis Iklim Global di Indonesia (Dampak dan Tantangan)*. Tohar Media.

- Desrinelti, D., Afifah, M., & Gistituati, N. (2021). *Kebijakan publik: konsep pelaksanaan. Jurnal Riset Tindakan Indonesia, 10(4)*, 83–88.
- Edward III, G. C. (1980). *Implementing Public Policy*. Washington D.C.: Congressional Quarterly Press.
- Fatkhullah, M., Mulyani, I., Dewi, A. S., Habib, M. A. F., & Reihan, A. (2023). Strategi Komunikasi dalam Mengatasi Perubahan Iklim melalui Pelibatan Masyarakat. *Jurnal Komunikasi Pembangunan, 21(01)*, 17-33.
- Fitri An, S. (2022). *Analisis kerawanan bencana dan kerentanan ekonomi untuk pengembangan kebijakan kawasan pariwisata tangguh bencana (studi kasus kota batu, jawa timur)* (Doctoral dissertation, Universitas Darma Persada).
- Humaida, N. (2024). *Dasar-dasar pengetahuan lingkungan berbasis perubahan iklim global*. UrbanGreen Central Media.
- Irawan, S., & Hariri, H. (2015). *Kebijakan Publik*. Graha Ilmu.
- Masytah, T. H., Dini, K., Ramadhani, B. Z., Solihah, S. J., Nasoha, A. M. M., & Atqiya, A. N. (2025). Isu Perubahan Iklim dan Prinsip Pancasila: Peran Indonesia dalam Perjanjian Internasional: Climate Change Issues and Pancasila Principles: Indonesia's Role in International Agreements. *JDHI: Jurnal Dinamika Hukum Indonesia, 1(1)*, 49-56.
- Miles, M. B., & Huberman, A. M. (2014). *Qualitative Data Analysis*. California: Sage Publications.
- Nugroho, R. (2023). *Public policy 7: Dinamika kebijakan publik, analisis kebijakan publik, manajemen politik kebijakan publik, etika kebijakan publik*. PT Elex Media Komputindo.
- Sinaga, M., & Yusril, Y. (2021). Dampak Perubahan Iklim Di Pasifik Selatan: Ancaman Naiknya Permukaan Air Laut Terhadap Eksistensi Negara Dan Penduduk Kiribati. *Papua Journal of Diplomacy and International Relations, 1(1)*, 29-43.
- Subarsono, A. G. (2021). *Analisis Kebijakan Publik: Konsep, Teori dan Aplikasi*. Yogyakarta: Pustaka Pelajar.
- Sugiyono. (2017). *Metode Penelitian Administrasi*. Bandung: Alfabeta.
- Syahrudin. (2021). *Seri Implementasi Kebijakan Publik: Konsep dan Teori Implementasi Kebijakan Publik*. Nusamedia.
- Syahrul Mubarak, Zauhara, S., & Setyowati, E. (2020). *Policy implementation analysis: Exploration of George Edward III, Marilee S. Grindle, and Mazmanian & Sabatier theories in the policy analysis triangle framework*. *Journal of Public Administration Studies, 5(1)*, 33–38.
- Van Meter, D. S., & Van Horn, C. E. (1975). *Implementasi kebijakan publik*. Dalam B. Winarno (Ed.), *Administrasi Publik dan Implementasi Kebijakan* (hlm. 146–147).
- Winarno, B. (2008). *Kebijakan Publik: Teori dan Proses*. Yogyakarta: Media Pressindo.
- Wahab, A. (2004). *Implementasi Kebijakan Publik*. Dalam B. Winarno (Ed.), *Model dan Teori Kebijakan Publik* (hlm. 64, 175–177).
- Yuliah, E. (2020). Implementasi kebijakan pendidikan. *Jurnal At-Tadbir: Media Hukum Dan Pendidikan, 30(2)*, 129-153.