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Cross Institutional Synergy in Regional Livestock Control Implementation

Sinergi Lintas Lembaga dalam Implementasi Pengendalian Ternak Daerah

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Abstract

General Background: Regional policy implementation frequently encounters structural and socio-cultural barriers, particularly in regulating public order within rural governance contexts. **Specific Background:** The implementation of Regional Regulation Number 3 of 2022 concerning livestock control in Moutong District, Parigi Moutong Regency, demonstrates persistent issues, including weak cross-agency coordination, low public legal awareness, inconsistent sanction enforcement, limited facilities, and reactive control patterns. **Knowledge Gap:** Although both top-down administrative mechanisms and bottom-up community initiatives have been introduced, their interaction has not been systematically conceptualized within an integrated cross-institutional synergy framework. **Aims:** This study aims to analyze the formation of cross-institutional synergy through the integration of top-down and bottom-up approaches in implementing livestock control policy and to identify determining factors shaping its implementation. **Results:** Using a descriptive qualitative method with interviews, observations, and documentation, the findings reveal that implementation remains suboptimal due to incidental coordination, dominance of hierarchical directives, uneven sanction application, limited resources, and fragile public trust. However, emerging collaborative practices—such as village livestock task forces, digital reporting mechanisms, vulnerability-based standard operating procedures, and community monitoring—indicate the potential of structured synergy. **Novelty:** This study constructs a dual-model synergy scheme that integrates hierarchical policy instruments with community-based participation to bridge the gap between normative regulation and social practice. **Implications:** The findings highlight the necessity of institutionalized coordination, consistent law enforcement, strengthened community engagement, and adaptive governance mechanisms to achieve sustainable livestock control within decentralized regional administration.

Highlights

- Field coordination remains incidental with uneven sanction practices and limited operational facilities.
- Public trust and local creativity shape compliance and collaborative governance capacity.
- Integrated hierarchical directives and community-driven initiatives form an adaptive governance scheme.

Keywords

Cross Institutional Synergy; Policy Implementation; Livestock Control; Regional Regulation; Collaborative Governance

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I. Introduction

Issues regarding livestock that are not balanced with legal knowledge and awareness adequate social has created a bias in people's social interactions. This problem not only reflects the weak management system of livestock management, but also shows gaps in legal and social governance at the local level. Based on various research results, there are at least two main forms of problems that are raised; by **Vertical**, Problems arise due to weak relations between the community as livestock business actors and the local government as policy makers. Meanwhile, in a **horizontal**, conflicts arise among the citizens of the community themselves. The implications of this phenomenon actually trigger concerns that, when livestock are left to roam unsupervised, these animals damage crops, pollute the environment, and cause economic losses to local residents.(1).

In addition, this problem triggers disputes between residents which leads to social tension. The problem becomes more complicated because the solution is often done through a family approach without a strong legal basis, so that it does not have a deterrent effect for the perpetrator. ((2). In many cases, victims of loss end up choosing to remain silent because they consider this problem to be a "social risk" that does not need to be brought into the legal realm. In fact, such a settlement pattern actually strengthens the cycle of violations and weakens the social solidarity of the community. Livestock activities that are not accompanied by a good management system further worsen these social conditions. Livestock roaming the roads, public areas, and farmland show weak social control and low awareness of maintenance responsibilities(3). Weak law enforcement of livestock regulations also causes similar cases to continue to recur without strict sanctions for their owners.(4). The impact is not only on the social aspect, but also on the economy. Land destruction causes agricultural productivity to decrease, while the potential for horizontal conflict increases due to the loss of mutual trust among residents.(5).

Settlements carried out through non-penal approaches, such as the provision of compensation, have not had a significant impact on changes in livestock owners' behavior. This effort is not accompanied by legal guidance and education that makes the public aware of the importance of social responsibility in raising animals.(6). Similarly, the implementation of regional policies on the control of livestock often does not run effectively due to weak supervision of the apparatus and low community participation in environmental control.(7) Conflict resolution due to land damage has tended to emphasize the restoration of the situation without touching the root of the problem, namely low legal awareness and social responsibility of livestock owners.(8). This shows that the problem of wild livestock is actually a reflection of the weak social and legal structure at the local level. This low awareness shows that the culture of livestock farming is still dominated by traditional patterns, where ownership is not accompanied by a sense of responsibility for the social and ecological environment.(9). In addition, the weak implementation of legal protection for aggrieved residents shows that there is no guarantee of certainty and justice for the community affected by damage caused by wild livestock.(10).

The social reality that arises from the problem of wild livestock shows that there is a distance between *Dasein* and *Das Sollen*. *Dasein* describes the reality of life of the people who are still permissive towards the habit of letting livestock roam irresponsibly. It is a factual portrait of a way of life driven by habits and practical needs, not by legal awareness or social ethics. Meanwhile, *Das Sollen* reflects the order of values and norms that should be a guideline for behavior. At the ideal level, society is required to be responsible, orderly, and respect for the rights of others. But in practice, that awareness has not grown in its entirety. Rules already exist, but they have not yet become part of the collective consciousness. The gap between reality and what should happen shows that the law has not yet lived in the consciousness of society. Man lives in *the state of Dasein*, but has not yet attained *Das Sollen*. They do it out of habit, not out of ethical awareness. As a result, social disorder continues to recur, and the law simply becomes a text without a lived meaning. To overcome this, it is necessary to grow legal awareness that departs from social values and responsibilities. Enforcement of the rules is not enough with sanctions, but must form a new perspective that raising livestock in an orderly manner is part of respect for common life. Thus, the existence of human beings in society is not only "existing" as *Dasein*, but also "becoming supposed to exist" in the ethical and moral sense of *Das Solulen*.

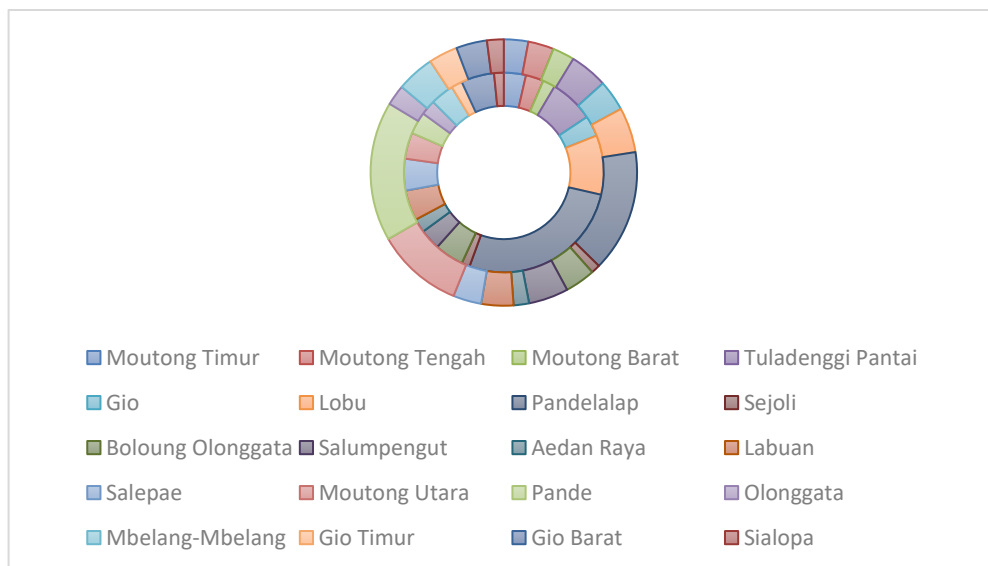
Normatively, various regions in Indonesia already have regulations that regulate the control of livestock to maintain public order and public health. For example, **Regional Regulation Number 25 of 2005** emphasized the prohibition of allowing livestock to roam in public places because it has the potential to cause accidents, plant damage, and the spread of disease. However, the implementation of these rules often does not run optimally due to weak local government supervision and low public compliance with applicable regulations.(11). On the other hand, **Pamong Praja Police Unit (Satpol PP)** As the implementer of local regulation enforcement, he also faces technical and social obstacles in the field. In some cases, the control of livestock caused resistance from residents because it was considered to interfere with livelihoods or violate local customs. This condition shows that the implementation of the policy does not solely depend on the clarity of the rules, but also on the readiness of resources and public acceptance of the policy.(12). The factor of public legal awareness is also an important element that affects the success of the implementation of regional regulations. In a number of regions, people still view the practice of releasing livestock as a hereditary tradition that is difficult to change, so the level of compliance with the rules is still low. This shows that there is a gap between written legal norms and social practices in the field, so that legal awareness efforts are the key to realizing policy effectiveness.(13).

