

Public Institution Model in Advancement of Sundane Culture in West Java

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Abstract

Cultural advancement is an essential component of national resilience and is mandated by Law Number 5 of 2017 concerning Cultural Advancement. The Cultural Development Index (CPI) in West Java in 2023 was still below the national average of 55.5. The West Java Provincial Government does not yet have a Cultural Service specifically handling cultural affairs. In fact, cultural issues are managed by only one Division, a sub-division of the West Java Provincial Tourism and Culture Service. Furthermore, the Provincial Government focuses on coordination and supervision, while its territorial authority is still dominated by the Regional Government. This research method uses a qualitative approach with a case study as the chosen method, namely as one way to examine something unique in the field of public administration. The results of this study identify a public institution model through the relationship between three public policy approaches (political, legal, and service approaches) through three public administration approaches: Old Public Administration (OPA), New Public Management (NPM), and New Public Service (NPS). These approaches are synchronized into a public institution model. Thomas R. Dye (1978:20), which is formulated through differences in the form, role and functions of institutions into three institutions as a result of the contextualization of the "Sanghyang Siksa Kandang Karesian & Tritangutu di Buana Manuscript" into the Cultural Council (Rama), Sundanese Academy (Resi), and Cultural Confederation (Ratu), each of which has a role and function in advancing Sundanese Culture in West Java.

Keywords: Old Public Administration, New Public Management, New Public Service , Sundane Culture, West Java

Introduction

The Cultural Development Index (CPI) in West Java in 2023 was still below the national average of 55.5, while the average Indonesian national Cultural Development Index (CPI) was 57.13. Based on 2020 data from the Central Statistics Agency (BPS), approximately 30% of West Java residents no longer use Sundanese, even though language is a symbol and identity of a nation and language is an indicator of human civilization, because through language, humans can understand each other, understand each other in interactions and social relationships, and can give birth to norms and rules and procedures for a just and civilized life.



Figure: 1.1

Cultural Development Index 2023

The territorial area of West Java Province covers the western part of Java Island, bordering the Java Sea to the north, the Indian Ocean to the south, Banten and DKI Jakarta to the west, and Central Java to the east, with the capital in Bandung City, consisting of 18 regencies and 9 cities, and includes the northern lowlands and mountains in the center to the South. West Java Province is a province whose population is predominantly Sundanese, namely around 71% based on data from BPS in 2010, the West Java Provincial Government does not yet have a Cultural Service that specifically handles Cultural affairs, and in fact cultural issues are only managed by one Sector as a sub-section of the West Java Provincial Tourism and Culture Office. Even though the advancement of culture is part of national resilience that needs to be maintained, and has been mandated in Law number 5 of 2017 concerning the Advancement of Culture and at the national level there has been a Ministry of Culture, but it has not been followed up by the West Java provincial government as the basis for the establishment of the Cultural Service at the West Java provincial government level. From this problem, the researcher is interested in researching the "Public Institution Model in the Advancement of Sundanese Culture in West Java", which aims to find an effective public institution model that can increase public participation in the

advancement of Sundanese culture in West Java.



Source: Google Maps

Figure: 1.2
Office of the West Java Provincial Tourism and Culture Office 2025

Methods

This research employs a qualitative approach, employing a case study as a method, as a means of examining something unique in the field of public administration (Van Thiel, 2022:86-91). The aim is to produce knowledge in line with established principles and thus address the research questions. Furthermore, ontologically, epistemologically, and axiologically, this research can be accounted for through a qualitative approach. The issue of cultural advancement must not only be explained but also given a new meaning as a more relevant model that can be implemented systematically and measurably.

Results and Discussion

Cultural advancement does not only affect one problem in a short time, but also affects the wider environment and in a longer period of time. Therefore, through the bureaucratic structure and hierarchy are inadequate in the advancement of Sundanese culture in West Java, and the function of the provincial government is regulated by Law No. 23 of 2014 concerning Regional Government which focuses on coordination, supervision, and affairs involving several districts/cities in its territory, as well as being an intermediary between the central and local areas. So an effective Public Institution Model is needed and can be used to reconstruct and

contextualize the Sundanese cultural manuscript (Sanghyang Siksakandang Karesian) into a relevant public institution model and aims to overcome obstacles to the advancement of Sundanese culture in West Java. Thomas R. Dye, in his book "Understanding Public Policy" (1978: 20), states:

"Institutionalism is the study of government institutions—legislatures, executives, courts, bureaucracies, state and local governments, political parties, and interest groups. It focuses on the structure and processes of these institutions and the activities of individuals and groups within them. Government institutions give public policy three major characteristics: legitimacy, universality, and coercion."

