

Implementation of Local Government Policies in Handling Elderly in Palu City



Sabrin¹, Hasbullah², Nasir Mangngasing³, Daswati⁴, Sitti Chaeriah Ahsan⁵

¹Social sciences doctoral program student, Tadulako University

^{2,3,4,5}Tadulako University

ABSTRACT: This research aims to determine the handling of the elderly in Palu City by looking at the implementation process of Minister of Home Affairs Regulation Number 60 of 2008. The approach used in this research itself is a qualitative descriptive approach. Qualitative research itself is a research that produces and manages descriptive data, such as interview transcripts and observations. While descriptive is a study that seeks to reveal a problem and situation as it is, for this reason researchers are limited to only stating facts and not using hypotheses.

The results of this research itself show that the implementation of policies for handling the elderly through the Regional Elderly Committee in Palu City has not gone well. By using the theory put forward by Edward III (1980) as a research basis, it is known that all aspects are not working well. In the communication aspect, it can be seen that there are deficiencies in the transmission dimension and clarity dimension, proving that the communication carried out by the Palu City Regional Commission for the Elderly in implementing the policy for handling the elderly is not working as it should. In the resource aspect, it can be seen that there is a shortage of human resources and budget resources during the process of implementing policies for handling the elderly in Palu City. Meanwhile, in the disposition aspect, it can be seen that several informants did not delegate the handling of the elderly to the technical OPD who understand how to handle the elderly as they should, which shows that there is a lack of coordination among all the administrators of the Palu City Elderly Committee. As for the bureaucratic structure aspect, it can be seen that there is a mismatch between the resource aspect which is not running well and the bureaucratic structure aspect, where the essence of this aspect prioritizes the policy implementation process which must use mechanisms.

KEYWORDS: Policy Implementation, Communication, Resources, Disposition, Bureaucratic Structure, Elderly Handling

INTRODUCTION

This research aims to determine the handling of the elderly in Palu City by looking at the implementation process of Minister of Home Affairs Regulation Number 60 of 2008 concerning Guidelines for the Establishment of Regional Commissions for the Elderly and Community Empowerment in Handling the Elderly in the Regions.

Elderly is a condition where a person has entered the age of 60 years and over (Law Number 13 of 1998), whose productivity has decreased or even lost. Based on data released by the World Health Organization / WHO, it is known that in 2019 the number of elderly people throughout the world reached 1 billion people or 12.98% (WHO, 2022) of the total world population of 7.7 billion people (Databoks, 2019).

In Indonesia there has also been a quite large increase in the elderly population over the last few years. Based on BPS data, it can be seen that from 2016 the number of elderly people in Indonesia reached 8.69% of Indonesia's total population (BPS, 2016) and in just 5 years it increased to 10.82% or 12.9 million people in 2021 (BPS, 2021). An increase of 2.13% in just 5 years shows that there is an imbalance between the prevalence of birth rates in Indonesia in the 1950s and in the 2010s until now. The increase in the number of elderly over the last 5 years is based on increasing age and the low prevalence of birth rates in Indonesia. It was recorded that in 2021 the birth rate in Indonesia was only 376,610 people or 0.13% (PIAK, 2021), which is not comparable to the increase in the number of elderly people in 2021 of 12,900,000 people or 0.9% (BPS, 2021). The number of elderly people reaching above 10% has caused the government to try to empower and give special attention to people who have entered old age.

In Central Sulawesi, the number of elderly people recorded in 2021 based on data released by the Central Sulawesi Central Statistics Agency is 256,802 people (BPS, 2022). However, in Palu City, based on data released by the Palu City Central Statistics Agency, in 2021 the number of elderly people in Palu City will be 27,590 people, of which if classified by gender, there will be 13,207 men and 14,383 women (BPS, 2022). The life expectancy of people in Indonesia has increased quite significantly over the last 10 years, this can be seen from 2012, the life expectancy of Indonesian people was originally only 70.2 to 73.5 in 2021 (Mahdi, 2022).

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Considering that Indonesia has a fairly even distribution of elderly people in almost all provinces, each region needs to do something in dealing with the elderly in their area. For this reason, the central government issued regulations that will make it easier for regional governments to empower the elderly in each region, namely through Minister of Home Affairs Regulation Number 60 of 2008 concerning Guidelines for the Establishment of Regional Commissions for the Elderly and Community Empowerment in Handling the Elderly in the Regions. This Minister of Home Affairs regulation is the basis for local governments in creating strategies for dealing with elderly people in their areas. Several regions that have implemented this by making policies (be it *pergub*, *perbup* or *perwali*) include Lumajang Regency (Lumajang Regent Regulation Number 61 of 2018), Tebo Regency (Tebo Regent Regulation Number 61 of 2018) and Payakumbuh City (Regulation Mayor of Payakumbuh Number 16 of 2010).

