Analysis of Implementation of the Livestock Control Policy

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ABSTRACT

This research is a qualitative descriptive study that aims to analyze the implementation of the Mukomuko Regency Regulation No. 9 of 2019 concerning Livestock Control and obtain an overview of the factors that support and hinder the implementation of the policy using the Edward III model framework (1984). The variables studied consist of communication, resources, disposition and bureaucratic structure. Data collection was carried out using observation methods, in-depth interviews and documentation. Data sources or key informants consist of the Head of Mukomuko City Sub-district, Satpol PP, Head of BMA (Customary Consultative Body), livestock owners, and the Mukomuko City Sub-district Community. Analysis uses the interactive model of Miles and Huberman (1992) and triangulation of sources and methods. This study found that communication factors regarding livestock control policies in Mukomuko District were relatively minimal. Policy dissemination tended to be formal and limited, leaving most livestock owners unaware of the livestock control policies, resulting in minimal understanding, awareness, and compliance with these policies. The lack of resource support, including the number of implementers, their competence, facilities, budget, and incentives, coupled with the implementers' failure to implement sanctions and enforce the law effectively, led to a tendency for the community to ignore the regulations, indicating a low commitment from implementers to implement the policies.

INTRODUCTION

Public policy implementation faces complex and interconnected challenges, including the implementation of livestock control policies. Public policy is an instrument for directing and controlling public activities in various fields, including livestock. Therefore, Udoji (1981) views public policy as a sanctioned action directed toward a specific, interrelated goal that affects the majority of citizens and all government agencies implementing the policy. In the context of policy implementation, Van Meter and Van Horn (1975) state that implementation is the process and activity of building networks that enable public policy objectives to be realized through the activities of government agencies involving various stakeholders.

Animal husbandry is an important and strategic economic sector in order to support food independence and economic growth. The livestock sector in Mukomuko Regency is growing and developing and becoming a mainstay sector that supports the economy. According to the BPS Mukomuko Regency (2024) records, the livestock sector is able to absorb 28,230 workers with a livestock population of 32,646 cattle, 9,462 buffaloes, and 32,214 goats. For poultry farming, the number of free-range chickens reached 958,187, laying hens 15,500, and ducks 27,883. The agricultural sector, including the livestock sector, has contributed 44.64% to the economic structure of Mukomuko Regency. Kota Mukomuko District is one of the districts in Mukomuko Regency that has a significant contribution to livestock and livestock products along with the problems they cause. As the district capital, this district has livestock of 2,814 cattle, 1,431 buffaloes, 1,103 goats, and 404 sheep. The position of livestock as a mainstay sector that has a significant contribution requires comprehensive and integrated policies so that problems caused by livestock activities can be managed well.

Livestock activities in Mukomuko Regency, including in Mukomuko District, have not yet led to professional and integrated livestock management. This is evident in the long-standing culture of releasing livestock, understood as a way to save on feed. Traditional livestock management by releasing livestock often leads to accidents, social discomfort, and economic losses due to crop damage, as revealed by Safitri, Darmi, Rosidin, and Indarti (2025). This problem, as noted by Insari and Safrida (2022), impacts public order and disrupts environmental aesthetics and cleanliness. Furthermore, Latief and Ka'bah (2024) found that released livestock often triggers conflicts between residents and disrupts public order. Salsabil (2024) found that 89 cattle in Mukomuko City District contracted viral and bacterial diseases due to the released livestock management system, transmitting the disease through meat consumption to 43 adults and 15 children.(Salsabila, 2024).

In order to control the impact of community livestock activities, the Mukomuko Regency Government has issued a policy in the form of regional regulation No. 26 of 2011 which specifically regulates livestock control so that livestock owners do not release livestock on highways, reforestation areas, yards, and public facilities to avoid causing disturbances and endangering public safety. This policy serves as a foundation for the Regional Government in maintaining the balance of the development ecosystem in Mukomuko Regency by enforcing the law and providing protection against potential dangers of uncontrolled livestock and diseases (Umar, et.al, 2023). The Mukomuko Regency Government issued Regional Regulation No. 9 of 2019 which is an affirmation of Regional Regulation No. 26 of 2011 showing that the implementation of public policies for controlling livestock in Mukomuko Regency is ineffective as shown by the research of Safitri, Darmi, Rosidin and Indarti (2025) on the implementation of Regional Regulation No. 26 of 2011 which stated that the implementation of livestock control policies in Mukomuko Regency is not optimal due to low public awareness, minimal policy socialization, limited Satpol PP personnel, and weak coordination between agencies. The affirmations contained in Regional Regulation No. 9 of 2019 include the existence of a control team, provision of cages and fines for farmers whose livestock are released and captured by the control team. This policy revision is expected to be implemented effectively so that problems related to livestock can be controlled and can produce quality livestock.

