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Implementation of Climate Village Policy in Bandung City, West Java Province

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Abstract
This study aims to analyze the implementation of the Climate Village Program policy in Bandung City using the Van Meter and Van Horn policy implementation theoretical framework. Bandung City was chosen as the research location because of its characteristics as a metropolitan city with complex environmental problems, such as traffic congestion, seasonal flooding, and increased emissions from urban activities. This study uses a qualitative approach with a case study method. The analysis focused on six policy implementation variables, namely policy standards and objectives, resource availability, inter-organizational communication, implementing agent characteristics, social, economic, and political conditions, and the disposition of policy implementers. The results show that the implementation of ProKLim in Bandung City has been ongoing, but not optimally. The main obstacles include limited resources, differences in implementers' understanding of the ProKLim concept, weak cross-sectoral coordination, and unequal community participation. This research is expected to provide theoretical contributions in the development of studies on the implementation of public policies in the environmental sector as well as practical recommendations for local governments in increasing the effectiveness of the Climate Village Program as part of sustainable climate change mitigation efforts.

Keywords: Policy implementation; Van meter and van horn; Climate village program.

INTRODUCTION

Climate change has become a global challenge affecting various aspects of life, including the environment, health, the economy, and food and energy security. According to the Intergovernmental Panel on Climate Change (IPCC) report, rising global temperatures, changing rainfall patterns, and rising sea levels are real impacts of human activities, particularly greenhouse gas emissions from the combustion of fossil fuels, deforestation, and industrial activities (Anggraeni & Sandra, 2022).

This situation demonstrates that climate change is no longer an abstract concept but is being directly felt in people's lives. Climate change has now entered an increasingly critical phase. The international community's efforts to keep global temperature rise below the 1.5°C threshold face significant challenges and are potentially unattainable (Mendrofa et al., 2024). A United Nations Environment Programme (UNEP) report indicates a trend toward global temperature

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increase, which could reach 2.7°C if significant mitigation efforts are not implemented. This global temperature increase has serious implications for the sustainability of human life and ecosystems (Nurokhmah, 2021).

The impacts of climate change are not evenly distributed across all regions. Some areas are more vulnerable than others. The risk of flooding from storms, for example, already threatens tens of millions of people each year, and that number has the potential to increase with sea level rise. Accelerated glacier melting, such as that in Greenland, further exacerbates the threat to coastal and low-lying areas. This underscores the multidimensional consequences of climate change that require cross-sectoral and cross-scale interventions (Sinaga et al., 2021).

In the Indonesian context, climate change has become a strategic issue due to the high level of regional vulnerability to hydrometeorological impacts. Bandung City is one of the urban areas facing climate vulnerability not only due to natural factors, but also influenced by complex anthropogenic factors, such as rapid urbanization, land conversion, and increased greenhouse gas emissions. Based on the Regional Action Plan for Climate Change Adaptation and Mitigation (RAD-API/MPI) and a study by the Meteorology, Climatology, and Geophysics Agency (BMKG), the Bandung City area shows a trend of increasing annual temperatures and the potential for significant hydrometeorological risks until 2030 if planned and sustainable adaptation interventions are not implemented (Arief, 2014).

In response to these conditions, the Indonesian government has developed various climate change mitigation and adaptation policies, one of which is the Climate Village Program (ProKLim), which is regulated by the Minister of Environment and Forestry Regulation Number 84 of 2016. This program is designed to encourage active community involvement in community-based climate change mitigation and adaptation actions. ProKLim is positioned as a policy instrument that bridges national climate policy objectives with environmental management practices at the local level.