In the city of Palu, a derivative policy from Permendagri Number 60 of 2008 is the Decree of the Mayor of Palu Number 460/1203/Dinsos/2021 concerning the Regional Commission for the Elderly and Community Empowerment for the Period 2021 – 2026. Through this mayor's decision, the Palu city government takes care of all matters related to the care of the elderly. The creation of this policy was based on the number of people in Palu City who fell into the elderly category, namely 6.91% or 25,789 people in 2020 (Media Alkhairaat, 2020). The actions of the Palu City government in handling the elderly with the Decree of the Mayor of Palu Number 460/1203/Dinsos/2021 resulted in three programs in the health sector which were implemented by the Palu City Health Service (elderly *posyandu*, integrated development post for the elderly community and health services by visiting elderly homes), basic social rehabilitation programs implemented by the Social Service, the formation of elderly family formation by the Population Control and Family Planning Service, as well as special services in terms of population administration by the Population and Civil Registration Service (Sulteng Raya, 2022).

However, problems arise from the handling of the elderly in Palu City, namely that there is no long-term treatment. The long-term treatment in question is improving the quality of education for the illiterate elderly, city planning and buildings that are friendly to the elderly, tourist destinations and public transportation that are friendly to the elderly. This statement is supported by the results of observations made by researchers, which show that these things were not realized. Some of the assisted elderly and the elderly who live in nursing homes managed by the Al-Kautsar Foundation are still illiterate because when they were young they did not receive a public school education. Apart from that, observations were made by researchers in several tourist destinations that are not friendly to the elderly. Public facilities in the city of Palu also do not appear to be elderly-friendly, such as at the Palu Grand Mall (PGM) where there are no escalators that can be accessed by elderly people who use wheelchairs.

In Central Sulawesi, the community's life expectancy is lower than the national life expectancy. It was recorded that in 2019, life expectancy in Central Sulawesi was only 68,23 years (BPS, 2019). Meanwhile, in Palu City, people's life expectancy has increased quite rapidly, which can be seen from 68,96 in 2010 to 71,31 in 2020 (Burase, 2021). Bearing in mind that in Article 3 Paragraph 2 of the Minister of Home Affairs Regulation Number 60 of 2008 it is explained that the parties involved in regional commissions for the elderly and community empowerment in handling the elderly include the Deputy Mayor as chairman, the Head of Bappeda as chief executive, the head of the Social Service and the head of the Bureau Kesra as deputy chairman, as well as retired echelon II/III and Head of Community Empowerment Agency/Department/Office, and/or in charge as secretary. The members are the relevant Departments/OPDs who are members in handling the elderly, including: 1). Public health Office; 2). Education authorities; 3). Public Works Service; 4). Transportation Service; 5). Department of Manpower and Transmigration; 6). Department of culture and tourism; 7). Business World Representative; 8). NGOs dealing with the elderly, as well as; 9). Community Elements.

The parties involved should be able to implement the program created by the Palu City government. However, considering that only some sectors have the task of implementing programs appropriate to their field, others are unable to carry out their duties as mandated in Minister of Home Affairs Regulation Number 60 of 2008. The Palu City Government in implementing Minister of Home Affairs Regulation Number 60 of 2008 does not pay attention to aspects of policy accountability. This is related to the implementation of Palu Mayor's Decree Number 460/1203/Dinsos/2021 where only some departments carry out their duties and this is not in accordance with the objectives of Minister of Home Affairs Regulation Number 60 of 2008 which targets all aspects of dealing with the needs of the elderly. Policy accountability itself is a condition where public institutions issue and determine policies that must be based on what impact they will have in the future, the purpose of the policy, and why the policy is being implemented (Rasul, 2002).

METHODOLOGY

This research itself refers to the Minister of Home Affairs Regulation Number 60 of 2008 concerning Guidelines for the Establishment of Regional Commissions for the Elderly and Community Empowerment in Handling the Elderly in the Regions. In Article 3 Paragraph 2 of Minister of Home Affairs Regulation Number 60 of 2008, regional governments, especially the Palu City Government, need to create a city elderly regional committee as evidenced by the Decree of the Mayor of Palu Number 460/1203/Dinsos/2021 concerning the Regional Commission for the Elderly and Community Empowerment for the Period 2021 – 2026.

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The researcher himself wants to see the implementation process of handling the elderly by using the policy implementation model proposed by George Edward III (1980) which refers to four important indicators that form a link between policy and policy performance. Referring to this, this research uses a qualitative method with a descriptive approach. Qualitative research itself is research that produces and manages descriptive data, such as interview transcriptions and observations (Poerwandari, 2005). According to Sugiyono (2010), qualitative research is research where a researcher is placed as a key instrument in a research, data collection is carried out by combining and inductive data analysis. Kirk and Miller (in Moleong, 2002) further explained that qualitative research is a way of making direct observations of individuals and connecting with these people to get the data you want to know. Meanwhile, descriptive research is research that attempts to reveal a problem and situation as it is, therefore researchers are limited to only expressing facts and not using hypotheses (Moleong, 2006). Sugiyono (2011) further explained that descriptive research is research that is used to describe or analyze research results but is not used to make broader conclusions. Meanwhile, according to Widodo & Mukhtar (2000), descriptive research is a research method used to clarify social phenomena through various variables that are related to one another. Descriptive research does not require a hypothesis, because testing and writing will be carried out after being at the research location.