In addition, the implementation of regulations at the village level **Village Regulation (Perdes)** regarding the control of livestock, but its implementation is constrained by the lack of socialization and weak coordination between village apparatus. As a result, regulations that are supposed to be guidelines for social order have not been able to change people's behavior as a whole.(14). From a positive legal perspective, some regions have even expanded livestock control rules by including them in public order regulations. These regulations, although they already have a strong legal basis, are often inconsistent in the application of sanctions due to weak law enforcement at the field level.(15). In the context of regional autonomy, the provisions regarding the control of livestock have actually been in line with the **Law Number 23 of 2014** about Local

Government and **Law Number 9 of 2015** As an amendment to both, which gives authority to the local government in maintaining public order. However, without the support of the community's collective awareness and the commitment of the apparatus in the enforcement of local regulations, the regulation will stop at the administrative level without any real impact on the community.(16).

In the context of this research, the focus is directed to the Parigi Moutong Regency Regional Regulation Number 3 of 2022 concerning Peace, Public Order, and Community Protection, especially those that regulate the control of livestock. This regulation was born from the habit of the local community who often release their livestock in public areas. Article 19 paragraph (2) of the regional regulation emphasizes that animal owners are obliged to keep their livestock from roaming and throwing feces in residential environments and public places. However, the implementation in the field is still far from expectations. Many livestock still roam until they enter residential areas, damaging crops, causing traffic accidents, and polluting the environment. Although the control policy has been regulated, its implementation is still weak because sanctions only reach the reprimand stage without a strict investigation process. Lack of budget, low education levels, and lack of supervision between agencies are the main inhibiting factors. As a result, the implementation of Regional Regulation Number 3 of 2022 has not been optimal and has not been able to realize the main goal of control, which is to create a clean, orderly, and socially just rural environment.

This is also shown by the results of the research observation findings on the portrait of animal control handling data spread across several sub-districts which can be seen in the graph below.



Graph 1. The Number of Livestock That Have Been Ordered in Each Village in the Moutong District, Parigi Moutong Regency.

Source. Moutong District Government, (2025).

The graph shows that the control of livestock in the area of Moutong District, Parigi Moutong Regency still shows that the implementation of Regional Regulation Number 25 of 2005 concerning the Control of Farm Animals has not been fully accompanied by public awareness to comply with the rules. Based on data collected from two main types of livestock, namely goats and cows, the total number of livestock that has been ordered reaches 448 goats and 1,282 cows. This figure illustrates that control activities are carried out intensively in all villages, but at the same time reflects the still high level of violations of regional regulations that prohibit people from releasing their livestock in public areas. The high number of discipline in several villages actually indicates the weak awareness of the law and social discipline of the community towards the importance of environmental order.

Pandelalap Village occupies the highest position with 121 goats and 190 cows that have been successfully disciplined, followed by Pande Village with 16 goats and 217 cows. The two villages show that violations are still found even though the authorities have carried out socialization and enforcement repeatedly. North Moutong Village also recorded a fairly high number with 19 goats and 135 cows, indicating that the habit of people releasing livestock on public roads is still rampant. Meanwhile, villages with medium categories such as Lobu (43 goats and 70 cows), Tuladenggi Pantai (32 goats and 59 cows), and Salumpengut (15 goats and 62 cows) show that the implementation of control is active, but it has not enough to form a deterrent effect among the farming community. On the other hand, villages such as Selovi (6 goats and 14 cows), Sialopa (7 goats and 26 cows), and Aedan Raya (10 goats and 24 cows) showed lower control rates. This can be interpreted as an indication that the number of livestock in the village is relatively small or that public awareness of the rules is beginning to form, although it still requires periodic supervision.

When viewed as a whole, the villages in the Moutong District area still show the same pattern, namely the imbalance between law enforcement and community participation in maintaining order. The control carried out periodically by the sub-district apparatus, the police, Satpol PP, and the village government is indeed effective in ordering roaming livestock, but it

has not fully touched the root of the problem in the form of collective community awareness. Many residents still maintain the traditional habit of releasing livestock in public spaces without paying attention to its impact on cleanliness, road user safety, and environmental aesthetics. The problem is even more complex when observations show that there are socio-cultural factors that also affect the low effectiveness of the implementation of regional regulations. Most people have a hereditary mindset that livestock is a "living asset" that must be left free to forage in nature. This kind of maintenance pattern has become a habit that is difficult to change without a persuasive and educational approach. In addition, the limited storage land is a rational reason that is often put forward by residents. On the other hand, village government officials have not optimally supervised and enforced rules, so that sanctions that should be an instrument of control do not run consistently.

Observations also found that in several villages such as North Moutong with 19 goats and 135 cows, as well as in Pande Village which has 16 goats and 217 cows, the existence of loose livestock has often caused social disturbances such as dirt on the road, damage to residents' crops, and the potential for traffic accidents. However, the community has not fully considered it as a violation of the law, but simply a problem of habits that can be resolved through deliberation between citizens. The lack of socialization from the local government and weak cross-sector coordination between village governments, sub-districts, and police officers also weaken the impetus for the implementation of the policy. Thus, the construction of the problem from the results of this initial observation shows that the main problem is not only the existence of regulations, but also the level of social compliance of the community with these rules. The implementation of the regional regulation is running administratively, but it has not touched the aspects of citizens' collective awareness and behavior. Therefore, strategic steps are needed that not only emphasize law enforcement, but also strengthen education, community participation, and the provision of supporting facilities such as communal cages. Only in this way can the livestock control policy be implemented effectively and sustainably in accordance with the initial purpose of its formation.

If reduced based on problems, there appears to be a gap between the implementation of livestock control policies and public awareness that is not fully synchronized. To bridge these conditions, it is necessary to study theoretically through a multidimensional approach in order to produce synergistic innovations between local governments and communities. In perspective Policy Implementation Theory, the success of public policy is highly dependent on the consistency of implementation, resources, and commitment of policy implementers.(17). In the context of livestock control, weak coordination across government actors and low public awareness are the main obstacles that show the weak implementation aspects of policies at the local level. In addition, the theory Governance Network emphasizing the importance of collaborative networks between state and non-state actors, which are able to build trust and mutual communication in solving social problems.(18). Approach Social Capital Theory is also relevant, since community involvement in policing policy is largely determined by the level of social trust (Trust), norms, and social networks that exist in rural communities.(19). Without strong social capital, policy is often only a formal instruction without internalizing values in society. Further, Community participation theory underlining that community participation is not only about attendance, but also about involvement in decision-making that reflects their needs.(20). The low participation of villagers in regulating pets is an indicator of the weak application of participatory principles in the implementation of regional regulations.

In the framework Behavioral Change Theory, public legal awareness is formed through a continuous process of habituation and education.(21). Therefore, law enforcement must be balanced with educational efforts so that there is a change in collective behavior in managing livestock. In addition, Institutional Theory Views that the effectiveness of policies is influenced by the stability and credibility of the implementing institutions, especially in setting an example and enforcing rules consistently.(22). On the other hand, Collaborative Governance Theory emphasizing the importance of cross-sector collaboration between sub-district officials, villages, police, and the community in creating inclusive and sustainable governance.(23). Meanwhile, Public Service Innovation Theory Offer a creative approach to strengthen policy effectiveness by involving technology, data, and a participatory approach based on local needs.(24). This can be realized by creating a digital reporting system or incentive mechanism for residents who comply with livestock control rules. Furthermore, Policy Feedback Theory explain that past experience with policies will affect public perception and compliance levels in the future.(25). Low public trust in the effectiveness of previous law enforcement has the potential to reduce the positive response to newly implemented policies. Lastly, adaptive governance theory It becomes important in this context because it offers governance flexibility to adapt policies to local social and cultural dynamics.(26). The adaptive approach allows livestock control policies to be implemented in a contextual, non-rigid manner, and takes into account community habits and rural economic patterns that still depend on livestock as the main source of income.