Research on the implementation of public policies, especially livestock management policies, has been relatively extensive. Safitri, Darmi, Rosidin, and Indarti (2025) examined the implementation of Regional Regulation Number 26 of 2011 using the model of Van Meter and Van Horn (1975). Anzikri and Nasir (2025) examined the effectiveness of livestock management policy implementation in Pidie Regency, NAD, and found that livestock management policies had not been implemented effectively due to minimal commitment from the local government. Astari, AN, Hasan, H., Islam, U., & Alauddin, N. (2023) examined the implementation of livestock management policies in Pangkajene Regency

from a legal perspective. The results showed that the structure, substance, and legal culture in livestock management in Pangkajene Regency were not optimal.

This research will focus on exploring the implementation of public policy of regional regulation No. 9 of 2018 concerning livestock control in Mukomuko District using the approach and variables developed by Edward III (1984). This approach is used because it can provide a comprehensive analytical framework for aspects of policy implementation including communication factors, resources, implementer attitudes, and bureaucratic structures. The purpose of this study is to obtain a complete picture of the implementation of livestock control policies and factors that support and hinder the implementation of livestock control policies in Mukomuko Regency, especially in Kota Mukomuko District as the regency capital. The problems of livestock management, the culture of releasing livestock and the impacts caused and the effectiveness of policy implementation make this increasingly interesting and find its relevance.

Literature Review
Public Policy
According to Dye (1995), public policy is any government decision to do or not do something. Meanwhile, according to Dun (2003), public policy is a collective choice of various interrelated alternatives carried out by government agencies or work units. Udoji (1981) defines public policy as actions accompanied by sanctions and have interconnected goals that affect society and the government or policy-implementing work units. Jenkins (1978) states that public policy is a series of decisions taken by a political actor or group of actors with goals and ways to achieve them in certain situations according to their limits and authority. Based on this definition, Wahab (2012) explains that public policy has goals and patterns of interdependence, is carried out by the government and can have positive or negative characteristics and forms. Furthermore, Nugroho (2012) states that public policy is essentially an element of the state that exists to regulate people's lives so that they are not controlled and regulated by an individual or group of people with vested interests. The existence of the state not only controls direction and goals but also manages the state so that it has value through public policy.

Thus, public policy can be interpreted as a form of state presence in directing, regulating and controlling with various choices that contain goals and ways of achieving them accompanied by actions and sanctions implemented by the government based on its functions and authority.

Public Policy Implementation
Ripley and Franklin (1986) stated that there is no single, widely accepted definition to explain the success of policy implementation. In Ripley and Franklin's (1986) view, a policy can be said to be successful if there is compliance from implementers with the policy, the smooth running of routine organizational functions, and the performance and impact of the policy. Previously, Van Metter and Van Horn (1975) defined policy implementation as actions taken by individuals, officials, or government or private groups to achieve the objectives stated in policy decisions. Grindle (1980) defined implementation as the process of administrative actions carried out after the policy is established. Furthermore, Grindle (1980) explained that public policy is influenced by two variables: the content of the policy and the implementation environment (context of implementation). These variables explain the content of the policy, the benefits received, and the changes desired by the target group that can be achieved.

Edwards III's (1984) question regarding factors that support and hinder the implementation of public policy resulted in the formulation of 4 (four) factors that are the main requirements for the success of the implementation process, namely communication, resources, bureaucratic or implementing attitudes and organizational structure, including bureaucratic workflow. The implementation model with a problem approach offered by Edwards III (1984) can be graphically presented as follows:

Communication
Communication plays a crucial role in determining the success of achieving public policy

implementation goals. Implementation will be effective if decision-makers know or possess the knowledge of what they must do. Knowledge of what they will do will be achieved if communication also runs smoothly. The success of communication within a public policy framework is determined by three indicators: transmission, clarity, and consistency.

Resource
Implementation will be effective if the implementer has adequate resources. Important resources include staff, expertise, authority, and the facilities, equipment, and supplies needed to deliver public services.

Disposition
Public policy will be effective if supported by policy implementers who have the competence to carry it out. The success of this implementation is determined by selecting dedicated personnel with competencies appropriate to the program's needs and providing appropriate incentives.

Bureaucratic Structure
Policies that have been politically decided must receive support from the implementing bureaucracy through effective coordination. The performance of the bureaucratic or organizational structure in implementing the policy must be supported by good governance and flexible standard operating procedures (SOPs).