The informants in this research were 24 people who were administrators of the Palu City Regional Commission for the Elderly as stated in the Decree of the Mayor of Palu Number 460/1203/Dinsos/2021 concerning the Regional Commission for the Elderly and Community Empowerment for the Period 2021 – 2026.

Data processing in qualitative research is carried out by classifying or categorizing data based on several themes according to the research focus (Suyanto & Sutinah, 2006). According to Miles, Huberman and Saldana (2014), in qualitative data analysis there are three streams of activities that occur simultaneously. Activities in data analysis are: Data Condensation, Data Display, Conclusion Drawing / verifications.

POLICY

Policy is one of the things that is always present in creating a better government process. Policy is also the basis for the government in doing everything so that it does not become a problem in the future. According to Anderson (in Tahir, 2014): "policy is an action that has a purpose carried out by an actor or a number of actors to solve a problem".

Nurcholis (2007), provides a definition of policy as a decision of an organization intended to achieve certain goals, containing provisions that can be used as guidelines for behavior in terms of: 1) Further decision making, which must be carried out by both the target group and the organizational (unit) implementing the policy; 2) Implementation or implementation of a policy that has been determined both in relation to the implementing organizational (unit) and with the target group in question.

Meanwhile, Nugroho (2003) stated that: "policy is a rule that regulates life together which must be obeyed and is binding on all citizens. "Everyone will be given sanctions according to the gravity of the violation committed and imposed in front of the public by the institution that has the task of imposing sanctions." According to William Dunn (in Sahya Anggara, 2014), explains that there are four main characteristics of policy problems, namely as follows: 1) Interdependence, policy is not an independent unit, but is part of the entire problem system; 2) Subjectivity, The external conditions that give rise to a problem are defined, clarified, explained and evaluated selectively; 3) Nature of assistance, Policy problems are understood, maintained, and changed socially, and; 4) Dynamics of policy problems, The way people view a problem will ultimately determine the solution offered to solve the problem.

Another opinion was expressed by Irfan Islami (in Edy Sutrisno 2009), that policy has several implications, namely as follows:

- 1) That public policy is in the form of regional regulations in the form of determining government actions.
- 2) That public policy is not enough just to be stated but implemented in real form.
- 3) That public policy, whether to do something, has and is based on certain aims and objectives.
- 4) That public policy must always be aimed at the interests of all members of society.

POLICY IMPLEMENTATION

According to William N Dunn (2003) policy implementation means implementing and controlling the direction of policy action until the implementation policy results are achieved. Wisdom is essentially a practical activity, as distinguished from the formulation of wisdom and is essentially theoretical. Grindle (in Riant Nugroho 2011) says that the implementation context consists of:

- 1) The power, interests and strategies of the actors involved
- 2) Characteristics of institutions and authorities
- 3) Compliance and responsiveness

We can understand the uniqueness of the Grindle model which lies in its comprehensive understanding of the policy context, especially regarding the implementor, implementation recipients and areas of conflict that may occur between implementation actors, as well as the conditions of implementation resources needed

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According to Hogwood and Gunn (2011) to carry out policy implementation several conditions are required, namely:

- 1) External conditions faced by the implementing agency/agency will not cause serious disruption or obstacles.
- 2) For program implementation, adequate time and resources are available.
- 3) The required mix of available resources is actually available.
- 4) The policy to be implemented is based on a reliable causal relationship.
- 5) The causal relationship is direct and only has a few connecting links.
- 6) Interdependence relationships must be small.
- 7) Deep understanding and agreement on goals.
- 8) Tasks have been detailed and placed in the correct order.
- 9) Perfect communication and coordination.
- 10) Those who have authority can demand and obtain perfect obedience

POLICY IMPLEMENTATION MODEL'S

1) Van Meter & Van Horn

Van Meter and Van Horn (in Indiahono, 2009) provide seven important variables that form the link between policy and policy performance, including:

1. Policy standards and targets or policy measures and objectives, policy standards and targets are basically what the program or policy wants to achieve, whether tangible or intangible, short to medium or long term. Policy clarity and targets must be seen specifically so that at the end of the program the success or failure of the policy or program implemented can be known.
2. Policy performance is an assessment of the achievement of policy standards and targets that have been set at the beginning
3. Resources show how much financial support and human resources there is to implement a program or policy. The difficult thing that happens is how much the resources (both financial and human) are worth to produce policies with good performance. Program evaluation should be able to explain efficient value.
4. Communication between implementing agencies, referring to the procedural mechanisms launched to achieve program goals and objectives. This communication must be established as a reference, for example how often regular meetings will be held, place and time. Communication between organizations also points to demands for mutual support between institutions related to the program.
5. The characteristics of the implementing agency indicate how much support the organizational structure has, the values that develop, the relationships and communication that occur within the internal bureaucracy.
6. Social, economic and political environment, showing that the environment in the realm of implementation can influence the success of policy implementation itself.
7. The attitude of the implementer, shows that the attitude of the implementer is an important variable in policy implementation. How democratic, enthusiastic and responsive to the target group and environment can be designated as part of this welcoming attitude.

