



# ANALYSIS OF THE IMPLEMENTATION OF THE LIVESTOCK GRANT PROGRAM IN EAST LAMPUNG REGENCY (Study at the Livestock Service Office of East Lampung Regency)

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## Abstract :

The research method used is descriptive qualitative research. This method is used to describe the analysis of the implementation of the Livestock Grant Program in East Lampung Regency (Study at the East Lampung Regency Livestock Service). All data was obtained directly from informants in the field using interviews and document studies. The results of the study indicate that several major obstacles were identified, namely: (a) Communication Dimension: Communication between relevant parties has not been effective, both between the central and regional governments, leaders and implementers, and between the agency and grant recipient groups. (b) Resource Dimension: Limited resources, particularly the number and competence of human resources, operational monitoring budgets, and infrastructure, are the main obstacles. (c) Disposition or Attitude Dimension: Implementer motivation and commitment in the field are still diverse. (d) The hierarchical bureaucratic structure, unstandardized standard operating procedures (SOPs), and lengthy administrative processes hamper the speed of grant disbursement and oversight.

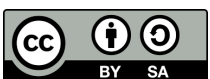
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## INTRODUCTION

The livestock industry is a vital component of Indonesia's agricultural growth, contributing significantly to animal protein production, increasing regional income, and reducing poverty in rural areas. Livestock grant programs are one of the various community empowerment initiatives consistently implemented by both central and regional governments within the livestock sector. The objective of this program is to increase livestock population, encourage economic independence of communities, and provide initial capital for livestock businesses for community organizations or livestock producers.

The livestock grant program has developed into a concrete approach adopted by local governments in Lampung Province particularly East Lampung Regency to improve the welfare of farmers and livestock breeders. Due to abundant land availability, feed resources, and a longstanding tradition of livestock raising, East Lampung Regency has great potential in the livestock industry. The local government, through its technical agency, strives to utilize this potential by distributing livestock assistance such as cattle, goats, and poultry to livestock groups as program beneficiaries.

However, the implementation of the livestock grant program in East Lampung Regency has not yet shown fully optimal results. Several issues have



emerged in the field, including inappropriate targeting of livestock grant recipients, weak mentoring and monitoring systems, and low institutional capacity of recipient groups in managing and developing the livestock assistance. In some cases, the livestock aid did not function as expected, with instances where livestock were sold or lost before reaching productive age. This indicates a gap between policy goals and actual implementation outcomes.

According to George C. Edwards III (2019), several elements including communication, resources, implementers' disposition, and bureaucratic structure significantly affect the success of program implementation. These elements are crucial to ensuring the successful execution of policies within the context of the livestock grant program in East Lampung Regency. Program effectiveness is greatly influenced by the availability of adequate resources, the commitment of policy implementers, transparent and accountable bureaucratic governance, and clear communication between local government and beneficiary groups.

Based on these conditions, it is important to examine how the livestock grant program in East Lampung Regency is implemented, the extent to which program objectives have been achieved, and what factors support or hinder its implementation. In addition to providing empirical insights regarding program effectiveness, this study is expected to offer evaluative data and recommendations for local government to improve policy implementation in the future, aiming to enhance the welfare of livestock breeders in East Lampung Regency.

The identified problems are as follows: The suboptimal implementation of the livestock grant program caused by weak coordination among implementing agencies, field extension workers, and grant recipient groups, Lack of mentoring and monitoring activities for grant recipient groups after livestock distribution, resulting in ineffective supervision of business development and program sustainability, Low capacity and commitment of recipient groups in managing and developing livestock assistance due to limited technical and managerial knowledge in livestock farming, Insufficient resources, including operational funds, extension personnel, and supporting facilities needed for program implementation' Suboptimal mechanisms of supervision and evaluation by the local government, leading to potential irregularities such as premature sale of livestock or stagnant livestock population, Low community participation and weak local institutional support, resulting in limited sense of ownership and responsibility towards the livestock assistance.

To understand how well this program improves outcomes, deeper analysis of the challenges faced in implementing the Livestock Grant Program in East Lampung Regency is required. The research questions are:

a. How is the implementation of the Livestock Grant Program in East Lampung Regency carried out? b. What factors hinder the implementation of the Livestock Grant Program in East Lampung Regency?