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Thomas R. Dye's Institutional Model (1978: 20), in line with the history of Sundanese culture that has left a policy in realizing social order as reflected in the Siksakandang Karesian Manuscript, which clearly provides rules, guidance, and moral teachings to its readers. Sanghyang Siksakandang Karesian is a book containing The rules for becoming a wise or holy

person are stored in the National Library of the Republic of Indonesia in Jakarta and are marked with the name kropak 630. This manuscript consists of 30 sheets of nipah leaves. This manuscript is dated nora catur sagara wulan (0-4-4-1), namely the year 1440 Saka or 1518 AD. In its implementation, three institutions are needed, called Tritangtu Di Buana, consisting of Rama, Resi, and Ratu, where each institution is a system that has its own role and function, where three approaches in public administration, namely the political approach, the legal approach, and the service approach have been implemented by each of these institutions. Therefore, based on the interests in carrying out the mandate of Law Number 5 of 2017 concerning the advancement of culture, especially the advancement of Sundanese culture in West Java, the Public Institution Model of Thomas R. Dye (1978: 20), and various approaches to public administration (Rosennloom, 2025): 4). provides a formulation in contextualizing the Triangtu Di Buana Institution/Siksa kendang Kresian in the advancement of Sundanese culture in West Java. Its institutional roles and functions implement public administration approaches, namely Old Public Administration (OPA), New Public Management (NPM), and New Public Service (NPS). (Rosennloom, 2025): 4).

Law number 5 of 2017 concerning the advancement of culture has been clearly defined through 4 scopes, namely: "Protection, Development, Utilization and Fostering of Culture."



Source: PPKD West Java 218

Picture. 1.3

Three Steps in Cultural Advancement

Every regional head election momentum, in this case every West Java Governor election, often the gubernatorial candidates come and visit and ask for support to organizations or cultural communities in West Java, but when elected and inaugurated, empowerment spaces for the advancement of Sundanese culture in West Java are not open as expected. The above conditions describe when the executive (Queen), he stands alone without guidance from Rama and without guidance from Resi, but they stand through a general election process (voting) so that his role is only as a mandate for the most votes which is quantitative and not acting as an implementer of concepts that have been tested with scientific standards both qualitatively and quantitatively. Therefore, in the contest for the advancement of Sundanese culture, a Queen/executive must be born from the socio-cultural and socio-cultural order, not from the engineering of democracy, so that each Tritangtu/Trias politika Sunda institution Jakop Sumarjo (2009:103) in the current context can give birth to an institutional model in the advancement of Sundanese culture, especially in West Java, which will be formed in a bottom-up manner Lipsky (2010) and have their respective roles and functions which will be in line with the theories and types of public policy approaches, both approaches with the following descriptions of roles and functions and also function to carry out the 4 scopes in the advancement of Sundanese culture in West Java:

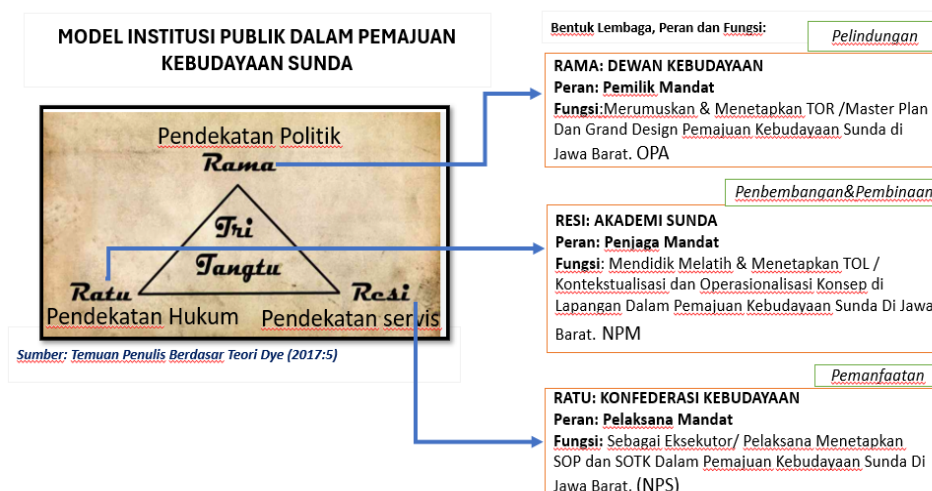


Figure 1.4

The Public Institution Model as the Sundanese Trias Politica

1. Political Approach

The political approach functions to implement the scope of "protection" based on Law No. 5 of 2017, Article 1, point 4, which states: "Protection is an effort to maintain cultural sustainability through inventory, security, maintenance, rescue, and publication." The political approach in public administration views the relationship between administration (policy implementation) and politics (policy making) as inseparable, contrary to the traditional view that separates the two (namely the "politics-administration dichotomy" principle introduced by Woodrow Wilson). This approach emerged in the early 20th century as a critique of Wilson's "politics-administration dichotomy," which claimed that politics is responsible for making policies and administration is solely responsible for implementing them without political interference. The political approach argues that this is unrealistic, as public officials are always involved in decision-making that is laden with political interests, as is the mandate of Law No. 5 of 2017 concerning the advancement of Sundanese culture in West Java. This approach will be supported by the Cultural Council (Rama) where the cultural council tends to provide general and umbrella policies and constitutional protection by providing orientation in formulating and determining the Master Plan for the advancement of Sundanese culture in West Java, then the philosophy and values of Pancasila by the Cultural Council will be synchronized with Sundanese culture which has been proven to have been effectively implemented by its ancestors (Alam Bihari) and the values of Pancasila will be synchronized with the conditions of West Java today (Alam Kiwari) and the values of Pancasila will be synchronized with the noble ideals of Sundanese teachings so that it becomes a form of institutional model in the advancement of Sundanese culture in West Java (Alam Poe Isuk) through this institutional model in the advancement of Sundanese culture in West Java can be implemented in a system approach because the Cultural Council will produce an Outline of Direction for the Advancement of Sundanese Culture in West Java which is called the Master Plan and Grand Design for the Advancement of Sundanese Culture. So based on Resennloom's theory, the Cultural Council's

working method tends to use the Old Public Administration (OPA) approach, (Rosennloom, 2025): 4). The Main Characteristics of the Political Approach in Public Administration can be played by the Cultural Council, namely: 1. There is no absolute separation between politics and administration: Public officials not only implement policies, but are also involved in the policy-making process (for example, by providing advice, determining priorities, or interpreting rules). This means that within the institutional body of the Cultural Council, there are representatives from the government and stakeholders who are engaged in the advancement of Sundanese culture in West Java, who through the Cultural Council meeting are all involved in the preparation of the Babon/constitution for the Advancement of Sundanese culture in West Java. 2. Decision Making is Full of Values and Politics: Decision making in administration is not only based on logic or efficiency, but also on values, group interests, and power dynamics. The Cultural Council will also regulate interests that are both trustworthy and rational. 3. The Role of Public Officials as Political Actors: Public officials are active political actors, not just passive implementers. They seek to promote the interests they believe in and influence the direction of policy. Through the Cultural Council, the West Java provincial government will have a strategic partner to promote the direction of development in the advancement of Sundanese culture in West Java. 4. Attention to Interest Group Dynamics: This approach examines how interest groups, parliament, government, and civil society interact to influence the administrative and policy processes, so the Cultural Council is a forum or institution that can facilitate these interactions. 5. Political Accountability: Public officials must be responsible not only for the efficiency of implementation, but also for the decisions they take that have political and social impacts, so the Cultural Council with adequate composition and representation of interests can create a sense of ownership because the decisions made are the product of consensus or the result of deliberation and consensus (Pakasila, principle 4). Finally, through the Cultural Council, the advancement of Sundanese culture will not be eroded by the changing times, but Sundanese culture will remain sustainable in every era. Therefore, the Cultural Council plays a role as a "Mandate Owner" in the advancement of Sundanese culture in West Java, Jakop Sumarjo (2009:103).

2. Legal Approach

The legal approach functions to implement the scope of "guidance and development" based on Law No. 5 of 2017, Article 1, point 7, which states: "Guidance is an effort to empower cultural human resources, cultural institutions, and cultural institutions to enhance and expand the active role and initiative of the community." Article 1, point 5, which states: "Development is an effort to revitalize the cultural ecosystem and enhance, enrich, and disseminate culture." This approach emphasizes that public administration is not only about efficiency (as in the OPA) but must also operate in accordance with legal regulations, emphasizing the role of law as a foundation for regulating relations between government and citizens, ensuring the accountability of officials, and protecting community rights. This approach focuses more on regulations, legislation, courts, and cultural legal aspects (before they are formulated into positive law). In implementing Law No. 5 of 2017, the advancement of Sundanese culture in West Java, this approach is supported by the Sundanese Academy (Resi) which in public policy theory uses the New Public Management (NPM) approach (Rosennloom, 2025): 4 where the legal approach in its elaboration can be complemented by the New Public Management (NPM) approach where law can be taught and has the effect of becoming a culture or normative law and becoming an individual or group attitude that can regulate itself as a consequence of awareness of the law educated by the Sundanese Academy (Resi). Here is how these two approaches work in establishing law and legal education:

- a. The legal approach focuses on regulations, established through the Sundanese Academy Meeting Decisions, which become the Standard Operating Procedures (SOPs) taught through a guide or curriculum for the advancement of Sundanese culture. This curriculum is oriented toward regulating accountability and protecting the rights of citizens/members of the Cultural Confederation. Meanwhile, the National Leadership Forum (NPM) focuses on efficiency, effectiveness, service delivery, and the application of private management principles by the Sundanese Academy, ensuring that the Cultural

Confederation (as the executive) has guidance in establishing operational procedures within its respective institutions.