2) Grindle

Mazmanian and Sabatier (in Yulianto 2008) say that "Policy implementation is the implementation of basic policy decisions, usually in the form of laws, but can also take the form of important executive orders or decisions or decisions of judicial bodies." Grindle (1980) further explained that policy implementation is determined by the content of the policy and the context of its implementation so that context is an important factor that must be considered in formulating a policy and the policy context influences the implementation process.

The basic idea of Grindle is that after the policy has been transformed into an action program or individual project and costs have been provided, then policy implementation is carried out. This depends on the implementability of the program which can be seen in the content and context of the policy. Grindle (in Sunggono 1994) states that the policy implementation process can only begin if the goals and means which were originally general in nature have been detailed, programs have been designed and a certain amount of costs have been allocated to realize these goals and means. This is the basic requirement for the implementation of any public policy. Grindle further said that the task of implementation is to form links that enable public policy targets to be realized as a result of government activities. Implementation includes the creation of a policy delivery system where specific means are designed and implemented in the hope of achieving the final goals stated in the policy. Then Grindle reiterated two aspects of policy implementation, namely:

1. The contents of the policy include:
 - (a) Influenced interests (interest effected)The implementation of the program will be determined by the extent of the changes desired by the program or threaten certain interests in society. Community groups that are threatened by change tend to display messages, both overt and covert. So that this does not happen, the implementers must eliminate or at least minimize the threat or approach the disadvantaged parties so

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that their attitude is more cooperative. If a program promises clear benefits for the public, it is easy to attract supporters and vice versa, for this reason implementers need to make the clearest plans for the target group and convince them of these benefits so that they participate in the implementation of development. Benefit Type, programs that bring collective benefits will receive support for their implementation.

(b) Expected changes (extent of change visioned)

The wider the changes that are expected to be in the public interest, the better the support they provide, but if a policy requires changes based on target groups that are unavoidable, then the implementation of the program too carefully can be neutralized properly.

(c) Distance of decision making (site of decision making)

Policy decisions involve small groups, decision making both at the central and regional levels to avoid miscoordination, so more effective responsibility is needed from the agency actors involved.

(d) Program implementer (program implementer)

It is necessary to clearly determine who or which agency will functionally be tasked with implementing the task, then if policy implementation can be effective, then the implementing apparatus needs to have additional capabilities and be supported by adequate resources.

(e) Resources used (committed resources)

The resources used are resources from allocated programs/projects as well as local resources.

2. Public policies are formulated and implemented in an atmosphere or environment and to facilitate the implementation of policies according to Grindle, 3 (three) important factors are determined, namely:

(a) Power interests and strategies of those involved (power interests and strategies of actor inquiry),

(b) Characteristics of the regime or institution (institution and regions characteristics),

(c) Compliance and Responsiveness (compliance and responsiveness)

3) Edward III

The policy implementation model proposed by George C. Edward III (1980), points to 4 (four) aspects that play an important role in achieving successful implementation, namely these aspects are communication, resources, disposition and bureaucratic structure.

1. Communication, namely pointing out that each policy can be implemented well if there is effective communication between program implementers and target groups. The goals and objectives of policy programs can be socialized properly so as to avoid distortion of policies and programs. This is important because the higher the target group's knowledge of the program, the lower the level of rejection and mistakes in applying programs and policies in the real world. Edward III (in Widodo, 2010) explains that in policy communication there are three dimensions, namely:

(a) The transmission dimension requires that public policies be conveyed not only to policy implementers but also to policy target groups and other interested parties, either directly or indirectly.

(b) The dimension of clarity requires that the policy be transmitted to implementers, target groups and other interested parties clearly so that they know what the aims, objectives, targets and substance of the public policy are so that each of them will know what is meant. must be prepared and implemented to make the policy a success effectively and efficiently.

(c) The dimension of consistency is needed so that the policies taken are not confused, thereby confusing policy implementers, target groups and interested parties.

2. Resources namely indicating that each policy must be supported by adequate resources and is an important factor in the policy implementation process. Edward III (in Widodo, 2010:98) further explains that these resources include human resources, budget resources, equipment resources and authority resources.

(a) Human resources are one of the variables that influence the success of policy implementation. Edward III (in Widodo, 2010:98) stated that "probably the most essential resource in implementing policy is staff". Edward III also added that "no matter how clear and consistent implementation orders are and no matter accurately they are transmitted, if personnel responsible for carrying out policies lack the resources to do an effective job, implementing will not be effective"

(b) Budget Resources. According to Edward III, the limited available budget means that the quality of services that should be provided to the community is also limited. Edward III in Widodo (2010: 100) stated that "new towns studies suggest that the limited supply of federal incentives was a major contributor to the failure of the program". According to Edward III, the limited incentives given to implementers are the main cause of failure in program implementation. Besides the program not being implemented optimally, budget limitations cause the disposition of policy actors to be low.