## **RESEARCH METHOD**

### **Concept of Implementation**

The word "implementation" comes from the English verb "to implement," meaning "to carry out" or "to apply." In public policy, implementation refers to the process of executing a policy to achieve its intended goals. Policy effectiveness depends not only on policy formulation but also on how it is executed in practice, making implementation a crucial phase in the public policy cycle.

Thus, implementation is not merely a technical execution of a policy but also a complex social and administrative process. Implementation reflects how government policies are translated into real actions in society. Through studying the implementation of the livestock grant program in East Lampung Regency, it can be seen how far the policy aligns with its design and goals, as well as what factors need improvement to enhance its effectiveness.

George C. Edwards III (2019) stated that four key elements influence policy implementation: Communication The extent to which policy signals are clearly understood and consistently communicated to implementers and recipients, Resources Time, funds, facilities, and human resources needed for policy execution, Dispositions/Attitudes Implementers' readiness, dedication, and willingness to properly execute the policy, Bureaucratic Structure Work processes, organizational mechanisms, and distribution of authority affecting implementation.

This research aims to evaluate how these four elements contribute to the success or failure of livestock grant program implementation, using Edwards III's theory as the primary analytical framework.

Furthermore, this theory helps identify critical stages in policy implementation, such as poor policy communication, inadequate resources, weak bureaucratic control, and low implementer commitment.

The livestock grant program is essentially designed to strengthen local livestock farmers, increase livestock population, and support regional food security. Through this program, the government provides livestock such as cattle, goats, or poultry to groups that meet certain criteria. The livestock are expected to be managed productively to generate economic benefits for recipients.

East Lampung Regency has significant potential for cattle development due to land availability, feed sources, and community interest. The regional government has implemented the livestock grant program as a strategy for rural economic development and poverty reduction.

However, implementation of the livestock grant program has not been fully successful. Field reports indicate problems such as mistargeted assistance, insufficient technical guidance, and minimal post-distribution supervision. Some recipients lack adequate livestock management knowledge, resulting in stagnant or declining livestock populations, with some livestock going missing or being sold early.

Thus, it is important to analyze the program's implementation to assess

alignment with its goals, identify influencing factors, and determine steps needed for program improvement. This research is expected to help the regional government strengthen implementation mechanisms, enhance mentoring, and increase community participation.

Policy implementation is the most crucial stage because it is during this stage that policy is executed to achieve its intended goals. Regardless of how well-designed a policy might be, it will not benefit the public if poorly implemented.

The livestock grant program requires effective planning, distribution, mentoring, and evaluation. This research examines how the program is implemented in East Lampung using policy implementation theories.

### **Concept of Livestock Grant Program**

Agriculture and livestock development are priorities in improving rural welfare. The livestock sector plays a strategic role in providing animal protein, creating employment, and generating income for rural households. In this context, the government continues supporting this sector through empowerment programs, one of which is the Livestock Grant Program.

Robert Chambers (2019) emphasizes that the success of community empowerment programs depends on active community participation and facilitation. Assistance distributed without recipient involvement tends to be unsustainable.

The livestock grant program provides livestock such as cattle, goats, and poultry to community groups as capital for productive livestock farming. This program is expected to stimulate productive enterprises, increase income, and strengthen local food security.

However, challenges include: mistargeting of beneficiaries, weak coordination among implementing agencies, insufficient technical guidance, limited recipient capacity, inadequate supervision, premature sale of livestock.

Hence, deeper analysis is needed to determine the program's effectiveness, constraints, and opportunities for improvement.

Program implementation challenges often involve poor monitoring, political interference, weak coordination, and limited community involvement. These also occur in East Lampung.

This research is important academically due to limited empirical studies on livestock grant policies.

Edwards III's four dimensions communication, resources, disposition, and bureaucratic structure serve as the analytical foundation for assessing program implementation.

### **Research Design**

Research design refers to the strategy used to collect data relevant to research objectives. This study uses a descriptive method combined with a qualitative approach. Because the research aims to understand and characterize in detail the implementation of the Livestock Grant Program in East Lampung Regency including processes, challenges, and factors influencing effectiveness a

qualitative approach is appropriate.