Table 1. Traffic Index Ranking (TomTom)

Rank by filter	World rank	City	Avg. travel time / 10km	Change from 2023	Congestion level %	Time lost / year (h)	Congestion world rank
1	17	Mexico City	31m 53s	+1m	52%	152h	1
2	161	Bangkok (Thailand)	21m 51s	+20s	50%	96h	2
3	8	Davao City (Philippines)	32m 59s	-30s	49%	136h	3
4	11	Kumamoto (Japan)	32m 37s	-10s	49%	149h	4
5	22	Bucharest (Romania)	31m 9s	+20s	48%	150h	5

Rank by filter	World rank	City	Avg. travel time / 10km	Change from 2023	Congestion level %	Time lost / year (h)	Congestion world rank
6	59	Plovdiv (Bulgaria)	27m 18s	0	48%	107h	6
7	84	Lodz (Poland)	26m 6s	+20s	48%	110h	7
8	12	Bandung (Indonesia)	32m 37s	+30s	48%	108h	8
9	7	Lima (Peru)	33m 12s	+1m 30s	47%	155h	9
10	10	Dublin (Ireland)	32m 45s	+40s	47%	155h	10

Source: Research results processed in 2025

According to the TomTom Traffic Index 2023, Bandung is among the ten most congested cities in the world, with a congestion rate reaching 48%, an average travel time of 32 minutes 37 seconds per 10 km, and an annual loss of time of around 108 hours. This high level of congestion not only impacts the quality of community mobility but also contributes significantly to increased greenhouse gas (GHG) emissions due to high consumption of fossil fuels and CO_2 emissions from the transportation sector. In the context of sustainable development, this condition poses a serious challenge for Bandung, making the implementation of the Climate Village Program (ProKLim) relevant as a community-based climate change mitigation and adaptation effort. Through ProKLim, communities are encouraged to undertake various environmental actions that align with local conditions, such as waste management, reforestation, increasing food security, and reducing emissions. The link between congestion and motor vehicle emissions indicates that the success of ProKLim needs to be supported by the integration of congestion control policies with climate change mitigation strategies to encourage Bandung's transformation towards low-carbon mobility and climate resilience.

Although the Climate Village Program has been implemented in various regions, including Bandung City, its implementation at the local level has shown varying dynamics. Bandung City has adapted ProKLim since 2017 and demonstrated its commitment through various adaptation and mitigation programs, as well as the recording of 51 ProKLim locations with the involvement of 24 enumerators in 2017. However, on the ground, several implementation challenges remain for implementers and the community.

These challenges can be seen in Table 2, which illustrates the main challenges in ProKLim implementation in Bandung City.

Table 2. Problems in Implementing the Climate Village Program in Bandung City

Problems	Description
Understanding the Proklim Concept	There is a misunderstanding in the community regarding the definition and concept of the Climate Village

	Program, which results in inaccuracies in implementation in the field.
Perception of Proklim as a Competition	Many people think that Proklim is a competition that all RW and sub-districts must participate in, so the main focus of the program is often not understood correctly.
Activity Data Collection and Documentation	Some field activities are still not adequately recorded and documented, due to a lack of understanding among those implementing the activities regarding the importance of accurate record-keeping.
Resource Input Difficulty	Difficulties arise in the process of inputting resources, because in general the RW Head and activity implementers receive support in the form of non-cash facilities and infrastructure, which are often difficult to assess in cash or document in detail

Source: Research results processed in 2025

These issues indicate a gap between the objectives of the ProKLim policy and the understanding and capacity of implementers at the local level. This situation emphasizes that the success of the policy is not only determined by the formulation of regulations, but is also greatly influenced by the implementation process. Based on this background, this study focuses on the implementation of the Climate Village Program policy in Bandung City using the Van Meter and Van Horn policy implementation theory. This theory was chosen because it is able to explain the relationship between policy objectives, resources, implementer characteristics, inter-organizational communication, social, economic, and political conditions, and the attitudes of policy implementers in influencing the success of policy implementation at the local level.

METHODS

This study uses a descriptive qualitative approach to gain an in-depth understanding of the implementation of climate change mitigation policies through the Climate Village Program (ProKLim) in Bandung City. A qualitative approach was chosen because it allows researchers to examine social phenomena comprehensively, contextually, and meaningfully, without aiming to generalize (Creswell, 2009; Moleong, 2017; Sugiyono, 2020). This study views the researcher as the primary instrument (human instrument) responsible for flexibly collecting, interpreting, and analyzing data in accordance with field dynamics. The analysis focuses on the ProKLim policy implementation system, encompassing implementing actors, coordination mechanisms, and community involvement, using the Van Meter and Van Horn policy implementation theoretical framework as an analytical tool (Malindir et al., 2022).