(c) Equipment resources. Edward III (in Widodo, 2010: 102) states that equipment resources are the means used to operationalize the implementation of a policy which includes buildings, land and facilities, all of which will make it easier to provide services in implementing the policy.

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- (d) Authority Resources. Another resource that is quite important in determining the success of a policy implementation is authority. According to Edward III (in Widodo, 2010: 103) states that: Sufficient authority to make its own decisions possessed by an institution will influence that institution in implementing a policy. This authority becomes important when they are faced with a problem and require it to be resolved immediately with a decision. Therefore, Edward III in Widodo (2010: 103), stated that the main policy actors must be given sufficient authority to make their own decisions to implement policies within their authority.
3. Disposition, which refers to the characteristics that are closely attached to the policy/program implementer. Characteristics that are important for implementers are honesty, commitment and democracy. Implementors who have high levels of commitment and honesty will always survive the obstacles encountered in programs or policies. Honesty directs the implementer to remain in the program direction outlined in the program guideline. His commitment and honesty made him even more enthusiastic in implementing the program stages consistently. A democratic attitude will increase the good impression of policy implementers in front of members of the target group. This attitude will reduce resistance from the community and increase the target group's sense of trust and concern for the implementer and program/policy. The factors that came to Edward III's attention (in Agustinus, 2006:159-160) regarding disposition in policy implementation included:
- (a) Appointment of bureaucracy. The disposition or attitude of implementers will create real obstacles to policy implementation if existing personnel do not implement the policies desired by higher officials. Therefore, the appointment and selection of policy implementing personnel must be people who are dedicated to the policies that have been established, more specifically to the interests of community members.
- (b) Incentives are one of the techniques recommended for overcoming the problem of attitudes of policy implementers by manipulating incentives. Basically, people move based on their own interests, so manipulating incentives by policy makers influences the actions of policy implementers. By adding certain profits or costs, it might be a motivating factor that makes the executors carry out orders well. This is done as an effort to fulfill personal or organizational interests.
4. Bureaucratic structure, indicating that bureaucratic structure is important in implementing policies. This aspect of bureaucratic structure includes two important things, first is the mechanism and the structure of the implementing organization itself.
- (a) The program implementation mechanism is usually determined in the Standard Operating Procedure (SOP) which is included in the program/policy Guideline. A good Standard Operating Procedure (SOP) includes a framework that is clear, systematic, uncomplicated and easy for anyone to understand because it will be a reference for the implementor's work.
- (b) Meanwhile, the implementing organizational structure should, as far as possible, avoid things that are convoluted, long and complex. The implementing organizational structure must be able to guarantee quick decision making regarding extraordinary events in the program. In this case, it can only be born if the structure is designed concisely and flexibly, avoiding the "Weberian virus" which is rigid, too hierarchical and bureaucratic.

The four aspects above in the model built by Edward are related to each other in achieving program/policy goals and objectives. Everything synergizes with each other in achieving goals and one variable will greatly influence other variables. For example, dishonest implementors will easily mark up and corrupt program/policy funds and programs will not be optimal in achieving their goals. Likewise, when the character of the implementer is less democratic, it will greatly influence the communication process with the target group.

FACTORS INFLUENCING POLICY IMPLEMENTATION

According to Van Metter and Van Horn (in Agustino, 2008) there are six factors that influence policy implementation:

1. Measures and Objectives of Policy The performance of policy implementation can be measured by the level of success if and only if the size and objectives of the policy are indeed realistic with the social culture at the level of policy implementers. When the policy size or policy objectives are too ideal to be implemented at the community level, it is rather difficult to realize public policy at a level that is said to be successful
2. Resources The success of the policy implementation process depends on the ability to utilize available resources. Humans are the most important resource in determining the success of the implementation process
3. Characteristics of Implementing Agents The focus of attention on implementing agents includes formal organizations and informal organizations that will be involved in the implementation of public policy. This is very important because the performance of policy implementation will be very much influenced by the right characteristics and match with the implementing agents. In addition, the scope or area of policy implementation also needs to be taken into account when it comes to determining the implementing agent. The wider the scope of policy implementation, the more agents should be involved
4. Attitude / tendency (disposition) of the implementers attitude of acceptance or rejection of the executor will very much influence the success or failure of policy implementation performance. This is very possible because the policy implemented is not the result of the formulation of local residents who know the problems and problems they feel

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5. Inter-Organizational Communication and Implementing Activities Coordination is a powerful mechanism in the implementation of public policy. The better communication coordination between parties involved in an implementation process, the assumption is that mistakes will be very small to occur and vice versa
6. Economic, Social and Political Environment The last thing that also needs to be considered in order to assess the performance of policy implementation is the extent to which the external environment contributes to the success of the established public policy. Therefore, a conducive economic, social and political environment also needs to be considered in the process of policy implementation

