IMPLEMENTATION OF THE ELDERLY FEEDING PROGRAM IN SURABAYA
(Study in Rungkut Kidul, Rungkut, Surabaya)

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ABSTRACT

Surabaya is the city with the most populous population in East Java. With such a large number, population problems are unavoidable. The increasing number of the elderly is a subject that the government is currently paying special attention to. To ensure the wellbeing of the elderly, the government, together with the Social Service, took steps through the establishment of a feeding program for the destitute and abandoned elderly. This study aims to determine the implementation of the feeding program for the destitute and abandoned elderly in Rungkut Kidul. The type of research used is qualitative research. The results showed that the implementation of the elderly feeding program was in accordance with government regulations and was given to elderly beneficiaries. This study concludes that the implementation of the program is running well but not yet optimal.

Keywords: *Policy Implementation, Feeding Program, Rungkut Kidul*

A. INTRODUCTION

Surabaya is the city with the most populous population in East Java, which has a population of 3,095,026 people (Dispendukcapil, 2019). Therefore, the government continues to strive so that the welfare of its people is guaranteed. This population problem has a significant impact on the government's ability to formulate policies that are responsive to the demands of the people in order to ensure survival and increase the quality of human resources. One of the problems that is now getting special attention is the number of elderly, which is increasing every year. According to data produced by the East Java Province's Central Statistics Agency in 2017, the number of elderly increased by 6,912 people, or 8.23 percent, over the previous year. Then it rose to 8.53 percent in 2018, and then to 8.84 percent in 2019. The following table shows the annual increase in the number of elderly in Surabaya:

Tabel 1.1
Surabaya Elderly Population Data

No.	Year	Elderly
1.	2017	236.541
2.	2018	246.069
3.	2019	267.821

Source: *Badan Pusat Statistik Kota Surabaya, 2019*

The number of elderly is growing every year, prompting the government to step up its efforts to ensure that the elders have a better quality of life. Based on the *Undang-Undang Nomor 13 Tahun 1998* concerning Elderly Welfare, it is emphasized that the government has an obligation to provide services and social protection for the elderly so that they can enjoy a reasonable standard of living (Jogloabang, 2019). It is not only the responsibility of the state to improve the well-being of the elderly, but it is also the obligation of local governments. Therefore, based on *Undang-Undang Nomor 13 Tahun 1998* concerning Elderly Welfare, the government took steps through the implementation of a feeding program for the destitute and abandoned elderly. This program is regulated by the *Peraturan Walikota Surabaya Nomor 15 Tahun 2013* concerning Guidelines for Providing Food for the Destitute Elderly and Abandoned Elderly, which was stipulated on January 17, 2013 in Surabaya.

The goal of the elderly feeding program is to address one of the elderly population's most fundamental needs: food. The elderly who are eligible for the food program are those who meet the criteria or standards for being recipients of the food program. The elderly criteria are those who are 60 (sixty) years or older, and the pre-elderly who are 45 (forty-five) years or older but not yet 60 (sixty). They must also be listed on a government database registry of poor people in Surabaya. If new elderly are found, the Social Service will undertake field observations and determine the number of quota recipients of the feeding program through the Social Service Task Force in each urban village.

In terms of providing food for the elderly, it is entirely handed over to the catering party. Food packaging is also guaranteed to be clean because it is packaged in plastic food containers and meets healthy food standards. This is stated in the *Peraturan Walikota Surabaya Nomor 14 Tahun 2020* concerning Amendments to the *Peraturan Walikota Surabaya Nomor 60 Tahun 2019* concerning Guidelines for the Implementation of Food Delivery in Surabaya Article 11 paragraph (1), which reads "Packaging food using box packaging that meets health standards" and "Contains elements of rice, vegetables and side dishes (meat/vegetable), fruit and mineral water".

The feeding program is accomplished in 31 (thirty one) sub-districts and 154 (one hundred and fifty-four) urban villages in Surabaya. Rungkut is one of the areas that implements the food program and consists of 6 villages; Kalirungkut, Kedung Baruk, Medokan Ayu, Penjaringan Sari, Rungkut Kidul, and Wonorejo. The following is the food quota available for the elderly in each urban village in Rungkut, Surabaya.

Tabel 1.2
Data on elderly beneficiaries of the feeding program, Rungkut, Surabaya

No.	Urban Villages	Number of Elderly Beneficiaries
1.	Kalirungkut	81
2.	Kedung Baruk	142
3.	Medokan Ayu	71
4.	Penjaringan Sari	70
5.	Rungkut Kidul	60
6.	Wonorejo	96

Source: *Dinas Sosial Kota Surabaya, Maret 2021*

According to the information provided above, Rungkut Kidul has the smallest number of beneficiaries, with only 60 persons. Despite the fact that Rungkut Kidul has had a meal program for the elderly for many years, there is no guarantee that the implementation process would go smoothly and without complications.