If it is reduced from the construction of the problems that have been described earlier, then the reconstruction of the synergy that needs to be carried out in the control of livestock ideally places two policy movements: Bottom Up and top-down as a complementary unit. Approach from above (top-down) is important to ensure the certainty of policy direction, clarity of regulations, and firmness of the apparatus in enforcing regional rules so as not to lose legal authority. Local governments through sub-districts and villages need to strengthen the coordination structure across institutions, ranging from sub-district heads, police chiefs, to village apparatus, so that the implementation of control runs uniformly and has clear administrative coercion. Firmness in implementation must be balanced with a humanist attitude, because in rural contexts, harsh approaches often cause social resistance that actually hinders the effectiveness of policies. Meanwhile, from the side of Bottom Up, the village community needs to be positioned not only as an object of policy recipients, but as an active subject in maintaining the order of their own environment. The government needs to foster collective awareness that the control of livestock is not just a legal matter, but part of a social responsibility for environmental cleanliness, safety, and health. This awareness can grow through dialogue forums, socialization based on local wisdom, and educational programs that link livestock order with the values of common life. In this way, community involvement does not stop at the information delivery stage, but develops into a form of social commitment that grows from understanding and belonging to policies.

The integration between the two currents will result in a more adaptive and sustainable collaborative mechanism. The government at the top level can play the role of a facilitator and policy director, while the community at the bottom level

becomes an implementer who internalizes the rules in daily practice. This synergy must also be accompanied by communication and technological innovations, for example through a village-based reporting system or a reward mechanism for communities that are disciplined in maintaining livestock order. Thus, the implementation of discipline is not only reactive to violations, but proactive in building a culture of order and mutual responsibility. The ideal direction of this reconstruction is the formation of a harmonious social governance between the power of regulation and public awareness. When policies from above can be interpreted wisely by local officials, and aspirations from below can be heard and accommodated openly, then the implementation of livestock control will be not only effective administratively, but also socially and culturally meaningful. Synergy like this is an important foundation for the realization of responsive government, participatory communities, and an orderly and sustainable village environment. For this reason, the focus of this research is directed to examine the implementation of Regional Regulation Number 3 of 2022 concerning the control of livestock and the factors that hinder its effectiveness, both from the internal government side and from the aspect of public awareness in Moutong District, Parigi Moutong Regency. In addition, this research also aims to conceptualize the synergy innovation model between the top-down and Bottom Up as a strategy to bridge the gap between the direction of government policies and the social reality on the ground, so as to create a more adaptive, participatory, and sustainable implementation pattern in supporting the control of livestock in the Moutong District area.

II. Method

This research uses a qualitative approach because it aims to understand in depth how cross-institutional synergy is formed in the implementation of Regional Regulation Number 3 of 2022 concerning the control of livestock in Moutong District. This approach allows researchers to trace the meaning, experiences, and views of the parties involved in the implementation process, both from government and community elements. Qualitative research focuses on efforts to understand social phenomena through the collection and analysis of non-numerical data such as interview results, observation notes, and official documents. As Denzin and Lincoln argue, the essence of this approach is to trace the subjective meanings and experiences of individuals in specific social and cultural contexts to find patterns and relationships that cannot be explained through numerical data. This approach also provides a solid basis for building a theoretical understanding of the problem being studied.(27). The type of approach used is descriptive, that is, it provides a detailed and comprehensive picture of the situation being studied without manipulating any variables. The descriptive approach in qualitative research includes several forms, such as narrative descriptions that display informants' stories and experiences, analytical descriptions that highlight patterns and relationships between data, and quantitative descriptions that are used to display supporting data in the form of numbers. In this way, research not only describes the facts, but also interprets the meaning behind the events that occurred.(28).

The data sources used consist of primary data and secondary data. Primary data was obtained through in-depth interviews with informants who were deliberately selected based on their role and involvement in policy implementation. The informants consist of local government officials, sub-district officers, village officials, Satpol PP, livestock extension workers, livestock owners, and residents affected by the control policy. In a qualitative approach, data collection is not based on population, but on social situations as described by Spradley, which include interconnected places, actors, and activities. By understanding these social situations, researchers can find out where activities take place, who is involved, and what activities are happening. (28). Sanafiah Faisal, who quoted Spradley's thoughts, emphasized that the social situation that is the focus of the research must represent all the important elements related to the phenomenon being studied. Therefore, informants are selected based on certain criteria, namely being directly involved in the activities being studied, having time to provide information, being willing to express their views openly, not having a very close relationship with the researcher at first, and understanding deeply the problems discussed. Data collection is stopped when it has reached a point of information saturation, which is when new data no longer adds meaningful findings.(28). The selection of informants is carried out appropriately so that the research process is effective. In qualitative research, the number of informants is not the main thing, but the breadth and depth of information obtained. Thus, the quality of the data takes precedence over the quantity. Secondary data in this study is in the form of supporting documents such as the text of Regional Regulation Number 3 of 2022, reports on regulatory activities, regional news, minutes of cross-agency meetings, and the results of previous research. Primary data is obtained directly from the source through interviews, observations, and documentation, while secondary data comes from pre-existing sources such as archives, reports, and books. Secondary data serves to strengthen the analysis and provide additional context to the primary data.(28).

The data collection technique in this study is adjusted to the focus of the study, namely cross-institutional synergy in the implementation of livestock control policies through the top down and bottom up. Data was collected through observation, in-depth interviews, and documentation. Observations were carried out directly in the field to see control activities, coordination patterns between institutions, and community involvement. Interviews were conducted with regional officials, sub-district and village officials, community leaders, and residents to obtain complete information about the implementation of the policy. Documentation techniques are used as a complement to collect official documents, photos of activities, and relevant administrative records. In qualitative research, this technique is important because it allows the researcher to gain a more comprehensive understanding of the natural context of the object being studied.(28). Data analysis was carried out using the Miles and Huberman model which consisted of four stages, namely data collection, data reduction, data presentation, and conclusion drawing and verification. The data analysis process is carried out simultaneously and continuously from the collection stage to the drawing of conclusions. The data obtained is selected, reduced, and presented systematically to make it easier for researchers to interpret the meaning and relationships between findings. The analysis was carried out using the Miles and Huberman interactive model which includes the stages of data collection, data reduction, data presentation, and conclusion drawn. This model allows for an iterative verification process so that the conclusions produced have validity and accurately reflect the empirical conditions in the field. This methodological approach is considered appropriate for qualitative descriptive research because it is in line with the research objectives, data characteristics, and analysis needs of the dynamics of interaction between actors in policy implementation.(28).

III. Results and Discussion

A. Implementation of Regional Regulation Number 3 of 2022 concerning the Control of Farm Animals in Moutong District, Parigi Moutong Regency.

The findings of the study show that the implementation of Regional Regulation Number 3 of 2022 concerning the Control of Livestock in Moutong District is still not running optimally. Although there has been cross-institutional synergy between the sub-district government, villages, Satpol PP, and the Animal Husbandry Service, the implementation has not been fully well coordinated. The work pattern still tends to be top-down, where more policies and instructions come from the district government, while the bottom-up approach in the form of initiatives from the community and village governments is still limited. As a result, livestock control activities are often carried out incidentally and have not become a planned routine agenda. In addition, coordination between agencies is still situational, only carried out when there are violations or public complaints.

In terms of the implementation of the rules, there are still many livestock that are left to roam on public roads and residential areas, showing the weakness of law enforcement at the field level. Regional regulations have actually stipulated administrative sanctions in the form of a fine of Rp250,000 for each livestock that roams unsupervised. However, in practice, the application of this fine is rarely carried out firmly. Many violations are resolved with just a reprimand or warning, and when discipline is enacted, most offenders ask for leniency or are not even fined at all. This condition is exacerbated by the unavailability of animal shelter facilities as a result of control, so that officers have difficulty taking action against violations effectively.