Ripley and Franklin (1986) in their book entitled *Policy Implementation and Bureaucracy (Bureaucracy and Policy Implementation)* stated that the successful implementation of a policy or program can be aimed at three factors, namely:

1. The compliance perspective that measures the implementation of strict level compliance needs to affect their superiors
2. The success of implementation is measured by the smoothness of the routine and the absence of problems.
3. Successful implementation leads to performance that satisfies all parties, especially the expected beneficiary groups

Implementation policies becomes important after the policies have been created. According to Van Metter and Van Horn (in Fadillah, 2001), policy implementation is: "Implementing and controlling the direction of policy actions until policy results are achieved." Then formulate the policy implementation process as: This statement gives the meaning that policy implementation is the totality of actions carried out by both individuals, and government and private groups which are directed at achieving goals and targets, which are priorities in policy decisions. G. Shabbir Cheema and Dennis A. Rondinelli (in Subarsono, 2005). stated that there are several factors that influence the implementation of decentralized government program policies. These factors are:

1. Environmental conditions. The environment greatly influences policy implementation, the environment includes the socio-cultural environment and the involvement of program recipients
2. Relations between organizations. The implementation of a program needs support and coordination with other agencies. For this reason, coordination and cooperation between institutions is needed for the success of a program
3. Organizational resources for program implementation. Policy implementation needs to be supported by resources, both human resources and non-human resources
4. Characteristics and capabilities of implementing agents. The point is to include the structure of the bureaucracy, norms and patterns of relationships that occur in the bureaucracy where all that will affect the implementation of a program

FINDINGS & DISCUSSION

From the interview process conducted with the 24 informants, it can be seen that each of them provided almost the same information, but there was some different information regarding the implementation of policies for handling the elderly in Palu City. By using the theory put forward by Edward III (1980) which includes 4 indicators (communication, resources, disposition and bureaucratic structure), it is known that the process of implementing policies for handling the elderly carried out by the Palu City Regional Elderly Commission.

1) Communication

As stated by Edward III (1980) in Widodo (2010), communication itself, namely referring to every policy, can be implemented well if there is effective communication between program implementers and target groups. The goals and objectives of policy programs can be socialized properly so as to avoid distortion of policies and programs. This is important because the higher the target group's knowledge of the program, the lower the level of rejection and mistakes in applying programs and policies in the real world. Edward III (in Widodo, 2010) explains that in policy communication there are three dimensions, including: the transmission dimension, the clarity dimension and the consistency dimension.

Policy implementation from the communication aspect proposed by Edward III (1980) which includes three dimensions, namely the transmission dimension, the clarity dimension and the consistency dimension. Of these three dimensions, only the consistency dimension is fulfilled. This can be seen from the knowledge of all informants regarding the existence of policies for handling the elderly and the existence of an elderly regional committee in Palu City.

However, in terms of the transmission dimension and the clarity dimension, this is not fulfilled, this is based on several things such as the statement put forward by Mrs. Lisda Liliana as Representative of the Business World / Hotel Santika Palu which shows that the transmission dimension is not running as expected, because Mrs. Lisda Liliana, as the representative of Hotel Santika, who is the representative of the business world in the management of the elderly regional committee, does not know that the business world is also one of the administrators of the elderly regional committee of Palu City. Apart from that, Mr. Andi Antram, S.Sos as Adyatama Young Tourism Expert at the Palu City Tourism Office also gave a statement indicating that the transmission dimension was not going well, because his statement stated that the Palu City Tourism Office had not carried out knowledge transfer or outreach to Community regarding policies for handling the elderly in Palu City.

As for the clarity dimension of the communication aspect stated by Edward III (1980), it is not working well, as can be seen from what was stated by Mr. Yus Darmin as Head of Construction at the Public Works Service, who has not provided

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socialization to the public due to the large number of activities at the Public Works Service. Things like this make it clear that the Public Works Department, which is the government's representative in implementing policies for handling the elderly in Palu City, has not been able to implement policies for handling the elderly well from the communication aspect based on the theory put forward by Edward III (in Widodo 2010).

Based on the results of interviews with all informants and observations made by researchers in looking at the process of implementing policies for handling the elderly, it can be concluded that the communication aspect in implementing policies for handling the elderly in Palu City has not gone well. Referring to what was stated by Edward III (1980), it can be seen that the three dimensions in the communication aspect of policy implementation do not work as a whole. The shortcomings in the transmission dimension and clarity dimension prove that the communication carried out by the Palu City Regional Commission for the Elderly in implementing the policy for handling the elderly is not working as it should. The transmission dimension which emphasizes delivery to implementers and targets and the clarity dimension which emphasizes clarity in the delivery of a policy (Edward III, 1980) cannot be fulfilled by all administrators of the Regional Elderly Commission of Palu City.

This shows that the communication aspect which is one of the indicators in viewing the policy implementation process according to Edward III (1980) is not working for researchers, because there are inconsistencies in the answers from the senior regional commission administrators who have been assigned by the mayor. This is a clear illustration that the policy for handling the elderly is not yet ready to be implemented by all parties involved in it.