Bogdan and Taylor (2019) state that qualitative research produces descriptive data in the form of written or spoken words and observable behavior. Thus, this research focuses on meaning, perception, and social interactions occurring in the field.

Using Edwards III's implementation theory as a framework, this design enables the researcher to describe how the livestock grant program is implemented in practice.

## **FINDINGS AND DISCUSSION**

### **Communication**

Communication problems include unclear information on eligibility criteria, inconsistent perceptions regarding livestock return obligations, insufficient socialization about livestock management, and weak coordination among stakeholders.

Interviews revealed that communication relies on official letters, coordination meetings, and socialization. Additional informal communication occurs via messaging groups. However, communication gaps persist, leading to mismatched data and distribution delays.

The findings indicate that the primary challenge in program implementation lies not in the substance of the policy itself, but in the communication and coordination processes among stakeholders. Unclear information regarding eligibility criteria suggests distortion in the transmission of policy directives from decision-makers to field implementers. Inconsistent perceptions concerning livestock return obligations further reflect a lack of shared understanding and standardized interpretation of program rules. Moreover, insufficient socialization about livestock management demonstrates that communication has not effectively functioned as a medium for technical knowledge transfer to beneficiaries. Although communication channels such as official letters, coordination meetings, socialization sessions, and informal messaging groups are utilized, their existence does not automatically ensure effectiveness. Instead, gaps in clarity, consistency, and feedback have resulted in mismatched data and delays in livestock distribution. These conditions align with the policy implementation framework proposed by George C. Edwards III (2019), who emphasizes that clarity, consistency, and accurate transmission of information are critical determinants of successful implementation.

Furthermore, the communication model developed by Claude Shannon and Warren Weaver (1949) explains how "noise" within communication channels can distort messages, particularly when feedback mechanisms are weak or when stakeholders interpret information differently. Weak coordination among implementing actors also reflects structural challenges within bureaucratic systems, where fragmented responsibilities may reduce program efficiency (Edwards, 1980). In this context, communication gaps are not merely technical issues but systemic factors that significantly influence policy outcomes.

In conclusion, ineffective communication and weak inter-organizational coordination constitute central barriers to program success. Strengthening message clarity, ensuring consistency in policy interpretation, and developing structured feedback systems are therefore essential strategies to enhance implementation effectiveness (Edwards, 1980; Shannon & Weaver, 1949).

### **Resources**

Resource constraints include insufficient human resources, especially field extension officers, limited technical skills, inadequate supporting facilities, and limited operational budgets.

Interviews revealed that while resources are allocated according to planning, they remain insufficient for comprehensive monitoring and mentoring.

Manual data systems also hinder accuracy and transparency. Resource constraints represent a significant barrier to effective program implementation, particularly in relation to human capital, technical capacity, infrastructure, and financial support. The shortage of field extension officers limits the intensity and quality of monitoring and mentoring provided to beneficiaries, while limited technical skills reduce the effectiveness of program guidance. Inadequate supporting facilities and restricted operational budgets further constrain field activities, making comprehensive supervision difficult to achieve. Although interviews indicate that resources are allocated according to established planning mechanisms, their quantity and quality remain insufficient to ensure optimal program performance. Additionally, the continued reliance on manual data systems weakens data accuracy, slows reporting processes, and reduces transparency, thereby affecting accountability and decision-making efficiency.

These findings are consistent with the policy implementation framework of George C. Edwards III (2019), who identifies resources as one of the four critical variables influencing successful implementation. According to Edwards, adequate staffing, sufficient information, proper authority, and financial resources are essential to translate policy goals into practical outcomes. When these resources are limited, even well-designed policies are unlikely to achieve their intended impact. Furthermore, public management theory emphasizes that administrative capacity including skilled personnel, technological systems, and financial sustainability is fundamental to effective governance and service delivery.

In conclusion, insufficient human resources, limited technical capacity, inadequate facilities, restricted budgets, and inefficient manual data systems collectively undermine the effectiveness, transparency, and sustainability of program implementation. Strengthening administrative capacity, investing in digital data management systems, and improving resource allocation mechanisms are therefore crucial to enhancing program accountability and overall performance.