Socialization to the community has also not been maximized. Some residents do not fully understand the content of regional regulations and the purpose of controlling livestock, so awareness to obey the rules is still low. Some institutions at the village level do not even have technical guidelines for the implementation of control, which causes differences in the way of working between regions. In addition, the limited number of personnel, operational vehicles, and operational funds are also obstacles in carrying out control activities.

In terms of response to feedback on the implementation of this regulation, it can be seen that most parties consider that its implementation has been carried out but has not reached the expected level of effectiveness. Although cross-agency coordination has been carried out through the mechanism of joint meetings and joint operations, it is still incidental and has not been scheduled on a regular basis. The top-down approach is still more prominent than the bottom-up, because most policies and technical decisions come from the district level without the active participation of the community at the village level. Limited human resources and transportation facilities are the main obstacles in the field, so the control of livestock is often not carried out consistently. In addition, there are still differences in interpretations between agencies regarding the limits of authority and responsibility in the implementation of Regional Regulation Number 3 of 2022. Socialization to the community is also considered not optimal, because most residents only know the rules after being disciplined or when they are sanctioned.

From the results of the search in the field, it was found that the amount of fines imposed for violations varied, ranging from IDR 50,000 to IDR 500,000 depending on the type of violation and the number of livestock that were released freely. However, the implementation of the enforcement of these sanctions has not been carried out evenly due to the limitations of officers and socio-economic considerations of the community. On the other hand, some regions have implemented a persuasive approach by providing verbal reprimands and written warnings before imposing fines. This shows that there is a balance between law enforcement and social approaches. Overall, it can be concluded that cross-institutional synergy through top-down and bottom-up approaches has begun to be built, but its effectiveness still needs to be strengthened through increased coordination, clarity of technical guidelines, and active involvement of the community in maintaining the order of livestock in Moutong District.

The implementation of Regional Regulation Number 3 of 2022 concerning the Control of Farm Animals in Moutong District shows that the mechanism designed by the government has not been able to produce outputs that are in accordance with the expected social goals. Indecisiveness in the implementation of fines, the absence of animal shelter facilities, and weak consistency of enforcement are the reasons why the policy mechanism does not have adequate coercion. Cross-agency coordination that only takes place when violations occur, accompanied by the dominance of work patterns from top to bottom and the lack of initiative from the community and village governments, makes interactions between actors have not formed a system that encourages mutual compliance. Social conditions in the field such as limited personnel, low public understanding of the content of regulations, and economic considerations in imposing sanctions also hinder the achievement of policy goals. This overall situation shows that the design of the mechanism, the interaction of implementers, and the social conditions have not been carried out in an integrated manner so that social optimality has not been achieved as described in the implementation theory.(29).

In this context, the development of implementation theory that emphasizes the importance of understanding how rules and structures affect policy outcomes is increasingly relevant to explain the conditions in Moutong District. The implementation environment that does not have complete information, such as the uneven understanding of the community about the content of regulations, the absence of the same technical guidelines at the village level, and differences in interpretations between agencies regarding the limits of authority, cause the implementation results to be inconsistent. This incompleteness of information makes policy implementers often make decisions that are situational and non-standardized, causing variations in

the application of sanctions, the implementation of control, and coordination mechanisms. Institutional structures that are not well organized and do not have a planned workflow cause regulatory objectives to not be achieved optimally. This condition shows that the effectiveness of implementation is greatly influenced by the quality of information possessed by the implementer and the clarity of the structure that governs the policy implementation process as emphasized in the theory of implementation in a complete or incomplete information environment.(30).

The conditions for the implementation of Regional Regulation Number 3 of 2022 in Moutong District also show the symptoms described in the public policy study that the implementation process is often disconnected from the underlying policy dynamics. This separation can be seen from the implementation that only focuses on control actions without paying attention to community involvement, implementation capacity, and socio-economic conditions of residents that affect compliance with the rules. When implementation stands apart from the broader policy context, implementers in the field tend to work reactively and do not make adjustments to changing situations. This can be seen in coordination that is only carried out when complaints arise, unsustainable socialization, and weak formation of understanding between agencies regarding the goals and limits of authority. The complexity of the interaction between the sub-district and village governments, Satpol PP, and the Animal Husbandry Service that is not well managed shows that the success of policies does not only depend on written rules, but also on how actors understand the role of each in the social context of the local community. This condition is in line with the view that the separation of the implementation process from policy dynamics can lead to a failure to understand the complexity that determines the success of a policy.(31).

The implementation situation of Regional Regulation Number 3 of 2022 in Moutong District is also in line with the view of contemporary implementation theory which emphasizes that implementation is a structured social process and requires a collective interpretation of all actors involved. The lack of a common understanding of the objectives of the regulation, the differences in working between village areas, and the weak agreement on the mechanism for sanctions enforcement indicate that the practices regulated in local regulations have not been fully normalized in social and institutional routines. The integration of new practices such as planned animal control, consistent imposition of fines, and scheduled cross-agency coordination requires a continuous adjustment process, but this has not been achieved due to a lack of thorough socialization, the absence of standardized technical guidelines, and limited implementation capacity at the sub-district and village levels. The low community involvement and the tendency of implementers to work incidentally make the practices expected by the policy not yet embedded in daily work patterns. This condition shows that implementation is not only about implementing rules but also about how new practices can be understood, accepted, and embedded in the social structure as described in Normalization Process Theory.(32).

The overview of the implementation of Regional Regulation Number 3 of 2022 in Moutong District further confirms that implementation theory, models, and frameworks are very important in helping to identify the determinants of success and understand the dynamics of change that occur in the field. Findings regarding weak coordination, uneven public understanding, indecisive sanctions enforcement, and limited facilities and personnel show that the success of implementation is greatly influenced by various contextual factors that interact with each other. A comprehensive implementation framework allows implementers to recognize obstacles such as incompleteness of information, differences in perceptions between actors, and low institutional capacity so that improvement efforts can be carried out systematically. This understanding also supports the application of evidence-based practices in developing a more structured, sustainable, and responsive control strategy to the social conditions of the community. Thus, the use of implementation theory in this analysis helps to explain why policies have not been effective and what needs to be strengthened so that policy objectives can be achieved more optimally as affirmed in contemporary implementation studies.(33).

In addition, the understanding of policy implementation is also related to the development of rational theory in economics which emphasizes the importance of verifying mechanisms capable of producing consistent outputs under various conditions. The situation in Moutong District shows that the mechanism designed in Regional Regulation Number 3 of 2022 has not been able to provide stable results due to the application of non-uniform sanctions, unscheduled coordination, and the implementation of discipline that depends on the emergence of reports or complaints from the public. This irregularity shows that the policy mechanism has not gone through an adequate verification process to ensure that the rules can work under different social, administrative, and institutional conditions. Limited resources, variation in implementation between regions, and indecisiveness of enforcement suggest that existing mechanisms are not robust enough to drive compliance consistently. This condition reinforces the understanding that successful implementation requires mechanisms that have been tested and adjusted to be able to function effectively in various situations faced by implementers in the field as described in the rational theory of verification of implementation mechanisms.(34).

A critical review of policy implementation theory also shows that the effectiveness of a policy depends heavily on the ability to adapt the theory to the complexity of the field context and the real challenges faced by implementers. The situation in Moutong District reflects this need because various obstacles such as limited personnel, lack of supporting facilities, low public understanding, and socio-economic dynamics of residents demand adaptation of implementation strategies so that policies can run more effectively. The implementation that is still reactive and incidental shows that the ideal theoretical framework is not fully aligned with the varied field conditions. Differences in perceptions between agencies regarding the boundaries of duties and responsibilities and the absence of uniform technical guidelines further confirm that implementers need a flexible and contextual approach to implementation. Thus, successful implementation depends not only on the clarity of the rules, but also on the government's ability to adapt theory to the reality on the ground as emphasized in the critical review of the importance of context in policy implementation.(35).