2) Resource

Edward III (in Widodo, 2010:98) stated that resources themselves mean that every policy must be supported by adequate resources and are an important factor in the policy implementation process. In this case, resources are a very important thing that supports the policy implementation process, especially in this research, namely the policy for handling the elderly through the Palu City Elderly Commission. Referring to the theory put forward by Edward III (1980) that resources are very important in the policy implementation process, where these resources can be classified into four parts, namely human resources, budget resources, equipment resources and human resources. authority. Of these four things, only equipment resources and authority resources work well. This can be seen from the existence of facilities and infrastructure as well as the authority of all elderly regional committee administrators in implementing policies for handling the elderly in Palu City. In terms of human resources, it is clear that not all parties who are members of the management of the elderly regional committee have them. As stated by Mrs. Lisda Liliana as Representative of the Business World / Hotel Santika Palu, who admitted that her party did not have the knowledge and understanding in implementing policies for handling the elderly. Apart from that, Mr. Yus Armin, ST., MM as Head of Construction for the Palu City Public Works Department also stated that they did not yet understand how to implement policies for handling the elderly properly. This indicates that the policy implementation process from the resource aspect, especially human resources, is not running as expected. This is in accordance with what was stated by Edward III (in Widodo, 2010: 98) that resources are one of the factors that influence the success of policy implementation. Other problems such as budget resources are also things that are not achieved in the process of implementing policies for handling the elderly. The results of interviews conducted together with the three NGOs/foundations that cover the elderly, one of the administrators of the elderly regional committee and the Head of the Construction Division of the Public Works Department showed that there were problems with budget resources in implementing policies for handling the elderly in Palu City. This is in accordance with what was stated by Edward III in Widodo (2010: 100) that the limited available budget causes the quality of services that should be provided to the community to be limited, so that the program cannot be implemented optimally. Based on the results of interviews with all informants and observations made by researchers in looking at the process of implementing policies for handling the elderly, it can be concluded that the resource aspect has not worked as it should. Referring to what was stated by Edward III (1980) regarding resources in the policy implementation process, it appears that there is a shortage of human resources and budget resources during the process of implementing policies for handling the elderly in Palu City. Regarding human resources, not all administrators who are members of the elderly regional committee have human resources who are qualified to implement policies for handling the elderly. As for the budget resources themselves, it can be seen that there are APBN and APBD which cover the process of implementing policies for handling the elderly in the city of Palu, however, some of the regional committee administrators for the elderly, such as the Public Works Department, do not have a special budget and NGOs / foundations that shelter the elderly have limited budgets and are just waiting. government assistance in the form of food and drinks given directly to the elderly (and even that cannot be said to be enough). Researchers themselves think that the process of implementing policies for handling the elderly from the resource aspect is not running as it should. This is demonstrated by the unequal distribution of budget resources for each administrator as well as the lack of qualified human resources in implementing policies for handling the elderly in the city of Palu.

3) Disposition

According to Edward III (in Agustinus, 2006: 159-160), policy implementation from the disposition aspect itself refers to characteristics that are closely attached to the policy/program implementer. Characteristics that are important for implementers are

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honesty, commitment and democracy. Implementors who have high levels of commitment and honesty will always survive the obstacles encountered in programs or policies. Honesty directs the implementer to remain in the program direction outlined in the program guideline. His commitment and honesty made him even more enthusiastic in implementing the program stages consistently. A democratic attitude will increase the good impression of policy implementers in front of members of the target group. This attitude will reduce resistance from the community and increase the target group's sense of trust and concern for the implementer and program/policy. Based on the results of research that has been carried out and based on observations made by researchers, it can be concluded that the disposition aspect of policy implementation has not worked as it should. This can be seen from several informants who do not delegate handling of the elderly to technical OPDs who understand how to handle the elderly as they should. Apart from that, explanations from several informants such as Representatives of the Business World / Hotel Santika Palu, the Palu City UMKM Cooperative Service and the Palu City Transportation Service who do not delegate to technical OPDs, as well as the Public Works Service which has been given authority by the Tourism Office to implement policies for handling the elderly but not implemented properly due to lack of budget. The researcher himself saw that there was a lack of coordination from all the administrators of the Palu City Elderly Regional Committee which meant that the disposition aspect in the process of implementing policies for handling the elderly was not fulfilled. The disposition aspect which can look at the characteristics of the implementers or in this research all the elderly regional committee administrators is not running well. Van Meter and Van Horn (in Indiahono, 2009) explain that one of the variables that forms the link between policy and policy performance is the characteristics of the implementing agency, which refers to how much support the organizational structure has, the values that develop, the relationships and communication that occurs within the bureaucracy. If you refer to this, the disposition is not going well. Apart from that, the explanation put forward by Edward II (in Agustinus, 2006: 159-160) that the appointment and selection of policy implementing personnel must be people who are dedicated to the policies that have been established, cannot be seen from the formation of the Palu City Elderly Regional Committee. The differences in information found by researchers from all elderly regional committee administrators meant that the disposition aspect did not work well. From all the explanations above, researchers can also see that the delegation of authority is carried out by considering several things, such as the suitability between the task given and the party receiving the task. However, the main obstacle that occurs on the part of the implementer who represents the government is the binding standard rules. Some parties will do this if they have a clear SOP, which should have been regulated in the mayor's decision regarding the management of the regional elderly commission.