### **Disposition/Attitudes**

Implementer disposition varies, influencing program execution. Issues

include: low responsiveness, weak discipline, inadequate commitment.

Interview results indicate that while many officials show high commitment, inconsistencies remain in monitoring and technical support.

Low implementer integrity can lead to mistargeting and poor accountability.

Variations in implementer disposition significantly influence the quality of program execution. Differences in responsiveness, discipline, and commitment among officials create uneven performance in monitoring, mentoring, and technical support activities. Although interview findings indicate that many officials demonstrate strong commitment to the program, inconsistencies persist in supervision and follow-up actions, suggesting that positive attitudes are not uniformly translated into consistent practice. Weak discipline and limited responsiveness may reduce the effectiveness of field operations, while low implementer integrity increases the risk of mistargeting beneficiaries and undermines accountability mechanisms. These conditions illustrate that the human factor plays a central role in determining whether policy objectives are achieved in practice.

This finding aligns with the policy implementation theory of George C. Edwards III (2019), who emphasizes disposition defined as the attitudes, commitment, and integrity of implementers as one of the key variables affecting policy success. According to Edwards, even when communication is clear and resources are adequate, weak commitment or lack of integrity among implementers can distort program outcomes. Similarly, the street-level bureaucracy perspective introduced by Michael Lipsky (1980) explains that frontline officials exercise discretion in daily decision-making, and their personal attitudes and motivations directly shape how policies are implemented. Inconsistent monitoring and technical assistance, therefore, may reflect variations in individual discretion and commitment at the field level.

In conclusion, implementer disposition is a decisive factor in program effectiveness. Variations in responsiveness, discipline, and integrity not only affect operational consistency but also influence targeting accuracy and accountability. Strengthening professional ethics, supervision systems, and performance evaluation mechanisms is therefore essential to ensure more consistent and responsible program implementation.

### **Bureaucratic Structure**

The bureaucratic structure involves hierarchical procedures, multi-level coordination, and lengthy administrative processes.

While SOPs exist, coordination across organizational units is often weak, and digital innovations are minimal.

Stakeholder roles such as subdistrict and village governments often function only as facilitators, lacking decision-making authority.

The bureaucratic structure of the program is characterized by hierarchical procedures, multi-level coordination, and lengthy administrative processes, which collectively shape the dynamics of implementation. Although standard operating procedures (SOPs) are formally established, coordination

across organizational units remains weak, leading to fragmented communication and delayed decision-making. The limited adoption of digital innovations further constrains administrative efficiency, as manual or semi-manual systems slow data processing and reduce transparency. In addition, stakeholder roles at the subdistrict and village levels tend to function primarily as facilitators rather than decision-makers, reflecting a centralized structure that restricts local discretion and responsiveness. This structural arrangement may hinder flexibility and reduce the program's capacity to adapt to local needs.

These findings are consistent with the policy implementation framework of George C. Edwards III (2019), who identifies bureaucratic structure as a crucial determinant of implementation success. According to Edwards, complex hierarchies and excessive procedural fragmentation can obstruct effective coordination and weaken policy performance. Similarly, the concept of bureaucratic fragmentation introduced by Michael Lipsky (1980) highlights how structural constraints and limited authority at the frontline level affect the consistency and responsiveness of service delivery. When lower-level actors lack decision-making power, their role becomes administrative rather than strategic, potentially reducing program adaptability and innovation.

In conclusion, the hierarchical and procedurally complex bureaucratic structure, combined with weak inter-unit coordination and minimal digital integration, constrains effective program implementation. Strengthening horizontal coordination, simplifying administrative processes, enhancing digital governance systems, and granting greater decision-making authority to local stakeholders are essential steps to improve efficiency, responsiveness, and overall program effectiveness.

## **CONCLUSION**

Based on analysis of communication, resources, disposition, and bureaucratic structure, the implementation of the Livestock Grant Program in East Lampung Regency has not been optimal.

Key constraints include:

ineffective communication, limited resources, varied implementer commitment, hierarchical and inefficient bureaucratic structure.

Program implementation requires stronger coordination, streamlined bureaucracy, improved capacity building, and continual mentoring to achieve sustainable community welfare improvements.

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