Meanwhile, the view that states that the link between theory and implementation practice requires an approach that combines elements of game theory and interaction context is increasingly relevant to explain the dynamics that occur in the implementation of Regional Regulation Number 3 of 2022 in Moutong District. Interactions between actors such as the sub-

district government, village government, Satpol PP, and the Livestock Service do not run in a structured work pattern so that each actor tends to act based on their own considerations without any strong incentive mechanism or consequences. This situation makes coordination only appear when a complaint or violation occurs, rather than as a result of a strategic game that has been designed to result in ongoing compliance. The absence of uniform technical guidelines, variations in the imposition of sanctions, and limited resources indicate that the relationship between actors has not yet established an interaction structure that can drive effective implementation actions. Thus, policy effectiveness will be more likely to be achieved if the implementation mechanism is designed by considering interaction strategies between actors and clear incentives, in accordance with the view of the importance of integrating game theory and interaction context in policy implementation.(36).

In subsequent developments, implementation studies are also enriched by an understanding of basic questions that highlight the conditions that make a mechanism work or fail in the policy implementation process. The situation in Moutong District shows that some of the mechanisms designed in Regional Regulation Number 3 of 2022 have not worked effectively because they are not supported by important prerequisites such as clarity of authority structure, availability of supporting facilities, and uniform understanding among implementers. The question of what makes sanctions can be applied consistently becomes relevant when variations in the amount of fines, indecisiveness of officers, and decisions are widely influenced by socio-economic considerations of the community. Findings on coordination that only arise when problems arise also show that the mechanism of inter-agency cooperation has not met the minimum conditions needed to produce stable implementation actions. The explanation of the failure of the unscheduled control mechanism, unsustainable socialization, and limited technical information at the village level emphasized that the policy mechanism could fail not because the rules did not exist, but because the supporting structure and implementation capacity had not met the implementation needs. This is in line with the view that understanding basic questions about working conditions and mechanism failures is essential to explain the effectiveness of policy implementation.(37).

Efforts to develop implementation theories also affirm that understanding of individual and group behavior is an important basis for explaining how a practice can be normalized and integrated in social systems. In the context of Moutong District, the behavior of the implementers and the community shows that the practice of controlling livestock has not become part of the social and institutional routine. Implementers in the field still interpret control as a reactive activity carried out when there is a report, not as a practice that must be carried out in a planned and consistent manner. The community has also not made compliance with regulations a common norm due to low socialization, lack of understanding of policy objectives, and socio-economic considerations in responding to sanctions. The disintegration of behavior between actors hinders the process of forming the collective meaning necessary for the practice of control to be inherent in the daily work system. This condition shows that the success of implementation does not only depend on rules, but also on how actors understand, accept, and practice policies repeatedly until they become part of the social structure, according to the explanation of Normalization Process Theory regarding the integration of practices in social life.(38).

B. Factors Determining the Implementation of Regional Regulation Number 3 of 2022 concerning Livestock Control in Moutong District, Parigi Moutong Regency.

The findings of the study show that the trust and creativity factors have a significant influence on the effectiveness of the implementation of Regional Regulation Number 3 of 2022 concerning the Control of Farm Animals in Moutong District. In terms of trust, most people still doubt the consistency of the local government in enforcing the rules. This mistrust arises because of the gap between policy and implementation in the field, where control is only carried out situationally and is not accompanied by strict follow-up. This makes the public consider that law enforcement is temporary and unsustainable. In addition, weak post-enforcement supervision reinforces the perception that the government is not really committed to enforcing sanctions as regulated, including an administrative fine of Rp250,000 which in practice is often not applied. This situation has an impact on the decrease in the sense of responsibility of citizens to discipline their own pets because they feel that there are no definite legal consequences.

Meanwhile, from the aspect of creativity, the village and sub-district governments have actually tried to find alternative ways to overcome the limited resources they have. Several creative steps were taken, such as using the patrol post as a temporary cage, involving the youth organization in night patrol activities, and using village social media to announce the results of the control and appeal to residents. However, these innovations have not been fully supported by a solid cross-agency coordination system, so their implementation still depends on personal initiative and has not yet become a structured policy model. On the community side, there is also a form of social creativity in the form of local agreements between residents to take turns keeping their livestock, but this practice is not evenly distributed in all villages. Thus, it can be concluded that the success of the implementation of local regulations is highly dependent on the level of public trust in the government's commitment and the government's ability to encourage cross-agency creativity and citizen participation. Without strengthening these two factors, the effectiveness of top-down and bottom-up synergy will continue to be hampered, and livestock control has not been able to achieve the goal of environmental order in a sustainable manner.

The findings regarding the factors of trust and creativity that affect the implementation of Regional Regulation Number 3 of 2022 in Moutong District show a strong relationship with the view that the success of implementation is highly determined by internal and external dimensions that affect each other. The low public trust in the government's consistency in enforcing the rules reflects weak organizational support and the suboptimal readiness of implementing resources, which can be seen from situational control, infirm enforcement of sanctions, and lack of post-control supervision. When the community sees the absence of consistent follow-up, the social environment conditions become unsupportive because residents do not feel compelled to comply with the rules independently. Meanwhile, the creativity that has emerged from both the village government and the community shows that there are internal efforts to overcome resource limitations, but these initiatives have not been integrated in a strong coordination system so that they do not produce a stable implementation effect. Efforts

such as utilizing village facilities, engaging youth groups, and building local agreements among citizens show the potential for innovation, but without systematic organizational and institutional structure support, such creativity cannot develop into routine practice. This reinforces the understanding that the success of implementation is not only determined by rules, but also by the readiness of resources, organizational support, and social conditions that shape the community's response to policies as described in the implementation study of factors that affect the quality of program implementation.(39).

The implementation of Regional Regulation Number 3 of 2022 in Moutong District can also be understood through a framework that emphasizes that the success of the implementation of the strategy is greatly influenced by various factors such as clarity of objectives, leadership support, communication, organizational structure, work culture, resource allocation, and supervisory mechanisms. The lack of clarity regarding sanctions enforcement procedures and differences in perceptions between agencies indicate that the objectives of implementation have not been fully understood uniformly. Leadership support at the sub-district and village levels seems inadequate because control is not positioned as a routine priority agenda. Sporadic cross-agency communication and coordination that is only carried out when violations occur show that the organizational structure has not worked synergistically. The work culture of the implementers that is more reactive than preventive causes control activities not to develop into planned practices. Limited personnel, support facilities, and financial support show that resource allocation is not in line with implementation needs, while inconsistent oversight mechanisms reinforce public distrust of government commitments. This condition shows that these various strategic factors must be strengthened simultaneously so that the implementation can run effectively in accordance with the principles of successful implementation strategies.(40).

The findings are in line with implementation theory which emphasizes that the effectiveness of policy implementation is highly dependent on the systemic readiness and quality of the processes that take place within it. Careful planning is the foundation because it determines the direction, targets, and anticipation of risks. Managerial capacity plays a role in ensuring that each stage runs according to design through resource management and proper decision-making. Technical capabilities demonstrate the importance of operational proficiency that allows policies to be implemented accurately. Coordination between stakeholders reflects the view of policy network theory that successful implementation is influenced by relationships, communication, and alignment of actions between actors. Environmental stability reinforces the understanding that external factors such as political, economic, and social conditions can support or hinder the implementation process. Thus, theoretically and empirically, these factors form a series that can increase the chances of successful policy implementation.(41).

The success of the project can be analyzed by referring to the implementation theory that emphasizes the importance of structural support, clarity of direction, technical capacity, and sufficiency of resources in ensuring the effectiveness of implementation. Top management support strengthens legitimacy while providing a stable decision-making space. Clear goal formulation makes it easier to align actions and reduces ambiguity during the implementation process. The technical ability of the team determines the quality of implementation because it ensures that every activity can be carried out according to operational standards. The availability of adequate resources reduces administrative and operational obstacles so as to increase the chances of achieving the planned targets. Overall, these factors suggest that the effectiveness of implementation is largely determined by a combination of institutional support, implementation capacity, and planning clarity.(42).