Method
This research is a qualitative descriptive study that aims to analyze the implementation of the Mukomuko Regency Regulation No. 9 of 2019 concerning Livestock Control and obtain an overview of the factors that support and hinder policy implementation using the Edward III (1984) model framework. The variables studied consist of communication, resources, disposition and bureaucratic structure.

Data collection was conducted using observation, in-depth interviews, and documentation. Data sources or key informants included the Mukomuko City Sub-district Head, Public Order Agency (Satpol PP), the Head of the Customary Consultative Body (BMA), livestock owners, and the Mukomuko City Sub-district community.

The collected data was analyzed using Miles and Huberman's (1992) interactive model, which includes data reduction, data presentation, and conclusion drawing. Furthermore, to ensure data validity, simultaneous triangulation of sources and methods was conducted, starting from data collection, data reduction, data comparison, data presentation, and conclusion drawing.

Results and Discussion
Factors Influencing the Implementation of Regional Regulation No. 9 of 2019 Concerning Livestock Regulation
Communication
This study found that communication regarding the implementation of Regional Regulation No. 9 of 2019 concerning livestock management in Kota Mukomuko District was conducted through community outreach by district officials and the Public Order Agency (Satpol PP). This policy communication appeared ineffective due to its formal approach and limited reach to implementers. Furthermore, the lack of policy literacy among implementers and the public regarding livestock management policies made this policy communication ineffective. The clarity and consistency of

policy communication were relatively minimal, resulting in a lack of understanding of proper livestock management. Consequently, many pros and cons arose within the community. A shift from a livestock culture involving free-range livestock to penned livestock management appeared to be occurring. In this policy communication, the public tended to prefer face-to-face meetings over technology-based media such as WhatsApp or circulars, print, electronic, or online social media. The communication behavior of implementers and the public tended to be passive and awaited instructions.

Furthermore, minimal coordination between sub-districts, urban villages, neighborhood associations (RT/RW), and the community makes this policy ineffective. Implementers tend to use Public Order Agency (Satpol PP) to enforce livestock control. Communicating the policy to livestock owners is crucial to ensuring they understand its objectives.

Based on these findings, a breakthrough innovation is needed in communicating livestock management policies involving sub-districts, neighborhood associations (RW), neighborhood associations (RT), and livestock owners so that information on the importance of good livestock management can be communicated well, relevantly, on target, and consistently.

The research findings are in line with the findings of Afandi and Warijo, (2015) who stated that if communication to the target group is not carried out clearly, then rejection of the policy is very likely to occur. The suboptimal communication of livestock control policies in Mukomuko City is caused by the lack of literacy and understanding of implementers. Therefore, training in communication skills is needed to equip implementers so that they are able to establish mutually beneficial understanding and compromise.

Resource

Winarno (2021) believes that implementation will be effective if implementers have adequate staff resources with the necessary skills, authority, and facilities to deliver public services. In this study, resource indicators were developed from Edward III (1984), consisting of human resource (HR) quality, HR quantity, finance, and facilities.

The findings of this study indicate that the number of implementers required to implement Regional Regulation No. 9 of 2019 concerning Livestock Control is relatively limited. Public Order Agency (Satpol PP), as the spearhead of control, faces a shortage of personnel. Furthermore, understanding of livestock control policies is also limited. Furthermore, budget support, equipment, and holding pens are inadequate, thus hampering the implementation of this policy. The limited holding pens often lead to officers releasing animals that have been controlled. Furthermore, in addition to the long-standing and difficult-to-eradicate culture of releasing livestock, the community lacks sufficient land to build pens. The research findings align with those of Safitri, Darmi, Rosidin, and Indarti (2025). Winarno (2021) emphasized the importance of human resource availability, stating that inadequate or incompetent human resources will lead to policy implementation failure. Meanwhile, Sabarsono (2021) stated that vehicles, equipment, and the conversion of plans into practical public services require an adequate budget to support staff activities as policy implementers.

Disposition

Edward III (1984) stated that in relation to the implementer's attitude or disposition,Selecting dedicated personnel with competencies appropriate to policy requirements and providing appropriate incentives are key factors in successful implementation. Therefore, the implementer's attitude toward policy implementation is determined by commitment, staff placement, and incentives.

This study found a strong commitment from implementers, especially the Public Order Agency (Satpol PP), to implement the livestock control policy. Mukomuko Regency, which covers nine sub-districts, appears to have no specific assignment for livestock control. Furthermore, the lack of support, facilities, and incentives makes this policy ineffective. Implementation has been carried out through warnings, appeals, and the implementation of patrol schedules for disbanding livestock. The implementation of these policies is often interpreted differently by livestock owners. The limited community involvement in the policy process has led to resistance. Most livestock owners believe that free-range livestock

farming is a long-standing and traditional tradition. Astari et al. (2023) argues that livestock farming is a part of life that should not be confined, contradicting the government's formal values regarding local public order.