The unit of analysis in this study is the process of implementing the ProKLim policy at the regional level, not individual individuals. The analysis was conducted by examining six main variables in the Van Meter and Van Horn model: policy standards and objectives, resources, characteristics of implementing institutions, inter-organizational

communication, socio-economic-political conditions, and the disposition of policy implementers. The research data consisted of primary and secondary data. Primary data were obtained through in-depth interviews with officials from the Ministry of Environment and Forestry, the Bandung City Environment and Sanitation Agency, program facilitators, and implementers and communities at ProKLim locations, supplemented by direct observation and field documentation. Secondary data were collected through literature review and review of policy documents, program reports, scientific literature, and official data from relevant agencies.

Data analysis was carried out using the Miles and Huberman interactive model which includes the stages of data reduction, data presentation, and drawing and verifying conclusions (Miles & Huberman, 2014). To enhance the analytical rigor, this study also utilized NVivo software for thematic coding and identification of significant patterns from interview and document data. The results of this analysis were used to uncover the dynamics of ProKLim implementation in Bandung City, while also identifying factors that support and hinder the effectiveness of climate change mitigation policies at the local level.

RESULTS AND DISCUSSION

The dimensions of policy standards and objectives are the normative foundation in the Van Meter and Van Horn policy implementation model, because they determine the direction, limits and expectations that are the main reference for policy implementers (Van Meter & Van Horn, in Muksin dkk., 2024). The results of this study indicate that the standards and objectives of the Climate Village Program (ProKLim) as formulated in the Regulation of the Minister of Environment and Forestry Number 84 of 2016 have been understood relatively consistently by the Bandung City Environmental Agency and ProKLim managers at the community level. This consistency of understanding indicates that the policy has an adequate level of clarity of objectives, which in the policy implementation literature is seen as an important prerequisite for minimizing implementation distortions at the field level (Pressman & Wildavsky, 2023; Hill & Hupe, 2014).

However, a more substantive finding lies in how implementers interpret the policy's objectives. ProKLim is not perceived merely as an administrative instrument or performance evaluation tool, but rather as a long-term, community-based environmental development strategy. The policy's objectives are interpreted as systematic efforts to build the community's adaptive and mitigating capacity against structural and recurring climate change risks. This interpretation demonstrates the process of internalization of policy values (policy internalization), where the policy's normative objectives are transformed into the framework of thought and orientation of action for implementers at the local level (May & WInter, 2009).

This internalization is reflected in concrete practices carried out sustainably, such as household-based waste management, environmental drainage maintenance as a flood mitigation measure, and reforestation activities as a

form of adaptation to rising temperatures and environmental degradation. These practices demonstrate that policy standards are not translated in a minimalist manner, but rather developed contextually according to community needs. From a policy implementation perspective, this condition reflects success in establishing substantive compliance, not merely procedural compliance (Hupe & Hill, 2007; Winter, 2012).

Furthermore, field findings also indicate that the policy requirement that ProKLim locations must have implemented adaptation and mitigation actions before formal designation indicates a recognitive and affirmative policy design. This type of policy aligns with the recognition-based policy design approach, which recognizes local capacity and knowledge as the basis for public policy implementation (Ostrom, 2010; Newig et al., 2019). This design is relatively effective in the context of community-based policymaking because it reduces implementer resistance and strengthens the policy's social legitimacy. Thus, these findings reinforce Van Meter and Van Horn's argument that clarity and consistency of policy objectives are essential prerequisites for preventing implementation distortions and ensuring policy sustainability at the local level.

Policy Support Resources

The resource dimension in policy implementation is generally understood narrowly as the availability of budget and physical facilities. However, the results of this study indicate that in the context of ProKLim in Bandung City, the most decisive resources are non-financial, specifically human resources, community institutional capacity, and community social capital. This finding reinforces the literature on policy implementation and environmental governance, which emphasizes that social capital and local institutional capacity are often more crucial to policy success than budget support alone (Ostrom, 2010).