Also within the framework of implementation theory that emphasizes the importance of actor readiness, structural support, and clarity of implementation mechanisms. Teacher readiness plays a key role as a core factor because teachers are direct implementers who translate curriculum policies into the learning process. The availability of facilities ensures that the implementation process can run according to the set standards, while administrative support helps to create a conducive and stable institutional environment. On the other hand, stakeholders' understanding of curriculum changes affects the acceptance, coordination, and collective commitment in implementing the policy. All of these factors show that curriculum implementation is a process influenced by the interaction between implementing capacity, organizational support, and social acceptance of policies.(43).

The success of implementation in the context of healthcare is greatly influenced by the interaction between organizational structure, service provider capacity, patient characteristics, and the complexity of the innovations implemented. The organizational structure determines the workflow, division of roles, and coordination mechanisms that are the basis for program implementation. The capacity of service providers includes the competence, skills, and readiness of health workers to adopt new innovations. Patient characteristics also affect the acceptance rate and effectiveness of services, especially related to needs, social background, and variations in individual conditions. Meanwhile, the complexity of innovation determines the extent to which a novelty can be applied consistently and understood by all stakeholders. Overall, these factors show that implementation in the health sector does not stand alone, but is greatly influenced by the organization's internal readiness, the ability of implementing actors, and the response of service users.(44). In the context of organizational strategy, the success of implementation is greatly influenced by how communication is conducted, the extent to which employee commitment is built, the quality of leadership that directs the process, and the suitability between the organizational structure and the strategy implemented. Clear communication allows each unit to understand the role and objectives it wants to achieve, reducing misinterpretations and encouraging effective coordination. Employee commitment is an important factor because the strategy can only run if the implementing actor has the motivation and sense of responsibility for the success of the organization. Strong leadership ensures the direction of implementation remains consistent, especially in situations when quick and decisive decisions are needed. Additionally, organizational structures must align with strategies so that workflows, task sharing, and decision-making support the achievement of goals. If the structure is not compatible, then the strategy will be difficult to realize optimally. Thus, the successful implementation of the strategy relies heavily on the integration of communication, commitment, leadership, and organizational design.(45).

Evidence-based implementation is strongly influenced by how practitioners interpret and apply knowledge in the context of

their work. The practitioner's experience determines the extent to which they are able to recognize the situation on the ground, distinguish relevant information, and adjust the action steps to the actual needs. Perception also plays an important role because an individual's interpretation of a policy or guideline can strengthen or even weaken motivation to implement it. In addition, the practitioner's ability to integrate evidence into practice determines the level of accuracy and consistency of implementation. When these experiences, perceptions, and interpretive capacities are aligned, evidence-based implementation processes can be more effective and produce better results.(46).

In relation to the research findings, the factors of trust and creativity that affect the implementation of Regional Regulations are in line with the basic principles of successful implementation described in the ERP system implementation theory. In the implementation of large-scale systems such as ERP, success depends on clear planning, management commitment, adequate training, process alignment, and budget adequacy, so that all components of the organization can work in an integrated and consistent manner. This condition has similarities with the context of the implementation of livestock control, where the lack of clarity of operational planning, the government's weak commitment to enforcing the rules, and the lack of resource allocation cause the implementation process to run inconsistently. The lack of training or debriefing for village and sub-district officials also affects the variation in the quality of control actions in the field, so that the creativity of the apparatus often appears as a form of compensation for structural limitations. On the other hand, the inconsistency of the process between agencies and the lack of sufficient budget support have worsened the implementation conditions, so that public trust has weakened due to indecisiveness and uncertainty in the results of enforcement. Thus, this theory strengthens the analysis that the success of implementation is highly determined by the clarity of planning, leadership commitment, resource readiness, and alignment of cross-agency work mechanisms, which in the context of research findings have not been optimally fulfilled.(47).

The findings of the research on the implementation of Regional Regulations on the control of livestock in Moutong District show a strong conformity with the implementation theory that emphasizes the role of internal organizational factors. Within the framework of strategy development theory, the effectiveness of implementation is greatly influenced by leadership, the quality of internal communication, and the level of organizational readiness. The conditions in Moutong show that the weak implementation leadership is reflected in the government's indecisiveness in cracking down on violations and inconsistent implementation of control, so that public trust decreases and citizen participation becomes low. Internal communication between agencies has also not run optimally, as can be seen from the unstructured coordination between village governments, sub-districts, and related enforcement apparatus, so that various creative initiatives that appear in the field cannot develop into standard procedures. In addition, the inadequate organizational readiness can be seen from the lack of resources, lack of technical briefings, and the absence of standardized work mechanisms, so that various control measures depend on individual creativity and are not sustainable. Thus, this theory confirms that failures in strengthening implementive leadership, optimizing internal communication, and improving organizational readiness are factors that explain why the implementation of local regulations has not achieved the expected effectiveness.(48).

C. The Concept of Cross-Institutional Synergy through a Top-Down and Bottom-Up Approach in the Implementation of Regional Regulation Number 3 of 2022 concerning the Control of Livestock in Moutong District, Parigi Moutong Regency

The construction of the research findings regarding the implementation of Regional Regulation Number 3 of 2022 concerning the Control of Livestock in Moutong District shows that its implementation still faces structural and cultural obstacles that require more systematic cross-institutional synergy. Although control has been sought through coordination between the sub-district government, villages, Satpol PP, and the Animal Husbandry Service, the work pattern that has been formed is still not integrated due to the dominance of the top-down approach from the district level and the weak bottom-up support in the form of initiatives and awareness of the village community. This condition makes control activities reactive and incidental, accompanied by weak post-disciplinary supervision, inconsistency in the application of administrative fines, and limited animal shelter facilities. The lack of public understanding of the content of the regulations and limited socialization have also worsened the situation, while local trust and creativity factors such as the use of patrol posts as temporary cage, night patrols of youth organizations, and the use of village social media have not been institutionalized in the inter-agency work system. These findings confirm that the implementation of the Regional Regulation cannot be effective without a reciprocal relationship that integrates instructions from above with the active participation of the community below. To bridge these gaps, the concept of top-down and bottom-up synergy that combines consistent cross-sector coordination, integrated livestock data systems, structured community patrols, transparent law enforcement, massive public education, collaborative provision of communal cage facilities, multi-source funding, and multi-stakeholder monitoring and evaluation mechanisms are needed as strategies that can strengthen public trust and encourage creativity collaborative in maintaining environmental order in Moutong District, Parigi Moutong Regency.

The synergy scheme in the novelty of this research finding contains two solution models, namely the top-down and bottom-up approaches. The top-down approach is understood as a policy flow from a higher level of authority such as the district government or technical agencies which is then implemented by sub-districts, villages, and communities. Meanwhile, the bottom-up approach is a participatory flow from below, where the ideas, needs, and initiatives of the community and village governments become the basis for strengthening programs by the government. These two models are constructed in the following chart.



Figure 1. A concept scheme based on the Top down model in the Implementation of Regional Regulation Number 3 of 2022 concerning the Control of Farm Animals in Moutong District, Parigi Moutong Regency.

The concept scheme based on a top-down model in the implementation of Regional Regulation Number 3 of 2022 concerning Livestock Control in Moutong District shows a policy flow designed from a higher level of authority to be implemented systematically at the village and community levels. The stages start from the preparation of control SOPs based on village vulnerability maps, which function as a standard instrument to identify priority areas for control based on the level of risk of livestock disturbances. This SOP is a technical basis for sub-district, village, and Satpol PP officials in determining operating patterns, schedules, and handling mechanisms in the field. Furthermore, this scheme is strengthened through the digitization of violation reporting using WhatsApp Gateway, which is a fast reporting system that allows communities and village officials to send violation information in real time so that the response and follow-up process can be carried out more effectively. To support operational sustainability, a special allocation of funds for control at the village level is also prepared through the micro-budgeting mechanism as a guarantee to finance routine activities, field operations, and the provision of control support facilities. The final stage of this scheme is the integration of law enforcement with the implementation of a three-stage follow-up scheme, which ensures that every violation is handled in stages ranging from warning, administrative action, to stricter law enforcement if violations are repeated, thereby ensuring consistency and legal certainty in the implementation of regulations. Overall, the scheme describes how top-level instructions, standards, and support mechanisms are geared towards building a more structured, responsive, and accountable regulatory system at the local level.