- b. The legal approach is based on legal norms taught by the Resi/Sundanese Academy and on justice. The NPM is based on management and economic theory (such as cost-benefit and market theory), translated by the heads or chairpersons of the cultural federations as executors within their respective organizations.
- c. The legal approach views the Sundanese Academy as an institution governed by educational law (based on awareness, not sanctions) and maintaining order through education. The NPM views the Sundanese Academy more as an organization providing services to the Sundanese Cultural Confederation and must provide education to the heads or chairpersons of the federation so they can provide the best service in advancing Sundanese culture for its "members" (citizens).

So here is the task of the Resi/Sundanese Academy where the structure of Sundanese culture in West Java will be regulated and managed proportionally and codified in the form of managerial laws where the Resi or the Sundanese Academy will be taught to cultural organizations that have been organized in the Cultural Confederation, through the teaching carried out by the Sundanese Academy all individuals will feel psychologically bound because the Resi teaches laws oriented to give birth to awareness not fear of legal entanglements or legal sanctions, that individuals are part of the organization, and grouping resources is the same as grouping various privacy, and making organizational decisions is the same as making decisions for individuals/human privacy. New Public Management (NPM) (Rosennloom, 2025): 4. So this Sundanese Academy can then play a role as a "Guardian of the Mandate", Jakop Sumarjo (2009: 103)

3. Service Approach

The New Public Service (NPS) approach, within the scope of "utilization," is reflected in Law No. 5 of 2017, Article 1, point 6, which states: "Utilization is an effort to utilize objects of cultural advancement to strengthen ideology, politics, economics, social affairs, culture, defense,

and security in realizing national goals." The New Public Service (NPS) approach is a public administration paradigm that emerged in the late 1990s in response to the limitations of New Public Management (NPM). It was developed by Janet V. Denhardt and Robert B. Denhardt in their paper, "The New Public Service: Serving, Not Steering." The following are the main points of NPS:

- a. Focus on service, not control: Unlike NPM, which views members of the Sundanese Cultural Confederation as "customers," NPS views them as "citizens" with rights and obligations. Therefore, the confederation must serve, not direct, its members.
- b. Encourage confederation members to participate in the policy-making and service-making process. The public, not just as recipients of services.
- c. Emphasize the integrity of the cultural federation institutions gathered in the Cultural Confederation to ensure fairness and social responsibility in protecting the rights of members/citizens in the advancement of Sundanese culture in West Java.
- d. Encourage collaboration between federation organizations, the private sector, and civil society to resolve public issues in the advancement of Sundanese culture in West Java.
- e. Confederation leaders must act as facilitators and servants, supporting federation members in achieving common goals.

Therefore, the Cultural Confederation (Ratu). In public policy theory, the Confederation acts as an executor, aiming to serve and execute the advancement of Sundanese culture carried out by the organizations gathered in the cultural confederation. This approach is called the New Public Service (NPS) (Denhardt (2007, 10-13). As stated by Denhardt, the NPS emphasizes the importance of viewing individuals as citizens who possess public rights that must be fulfilled by the state. Therefore, public services must comply with laws, values, norms, and the various interests of each individual as a citizen. Therefore, the Cultural Confederation This institution acts as a "Mandate Implementer," Jakop Sumarjo (2009:103)

The public institution model mentioned above is based on the philosophy of cultural advancement. This means that it was not formed by the authority of the West Java Provincial

Government (top-down), but rather by a socio-cultural approach (bottom-up). The role of the West Java Provincial Government is merely that of a facilitator until this institutional model is formed and runs according to plan. Furthermore, the West Java Provincial Government, with its authority, can provide legitimacy to the legal and social norms that already exist in society.

Conclusion

The public institution model is found from the interaction of three public policy approaches, namely: the political approach, the legal approach, and the service approach, and in carrying out its institutional functions using a public administration approach where the debate of opinions from experts on the three public administration approaches is: Old Public Administration (OPA), New Public Management (NPM), and New Public Service (NPS). (Rosennloom, 2025): 4). with this public institution model can be formulated through the differences in institutional roles and functions which in this contest aim to Advance Sundanese Culture in West Java. So that the Cultural Council (Rama) plays a political role as the owner of the mandate, the Sundanese Academy (Resi) plays a juridical role as the guardian of the mandate, and the Cultural Confederation (Ratu) plays a role as the executor or implementer of the mandate.

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