Research findings also indicate that the presence of environmental cadres and Community Self-Help Groups (SWGs) is a key element in mobilizing and maintaining the sustainability of climate change adaptation and mitigation actions. Environmental cadres function as local change agents, bridging policy values with daily community practices, while KSMs serve as institutional platforms that organize participation and maintain continuity of activities. The role of these local actors is consistent with the concept of street-level implementation, where policy success is largely determined by implementing actors at the level closest to the community (Brodkin, 2011).

The case study of ProKLim Lestari Cibunut RW 7 shows that the OH DARLING Community Empowerment Group (KSM OH DARLING), which was established in 2015, serves as a mature and effective institutional resource. The existence of this KSM allows environmental activities to be carried out systematically even before formal recognition through ProKLim. This fact confirms that the ProKLim policy does not create new capacity from scratch, but rather strengthens existing capacity through policy legitimacy and network expansion.

From the perspective of Van Meter and Van Horn, this condition indicates that resource adequacy encompasses organizational capacity and the quality of implementing actors, not merely financial support (Van Meter & Van Horn in Muksin dkk., 2024; Hill & Hupe, 2014). The dominance of non-financial resources also indicates the low dependence of the community on government intervention, so that ProKLim functions as an enabling framework that strengthens the independence and sustainability of policies at the local level.

Characteristics of Policy Implementing Agents

The characteristics of implementing agents are key variables explaining variations in the achievements of ProKLim implementation in Bandung City. In the policy implementation literature, implementing agent characteristics are understood as factors encompassing organizational structure, administrative capacity, values and norms, and the actors' experience in translating policy into practice (Van Meter & Van Horn in Muksin dkk., 2024; Hill & Hupe, 2014).

The results of this study indicate that the emerging policy implementation pattern is collaborative, with a relatively clear division of roles between local governments and communities. This pattern aligns with the collaborative governance approach, which positions the government as a facilitator and communities as the primary actors in resolving complex public issues, including climate change (Ansel & Gash, 2008; Emerson et al., 2012).

The Bandung City Environmental Agency acts as a facilitator, technical advisor, and provider of policy legitimacy, while the community is positioned as the primary actor implementing the policy at the operational level. Village officials serve as intermediary institutions, bridging government and community interests, and supporting the coordination and administrative legitimacy of ProKLim activities. This intermediary role is crucial in the context of community-based policymaking because it serves as a link between bureaucratic logic and the social dynamics of local communities (Hill & Hupe, 2014). However, the level of involvement and capacity of village officials varies significantly across regions, directly impacting the quality and consistency of policy implementation. This variation reflects differences in local institutional capacity, which in many policy implementation studies is seen as a determining factor in policy success at the field level (Peters, 2018).

Field findings also indicate that areas with strong community institutional capacity tend to have more stable and adaptive levels of implementation sustainability. Conversely, areas with less established institutions face challenges in maintaining consistent activities, despite receiving institutional support from local governments. This condition indicates that heterogeneity in the characteristics of implementing agents is a key differential factor in the achievement of ProKLim implementation.

In the perspective of Van Meter and Van Horn's theory, the characteristics of

implementing agents not only include formal organizational structures, but also include the values, norms, capacities, and experiences of implementing actors that influence how policies are understood and implemented (Winter, 2012). Thus, the success of ProKLim implementation in Bandung City depends heavily on the extent to which the policy resonates with local social and institutional characteristics. These findings emphasize that community-based policies require implementation flexibility and recognition of diverse local capacities to achieve long-term effectiveness and sustainability (Ostrom, 2010; Newig et al., 2019).