4) Bureaucratic Structure

According to Nurcholis (2007), policy itself is a decision of an organization intended to achieve certain goals, containing provisions that can be used as behavioral guidelines in terms of: 1). Further decision making, which must be carried out by both the target group and (unit) policy implementation organization, as well as; 2). Implementation or implementation of a policy that has been established both in relationship with the implementing organizational (unit) and with the target group in question.

Regarding aspects of bureaucratic structure in policy implementation, Edward III (1980) argued that bureaucratic structure is important in policy implementation, where this aspect of bureaucratic structure includes two important things, namely the mechanism and structure of the implementing organization itself. Edward III (1980) stated that bureaucratic structure is one aspect of the policy implementation process. Furthermore, Edward III (1980) also explained that this aspect of bureaucratic structure includes two important things, the first is the mechanism and the structure of the implementing organization itself. These two things are very important considering that the policy implementation process from the Bureaucratic Structure aspect must have SOPs or guidelines for implementing policies and the policy implementation process must be easy and not complicated. Based on the results of research that has been carried out and based on observations made by researchers, it can be concluded that the implementation of policies for handling the elderly from the bureaucratic structure aspect is going well. This is because implementing the policy for handling the elderly uses SOPs that have been determined, although the implementation mechanism is adjusted to the main tasks and functions of each OPD that is part of the Regional Committee for the Elderly. However, findings that show aspects of the bureaucratic structure working well like this raise questions for researchers. Because if we refer to what was stated by Edward III (1980) that all aspects of the policy implementation model cannot be carried out separately and must be carried out as a whole, which indicates that if one indicator has different results from other indicators then implementation This policy is not working as it should. Apart from that, there is a mismatch between the resource aspect which is not running well and the bureaucratic structure aspect, where the essence of this aspect prioritizes the policy implementation process which must use mechanisms/SOPs. The resource aspect is an important point because the party implementing the determined SOP must have the ability and understanding in implementing policies for handling the elderly.

CONCLUSIONS

Based on the results of the research that has been carried out, it can be concluded that the implementation of the policy for handling the elderly through the Regional Elderly Committee in Palu City has not gone well. By using the theory put forward by Edward III (1980) as a research basis, it is known that all aspects are not working well.

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- 1) Communication: In the communication aspect, it appears that the three dimensions in the communication aspect of policy implementation do not work as a whole. The shortcomings in the transmission dimension and clarity dimension prove that the communication carried out by the Palu City Regional Commission for the Elderly in implementing the policy for handling the elderly is not working as it should. The transmission dimension which emphasizes delivery to implementers and targets and the clarity dimension which emphasizes clarity in the delivery of a policy cannot be fulfilled by all administrators of the Regional Elderly Commission of Palu City.
- 2) Resources: In the resource aspect, it can be seen that there is a shortage of human resources and budget resources during the process of implementing policies for handling the elderly in Palu City. Regarding human resources, not all administrators who are members of the elderly regional committee have human resources who are qualified to implement policies for handling the elderly. As for the budget resources themselves, it can be seen that there are APBN and APBD which cover the process of implementing policies for handling the elderly in the city of Palu, however, some of the regional committee administrators for the elderly, such as the Public Works Department, do not have a special budget and NGOs / foundations that shelter the elderly have limited budgets and are just waiting. government assistance in the form of food and drinks given directly to the elderly (and even that cannot be said to be enough).
- 3) Disposition: In the Disposition aspect, it can be seen that several informants did not delegate the handling of the elderly to the technical OPD who understand how to handle the elderly as they should. Apart from that, explanations from several informants such as Representatives of the Business World / Hotel Santika Palu, the Palu City UMKM Cooperative Service and the Palu City Transportation Service who do not delegate to technical OPDs, as well as the Public Works Service which has been given authority by the Tourism Office to implement policies for handling the elderly but not implemented properly due to lack of budget. This shows that there is a lack of coordination from all the administrators of the Palu City Elderly Regional Committee which means that the disposition aspect in the process of implementing policies for handling the elderly is not fulfilled.
- 4) Bureaucratic Structure: In the aspect of bureaucratic structure, it can be seen that there is a mechanism for implementing policies for handling the elderly and it is carried out in a process that is not complicated. However, there is a mismatch between the resource aspect which is not running well and the bureaucratic structure aspect, where the essence of this aspect prioritizes the policy implementation process which must use mechanisms/SOPs. The resource aspect is an important point because the party implementing the determined SOP must have the ability and understanding in implementing policies for handling the elderly.

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