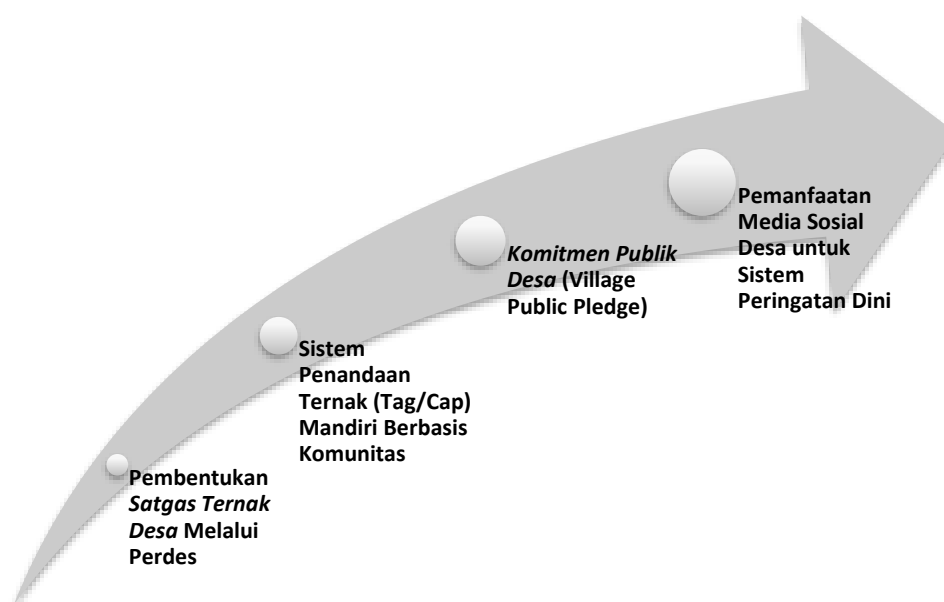


Figure 2. A concept scheme based on the bottom up model in the Implementation of Regional Regulation Number 3 of 2022 concerning the Control of Farm Animals in Moutong District, Parigi Moutong Regency.

The bottom-up model-based concept scheme in the implementation of Regional Regulation Number 3 of 2022 concerning Livestock Control in Moutong District shows how community and village government initiatives are the driving force in creating livestock order independently. This stage begins with the establishment of the Village Livestock Task Force through the Village Regulation as a legal basis that gives the village the authority to carry out internal control more quickly and

adaptively according to local conditions. The next stage is the development of a community-based livestock tag or tag stamp system, which allows each farm animal to have an identity to facilitate the tracking of owners, supervision of livestock movements, and dispute resolution when violations occur. In the next stage, a village public pledge is built, which is a joint agreement between residents, traditional leaders, village governments, and livestock owners to obey the rules of control as a form of collective responsibility to maintain environmental security. This commitment strengthens social ties and a sense of ownership towards village rules. The peak stage of the bottom-up scheme is marked by the use of village social media for an early warning system, which allows residents to convey quick information about loose livestock, potential disturbances, or other indications of violations so that community responses can take place faster and collaboratively. Overall, the scheme shows that community strength, social solidarity, and local innovation are important foundations in creating sustainable livestock management that does not rely solely on government instructions, but grows from the collective consciousness of the community itself.

The findings of the study show that the effectiveness of the implementation of Regional Regulation Number 3 of 2022 concerning the Control of Farm Animals in Moutong District cannot be achieved if it only relies on one of the approaches, so synergy between the top down and bottom up models is needed as a mutually reinforcing unit. From the top-down side, the district government plays a role in setting SOPs for control based on village vulnerability maps, providing a digital reporting system, ensuring operational budget support, and integrating law enforcement through a three-stage follow-up scheme. These measures provide clear policy direction, strengthen consistency of enforcement, and provide the necessary administrative instruments at the implementation level. Meanwhile, the bottom-up approach shows that community and village participation are a determining factor for success through the establishment of the Village Livestock Task Force, the implementation of an independent livestock tagging system, the development of village public commitment, and the use of social media as a community early warning system. These initiatives strengthen social proximity-based surveillance, increase citizens' ownership of the rules, and create rapid response mechanisms that formal authorities are not always able to reach. The synergy of the two approaches forms a more adaptive implementation model, where policies from the top provide legal structure and certainty, while movements from the bottom ensure sustainability, social acceptance, and effectiveness on the ground. Thus, the construction of top-down and bottom-up synergy is an important finding that bridges the gap between regulation and practice, while strengthening layered collaboration between the government and the community in maintaining the order of livestock in Moutong District.

The research findings regarding the need for synergy between the top-down and bottom-up approaches in the implementation of Regional Regulation Number 3 of 2022 are fully in line with the theory of synergy which emphasizes that a system can only achieve optimal results if the various elements in it work in an integrated manner. In the theory of synergy, it is explained that the effect that arises from collaboration is not just a sum of the contribution of each element, but produces greater new value due to the interaction that reinforces each other. In the context of the implementation of the Regional Regulation, a top-down policy that provides SOPs, budget support, digital reporting systems, and a tiered law enforcement scheme provides a stable structure and direction for the entire implementation process. Meanwhile, bottom-up initiatives such as the Village Livestock Task Force, an independent livestock tagging system, village public commitment, and the use of social media create adaptive forces that increase public acceptance, expand the scope of surveillance, and accelerate field responses. When these two approaches are combined, synergistic effects are produced that produce higher effectiveness than when the two work separately. Thus, the synergy theory explains that the successful implementation of the Regional Regulation in Moutong occurred not because of the strength of one of the approaches, but because of the harmonious interaction between the formal structure of the government and the social dynamics of the community which together form the adaptive strength of the implementation system.(49).

The research findings regarding the need for a combination of top down and bottom up approaches in the implementation of Regional Regulations in Moutong can also be analyzed through a theoretical understanding that distinguishes the concept of synergy from other concepts such as economies of scope and complementarities. In organizational studies, synergy is understood as a condition when collaboration between actors produces additional value that does not arise when they work separately, while economies of scope emphasize efficiency due to the joint use of resources, and complementarities refer to conditions when two elements complement each other without having to create new value. Using this frame of thought, the conditions in Moutong show that what is happening is not just resource efficiency or functional complementarity between the district and village governments, but the emergence of new values in the form of increased control effectiveness due to the intensive interaction of the two approaches. The district government provides direction, structure, and certainty of enforcement through vulnerability map-based SOPs, digital reporting systems, and budget support, while villages and communities create responsive social oversight mechanisms through the Village Livestock Task Force, independent livestock tagging, and community-based public commitment. This collaboration goes beyond just the division of functions as it generates adaptive capacity that allows for faster, more consistent, and socially acceptable handling of violations. Thus, research findings are more appropriately understood as a form of synergy that produces a greater implementative impact than just a collection of contributions of each actor, as explained in the differentiation of the concept of synergy in organizational theory.(50).

In a theoretical perspective, synergy is not only understood as collaboration between organizational units, but as a process that arises at various levels ranging from individuals, groups, to the entire social system. Synergies are formed when actions between actors run consistently and coordinated, resulting in more effective collective performance. The conditions in Moutong show that synergy does occur at these three levels. At the individual level, creative initiatives such as the use of village social media and citizen participation in livestock tagging have emerged. At the group level, the Village Livestock Task Force and internal government coordination are collaborative forums that strengthen field supervision. At the social system level, the interaction between district and village governments builds an implementation structure that combines policy instruments from above and community-based supervision from below. This whole process shows that the effectiveness of implementation is not only determined by formal policies, but by the interconnectedness of actions at various social levels

that support each other. Thus, the multilevel synergy theory helps explain that the successful implementation of the Regional Regulation depends on the strength of cross-level coordination that creates consistency and integration of actions in the social system of livestock control in Moutong.(51).