Communication Between Policy Implementing Organizations

Within the framework of Van Meter and Van Horn's policy implementation, inter-organizational communication is a fundamental prerequisite for consistent policy interpretation and alignment of actions between implementing actors (Muksin dkk., 2024). The research findings show that inter-organizational communication in the implementation of the Climate Village Program (ProKLim) in Bandung City largely takes place through informal, digital-based mechanisms, particularly through the use of WhatsApp groups involving elements of the Environmental Agency, program facilitators, village officials, and ProKLim administrators at the community level. This communication pattern reflects the adaptation of policy actors to limited formal resources and the need for rapid and flexible coordination, as also identified in studies of contemporary policy implementation in the digital governance era (Mergel, 2013; Meijer & Torenvlied, 2016).

Functionally, this digital-based informal communication mechanism has proven quite effective in conveying technical information, operational instructions, and coordinating activities during certain temporary phases, such as the verification, reporting, and assessment processes of ProKLim. The speed of information flow and ease of communication access allow for a rapid response to administrative and technical needs in the field. In the context of policy implementation, this condition indicates functional communication adequacy, although it has not yet reached the level of institutional robustness (Hupe & Hill, 2007; Peters, 2018).

However, the dominance of incidental and unsystematized communication has structural implications for the sustainability of policy implementation. The absence of standardized formal communication mechanisms has the potential to lead to fragmented coordination, particularly during the maintenance phase of routine activities that require long-term consistency. Reliance on informal communication also increases the risk of information loss, message distortion, and weak accountability among implementing actors (Ansel/ & Gash 2008; Meijer & Torenvlied, 2016).

Research findings indicate that in communities with strong institutional capacity and traditions of environmental management, limitations in formal communication do not significantly hinder the sustainability of ProKLim implementation. This indicates that the effectiveness of policy communication is

not deterministic, but rather depends heavily on the level of independence and internal capacity of the implementing community. In other words, inter-organizational communication functions as a supporting factor, the influence of which is strengthened or weakened by local institutional conditions (Ostrom, 2010; Winter, 2012).

Policy Implementer Attitude

The attitude of policy implementers is a crucial dimension in the Van Meter and Van Horn model because it reflects the level of acceptance, commitment, and willingness of implementing actors to translate policies into real actions (Muksin dkk., 2024). The results of the study show that the attitudes of ProKLim implementers in Bandung City generally show a high level of acceptance and commitment, especially at the community level.

Environmental cadres and ProKLim managers consistently implement various climate change adaptation and mitigation activities, even with minimal formal budget support. This high level of commitment demonstrates that ProKLim has gained strong social legitimacy among community implementers. From a policy implementation perspective, social legitimacy is a crucial prerequisite for policy sustainability, as it encourages normative compliance, not merely administrative compliance (May & Winter, 2009).

The ProKLim policy is not perceived as merely an external instruction from the government, but rather as a collective need relevant to environmental conditions and the daily lives of the community. This reflects the occurrence of value congruence between policy objectives and the values embraced by implementers at the local level, which has been shown in numerous studies to increase the effectiveness of public policy implementation (May & Winter, 2009; Winter, 2012).

These positive attitudes are closely correlated with perceptions of direct benefits felt by the community, such as improved environmental quality, strengthened social cohesion, and increased citizen participation in collective activities. These concrete, tangible benefits serve as a reinforcement of the implementer's intrinsic motivation, enabling the policy to be implemented sustainably even without significant material incentives (Ostrom, 2010; Sovacool et al., 2018).

This study also revealed variations in the attitudes of implementers across regions. In locations where ProKLim was the initial trigger for environmental activities, dependence on government guidance and direction remained relatively high. This situation indicates ambivalence among implementers, where commitment to the policy is not fully accompanied by operational independence. In the long term, this type of dependence has the potential to become a weak point in the policy's sustainability if external support diminishes. Therefore, implementer attitudes serve as both a strengthening factor and a potential vulnerability in ProKLim implementation, depending on the extent to which the empowerment process is able to encourage the transition from dependence to community independence (Newell et al., 2021).

Social, Economic & Political Conditions

Social, economic, and political/environmental conditions are contextual variables that shape the policy implementation space. Within Van Meter and Van Horn's policy implementation framework, these contextual factors function as an external environment that can either strengthen or hinder the effectiveness of policy implementation at the local level (Van Meter & Van Horn, 1975; Hill & Hupe, 2014). The results of the study show that the social environment of the community at the research location is relatively conducive to the implementation of the Climate Village Program (ProKLim), which is characterized by strong social capital, a tradition of mutual cooperation, and a high level of social cohesion.