The livestock control policy is considered contrary to local cultural values. This difference in values results in relatively low levels of commitment from implementers. Therefore, strong commitment from implementers must be supported by adequate staffing and incentives to ensure compliance. This must be supported by communication patterns and the availability of competent resources.

Bureaucratic Structure

The findings regarding the bureaucratic structure of the implementation of Regional Regulation No. 9 of 2019 concerning the regulation of livestock in Mukomuko Regency are that there are *standard operating procedures*(SOP) so that the policy is easily understood as a guideline and guideline in implementing livestock control. Regional Regulation No. 9 of 2019 concerning livestock control states that the Regency Government acts as the implementing team and is primarily responsible for every livestock control policy. In carrying out its duties, the Regency Government is assisted by related agencies, namely the Mukomuko District Agriculture and Livestock Service. The livestock control team involves the Public Order Agency (Satpol PP), the Indonesian National Armed Forces (TNI), the Indonesian National Police (Polri) (including the Polsek at the sub-district level), and the Sub-district Head. Sub-district officials are responsible for maintaining public safety and comfort. Regional Regulation No. 9 of 2019 assigns the Satpol PP as the field implementer of livestock control policies within the Mukomuko Regency area.

The implementation of livestock control policies will be effective if the bureaucratic structure implements standard operating procedures (SOPs) and fragmentation. An unfavorable bureaucratic structure results in ineffective resource utilization, resulting in unsuccessful policy implementation. Bureaucratic performance will improve with the existence of SOPs, fragmentation, and good coordination. This opinion aligns with previous research that found bureaucracy significantly influences policy implementation (Ariyani et al., 2014; Riswandi, 2020; Subekti et al., 2017). Furthermore, bureaucratic structure is a crucial factor in the implementation of livestock control.

This study found that law enforcement involvement was ineffective, as evidenced by the continued presence of community members who violated or were unaware of the policy. Although livestock were captured and relocated, sanctions were not enforced, allowing livestock owners to freely dispose of their livestock. Therefore, established policies must be supported by the implementing bureaucracy through effective coordination (Edward III, 1984).

Supporting and Inhibiting Factors

The research findings show factors that support and hinder the implementation of livestock control policies as stipulated in Mukomuko Regional Regulation Number 9 of 2019 concerning Livestock Control.

The factors that support the implementation of this policy include:
a. Livestock control policy, Regional Regulation No. 9 of 2019 and instructions from the Sub-district Head of Mukomuko City
b. Openness of information and communication media and social media
c. Good understanding of the policy objectives by the implementer
d. Formation of the Livestock Control Team
e. Bureaucratic support

Meanwhile, factors that hinder the implementation of livestock policies include:

    a. Lack of public awareness of the impact of releasing livestock
    b. Lack of socialization and publication of livestock control policies
    c. Weak coordination between policy implementers.
    d. Weak law enforcement
    e. Lack of budget support, facilities and incentives
    f. Inadequate personnel in terms of both number and competence
    g. Culture and livestock management by releasing livestock

CONCLUSION

The implementation of Regional Regulation Number 9 of 2019 concerning Livestock Control in Mukomuko District has not been optimal. Using Edward III's (1984) approach, which includes communication, resources, implementer attitudes, and bureaucratic structure, it can be explained that communication regarding livestock control policies in Mukomuko District is relatively minimal. The policy's socialization tends to be formal and limited, leaving most livestock owners unaware of the livestock control policy, resulting in minimal understanding, awareness, and compliance with this policy. Limited resource support, including the number of implementers, implementer competence, facilities, budget, and incentives, are important factors hindering the successful implementation of this policy. Although a livestock control team has been formed and Satpol PP patrols have been conducted, the implementers' failure to properly implement sanctions and enforce the law has led to a tendency for the community to ignore the rules. This is compounded by a long-standing and hereditary culture of releasing livestock. This demonstrates the implementers' low commitment to implementing the policy, in addition to the lack of incentives and limited staff. The lack of literacy and knowledge of implementers regarding the substance of the policy, coupled with weak coordination within the enforcement team, makes policy implementation increasingly complicated, because it gives rise to misunderstandings during policy implementation.

Public misunderstanding of the policy, minimal socialization, limited support for resources, budget, facilities and incentives, weak commitment and minimal bureaucratic coordination coupled with public views on the culture of livestock management that impacts economic losses, security, and order further exacerbate the obstacles faced in the implementation of livestock control policies in Mukomuko District, Mukomuko Regency. Therefore, in order to ensure effective implementation, communication innovation and budget support, facilities and incentives as well as community involvement are needed.

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