Synergy is also considered a non-antagonistic cooperative effect. This means that there is an increase that arises when various elements work together without eliminating each other, because collaboration is the main source of increasing effectiveness, not competition or tug-of-war. The conditions in Moutong show that the effectiveness of implementation cannot be achieved if the district, sub-district, village, and community governments work separately or even wait for each other. Top-down instruments such as control SOPs, budget support, and new digital reporting systems yield results when combined with bottom-up strengths in the form of the Village Livestock Task Force, community commitment, independent livestock marking, and social supervision based on proximity to residents. This non-antagonistic collaboration produces added value in the form of increased rapid response, strengthening social compliance, and the implementation of more consistent control than if each element works alone. Thus, this theory emphasizes that the successful implementation of the Regional Regulation in Moutong is not built from competitive relations between actors, but from a cooperative effect that strengthens the overall capacity of the system in maintaining the order of livestock.(52).

top down and bottom up synergy in the implementation of Regional Regulations in Moutong, the theoretical challenges posed in the supra-additive synergy study provide relevant critical perspectives. Conceptually, synergy is understood to produce effects that go beyond simply summing up the contributions of each element, but this theory faces difficulties when applied to biological systems as well as integrative systems because it is difficult to measure with certainty the extent to which collaborative value truly exceeds the total effects of individuals. A similar situation occurs in the implementation of the Regional Regulation in Moutong, where although collaboration between the district government, sub-districts, villages, and communities appears to create increased effectiveness, objective measurements of how far the synergies produce supra-additive effects are not easy to do. This can be seen from the fact that some programs run well because of personal initiatives or certain conditions in the village, not because of a systemically mature synergy structure. Thus, the research findings suggest that although top-down and bottom-up synergies can create increased implementation capacity, accurately measuring the impact of synergies remains a challenge, as described in the theoretical critique of the concept of supra-additive synergy.(53).

The synergistic classification approach through the Bliss and Loewe models provides an additional perspective that enriches the analysis of the findings of the implementation of the Regional Regulation in Moutong. This model allows for an assessment of the level of interaction of elements, ranging from weak synergies to strong synergies, based on how combinations of various components work together. If associated with the conditions in Moutong, the interaction between the top-down policy and the bottom-up movement has not fully shown strong synergy because there are still inconsistencies in several aspects, such as inconsistency in law enforcement, cross-agency coordination that is still incidental, and uneven community participation. However, signs of weak to moderate synergy have begun to appear, for example through the existence of the Village Livestock Task Force, the use of social media for early warning, the preparation of SOPs based on vulnerability maps, and follow-up efforts. The combination of these elements shows that some of the interactions between actors are already moving towards increasing effectiveness, although they have not resulted in stable integration or consistent impact across regions. Using Bliss and Loewe's approach, the research findings can be understood as an initial phase towards stronger synergy, where several elements are already collaborating, but the strength of the interaction has not yet reached the optimal level required to ensure the sustainability and full effectiveness of the implementation of livestock control policies in Moutong.(54).

This perspective also strengthens the analysis of the research findings, because the synergy in the implementation of Regional Regulations in Moutong is not only related to structural coordination between agencies, but also the connection between individuals and the social environment where policies are implemented. In this perspective, synergy is understood as a condition when personal needs and collective interests can be achieved simultaneously through mutually supportive interactions. This is reflected in the findings that the success of the implementation of the Regional Regulation is greatly influenced by community involvement, ranging from the willingness of residents to take care of their livestock, participation in the Village Livestock Task Force, to the use of social media for the community's early warning system. These actions show that citizens not only play a role as an object of control, but also as an active agent who connects private interests to protect livestock with public interests in the form of environmental order. On the other hand, the government through a top-down approach provides rules, budget support, and enforcement systems that strengthen the social structures that citizens need to act. Thus, top-down and bottom-up synergy in the implementation of the Regional Regulation in Moutong can be understood as a form of connectivity that allows personal goals and public interests to be achieved simultaneously, as emphasized in the view of synergy as a constructive interaction between individuals and the social environment.(55).

The study of self-concept provides an additional perspective that further deepens the meaning of synergy in the implementation of Regional Regulations in Moutong. In this perspective, synergy is understood as a meeting point between theories, methods, and applications that explain how various psychological elements interact to form a dynamic self-structure. If drawn to the context of policy implementation, this view shows that synergy does not only occur at the institutional level, but also at the psychological and social levels of individuals involved in the process of implementing the Regional Regulation. The findings of the study show that changes in the behavior of residents in ordering livestock, the willingness of village officials to carry out patrols, and the creativity of the village government in overcoming limited resources are forms of psychological and social interaction that affect each other. Motivation, perception of rules, sense of ownership of policies, and trust in the government are psychological factors that combine with the social structure of the village in creating a pattern of collective action. Thus, the success of top-down and bottom-up synergies can be understood as the result of the dynamic interaction between the way people interpret rules, the methods the government uses to implement policies, and real applications on the ground. This framework shows that the effectiveness of the implementation of the

Regional Regulation does not only come from formal coordination between agencies, but also from how the psychological elements of residents and officials strengthen each other so as to form a more adaptive and cooperative social structure in maintaining the order of livestock.(56).

Other claims also corroborate the finding that the quality of work is not only determined by individual competence, but by the team's ability to collaborate in a coordinated manner. Synergy is created when the expertise, experience, and responsiveness of each member are united in a complementary work process that results in more effective and adaptive services than if each member works alone. This perspective confirms that collaboration is a source of added value because it allows for the exchange of information, increased decision accuracy, and the sharing of responsibilities that reinforce the precision of actions in dynamic situations. Thus, synergy is an important foundation for improving the quality of professional performance because it combines the collective strength of the team into a single result-oriented unit together.(57). From the perspective of policy implementation theory and network governance, these two findings confirm that the success of public policy is highly dependent on the synergy between the hierarchy (formal government) and local networks (communities), as well as on the adaptive capacity of governments to respond to public feedback.(58). In the implementation of public policies, the effectiveness of the program is greatly influenced by inter-agency coordination, clear communication, and the capabilities of implementing agencies. Studies show that although regional policies have been running quite well, the success of their distribution is determined not only by formal regulations, but also by the institution's ability to manage procedures, establish cross-sectoral coordination, and ensure effective participation of beneficiaries. (59). Other reviews also highlight that based on this framework, the effectiveness of the implementation of the Regional Regulation can be improved through strengthening human resource capacity, fostering discipline, increasing work motivation, and adaptive and collaborative leadership. Thus, top-down and bottom-up synergy require not only a clear policy structure, but also competent, motivated, and capable personnel who are able to work together effectively across agencies to produce sustainable livestock order.(60).

IV. Conclusion

This study concludes that the main problem in the implementation of Regional Regulation Number 3 of 2022 concerning Livestock Control in Moutong District does not lie in the absence of regulations, but in the weak integration between policy structures and social dynamics of the community. The insynchronization between the normative order (*das sollen*) and empirical reality (*das sein*) is reflected in low legal awareness, limited public participation, inconsistency in sanctions enforcement, and weak coordination across institutions, which has implications for social conflicts, destruction of agricultural land, and environmental disturbances. The findings of the study confirm that the top-down and bottom-up approaches need to be positioned synergistically within a single policy implementation framework. The top-down approach plays a role in providing policy direction, authority structure, and regulatory certainty, while the bottom-up approach strengthens the use of local knowledge, increases community participation, and strengthens responsiveness to local social conditions. The integration of these two approaches results in a more adaptive, communicative, and collaborative implementation process, so that regulations do not stop at the administrative level, but are internalized in the collective behavior of society. The policy implications of this study show the importance of strengthening cross-agency coordination mechanisms, consistency of law enforcement, and community-based participatory strategies in livestock control. The top-down and bottom-up synergy model that has been built can be used as a reference for local governments in increasing the effectiveness of the implementation of similar policies, especially those that are directly related to the social practices of the community.

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