This social capital acts as a collective glue that facilitates cooperation, strengthens trust among residents, and minimizes conflict in the implementation of environmental activities. This finding aligns with the view of Putnam and Ostrom (2010), who assert that social capital is a crucial prerequisite for the success of collective action in managing shared resources and community-based environmental policies.

From an economic perspective, research findings show that the implementation of ProKLim provides tangible benefits directly felt by the community, particularly through waste bank activities. Collected and managed waste not only contributes to reducing waste generation and improving environmental quality but is also converted into savings for residents with economic value. This type of community-based circular economy practice has been widely identified in the literature as an effective incentive mechanism to encourage sustainable community participation in environmental programs (Wilson et al., 2017; Velenturf & Purnell, 2021).

Waste bank savings, which are generally disbursed at specific times, such as before Eid al-Fitr, serve as a socio-economic incentive that strengthens the motivation for sustainable community participation. Thus, the direct and contextual economic benefits act as a positive feedback loop that strengthens the social legitimacy of policies at the community level (Ostrom, 2010; Sovacool et al., 2018). From a political and institutional perspective, local government support through the issuance of the Mayor's Circular on the Implementation of ProKLim provides administrative legitimacy and creates a conducive policy climate for program implementation. This local political support serves as a form of political endorsement that clarifies ProKLim's position within the regional policy structure and strengthens cross-sector coordination (Peters, 2018; Howlett et al, 2020). Clarity of policy positions at the regional level is important to reduce implementation ambiguity and increase certainty of the roles of implementing actors, particularly in cross-sectoral policies such as climate change mitigation and adaptation.

Figure 1. Waste Bank Activities



Source: Research results processed in 2025

The interaction between participatory social conditions, tangible economic benefits, and regional political legitimacy creates a convergence of contextual support that significantly strengthens the implementation of ProKLim in Bandung City. However, this study also shows that variations in social, economic, and political conditions across regions continue to influence the consistency and quality of program implementation. This confirms that local context plays a mediating role that can strengthen or weaken the effectiveness of policy implementation (Newig et al., 2019).

Based on the above description, it can be explained that the success of ProKLim cannot be separated from the policy's ability to adapt contextually to the social and economic dynamics of the local community. Community-based environmental policies require implementation flexibility and sensitivity to variations in local conditions to achieve long-term effectiveness and sustainability (Ostrom, 2010; Newell et al., 2021).

CONCLUSIONS

The results of this study indicate that the implementation of the Climate Village Program (ProKLim) in Bandung City can be categorized as quite effective, especially in areas that already had environmental initiatives and institutions in place before the program was established. This finding confirms that the success of community-based climate change mitigation and adaptation policies is largely determined by the readiness of local actors and the social context in which the policies are implemented. Based on analysis using the Van Meter and Van Horn policy implementation model, it can be concluded that the objectives and standards of the ProKLim policy have been relatively consistently understood by local governments and implementers at the community level. Clarity in policy direction allows implementers to translate ProKLim into concrete and sustainable environmental actions, ensuring that the policy does not stop at the administrative level.

This study also found that the sustainability of ProKLim is largely supported by non-financial resources, such as human resource capacity, community institutional strength, and social capital. The presence of environmental cadres and Community Self-Help Groups plays a crucial role in maintaining consistent activities, while budget constraints are not a major obstacle to program implementation. The characteristics of policy implementers demonstrate a collaborative pattern between local governments as facilitators and communities as primary actors. However, differences in institutional capacity across regions contribute to variations in the quality of implementation. Communication between policy actors, still dominated by

informal mechanisms, supports coordination, but has not yet been fully institutionalized systematically. This research confirms the relevance of the Van Meter and Van Horn model for explaining the dynamics of ProKLim implementation at the local level. Strengthening community institutions and internalizing policy values at the community level are key factors in ensuring the sustainability of community-based environmental policies.

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