The issues that arose during the implementation of the feeding program for the elderly in Rungkut Kidul are less accurate targets. Mrs. Lailatul, a temporary dispatcher who had replaced the sick dispatcher, claimed this. Several elderly people have met the requirements to be feeding program recipients. In fact, the elderly, aged 60 and above, who are categorized as destitute, do not have a job or source of income, and do not even have family or close relatives who support their daily needs, have not received food assistance from the government. Furthermore, the elderly have made an application to the office, gathered the requisite paperwork, and waited nearly 4 months for a response, but have yet to get one. There are even elderly who become unwell and die because of their illness. This is clearly in violation of the *Peraturan Walikota Surabaya Nomor 15 Tahun 2013*, which specifies that the elderly aged 60 and above who meet the requirements for being extremely poor or abandoned are the target of the feeding program.

Furthermore, Article 14 paragraph 1 C of the *Peraturan Walikota Surabaya Nomor 14 Tahun 2020* states that "if you have restrictions due to health factors, then the standard of food is modified to the beneficiary's requirements and needs, based on a certificate from a doctor/ health officer." In fact, the Rungkut Kidul sub-district does not cooperate with the local health center, therefore elderly do not receive health check-ups. This causes the elderly who have a history of special diseases to not be able to consume certain foods because they have dietary restrictions that can trigger a recurrence of the disease.

B. LITERATURE REVIEW
a. Public Policy

Frederickson and Hart, as quoted from (Tangkilisan, 2003: 19), state that policy is an action that leads to goals proposed by a person, group, or government in a certain environment in connection with certain obstacles, while looking for opportunities to achieve goals or realize goals which are desired. Furthermore,

Cochran (2005:1), quoted by Kusumawati (2019), explains that public policy is an effort by the government with its decisions and actions designed to deal with public service problems with all their concerns.

b. Public Policy Implementation

Quoted from Anggara (2014:242), the implementation model developed by Meter and Horn is referred to as "A Model of the Policy Implementation Process". This model explains that policy performance is influenced by several interrelated study objectives:

1. Policy standards and objectives
2. Resource
3. Characteristics of the implementing organization
4. Communication between related organizations
5. The attitude of the implementers
6. Social, economic and political environment

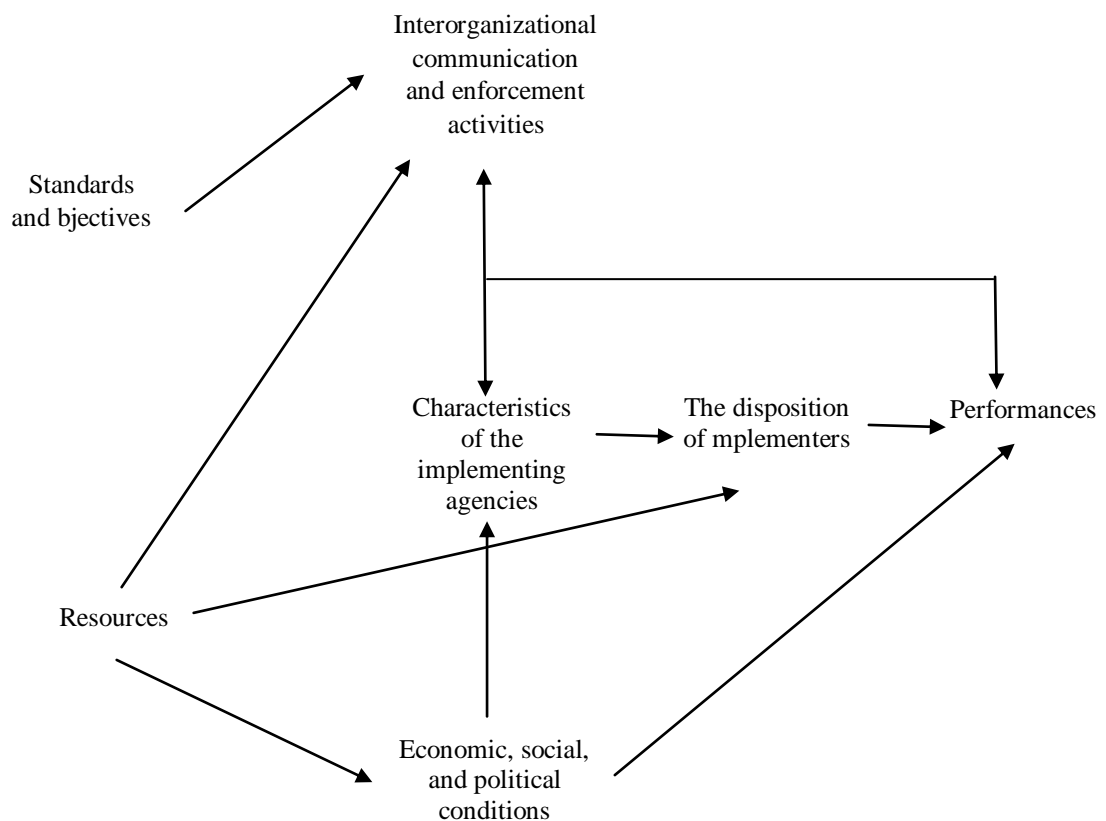Meter and Horn models can be presented in the image below:

Image 1 Meter and Horn Model Implementation (Source: Tachjan (2006:40))

c. Feeding Program

In accordance with the *Peraturan Walikota Surabaya Nomor 15 Tahun 2013* concerning Guidelines for Providing Food for the Destitute Elderly and Abandoned Elderly, the feeding program is food given to very poor elderly and abandoned elderly as much as once a day.

d. Social Welfare

Social Welfare, according to the *Peraturan Walikota Surabaya Nomor 2 Tahun 2012* on the Implementation of Social Welfare, is the condition of providing residents' material, spiritual, and social requirements so that they can live comfortably and develop so that they can carry out their social functions. Social welfare is a coordinated, integrated, and sustainable effort by the state and local governments, and the community to provide social services to address the basic needs of all residents, including social rehabilitation, social security, social empowerment, and social protection.

e. Elderly

The elderly population, according to Surabaya Mayor Regulation No. 15 of 2013 about Guidelines for Providing Food for the Destitute Elderly and Abandoned Elderly, is defined as everyone over the age of 60 (sixty). Beneficiaries are separated into two groups:

1. The Very Poor Elderly Population, as defined by the *Peraturan Walikota Surabaya Nomor 15 Tahun 2013*, concerning Guidelines for Providing Food for the Destitute Elderly and Abandoned Elderly, is defined as a population of people who have reached the age of 60 (sixty) years and are classified as very poor and are recorded in the Family Database. The data is from the Surabaya Community Empowerment and Family Planning Agency, and/or it is based on the findings/verification of the sub-district head, based on the criteria.

2. Based on the *Peraturan Walikota Surabaya Nomor 15 Tahun 2013* concerning Guidelines for Providing Food for the Very Poor Elderly and Abandoned Elderly, the Abandoned Elderly population is a population that has reached the age of 60 (sixty) years and above, does not have the provision of life, work, income, and even do not have relatives who can support their daily needs properly and are recorded in the Database of People with Social Welfare Problems owned by the Surabaya Social Service and/or based on the findings/Verification by sub-district head according to the criteria for Abandoned elderly determined by the Social Service Surabaya.

C. METHOD

The type of research used in this research is descriptive qualitative research. Descriptive research discusses something that is the subject of in-depth investigation (Anggara, 2015: 23). The researcher expects to be able to directly observe the situation using this sort of qualitative descriptive research in order to gain a clear and comprehensive image of the implementation of the feeding program for the destitute and abandoned elderly in Rungkut Kidul, Surabaya. In this study, data was collected using three processes: interviews, observations, and documentation such as database archives, pictures, and recordings of activities.

Informants were collected using a purposive sampling technique consisting of the Head and Staff of the Social Rehabilitation Division of the Surabaya Social Service, the Chairperson of Karang Werdha, the catering party, and several elderly beneficiaries of the food program in Rungkut Kidul Village. The data analysis technique in this study used the theory of Miles and Huberman consists of data collection, data condensation, data presentation, conclusion drawing and verification.

D. EXPLANATION

The feeding program was first offered by the Surabaya's Mayor, Ms. Tri Rismaharini in 2012 as a way of expressing her care for low-income or poor residents so that their nutritional needs could be fulfilled and they would not starve. Based on the *Peraturan Walikota Surabaya Nomor 15 Tahun 2013* concerning Guidelines for the Provision of Food for the Destitute and Abandoned Elderly, the feeding program is food given to the very poor and abandoned elderly as much as once a day. This feeding program has been running for approximately eight years. Starting with food for the elderly, followed by food for the disabled and orphans. This study only focused on the elderly feeding program in Rungkut Kidul, Surabaya.

Rungkut Kidul is one of the Surabaya urban villages that contributes in the feeding program, and it has the smallest number of beneficiaries in Rungkut, with only 60 individuals. To determine the implementation of the feeding program for the destitute and abandoned elderly in Rungkut Kidul, the researchers discussed and analyzed the data obtained utilizing the Meter and Horn's theory of implementation with six study targets sequentially.

a. Policy Standards and Objectives

A policy, according to Anderson (1984:113), is a purposeful action taken by one or more individuals to solve a problem (Tahir, 2011:21). The elderly feeding program's goal is to preserve and provide social security for the elderly by providing meals to meet their fundamental needs.

The standard in the feeding program for the destitute and abandoned elderly in Rungkut Kidul is related to one-time-a-day food delivery and nutrition. The delivery officer distributes meals to the elderly once per day per person, and delivered directly to the elderly beneficiary no later than 11 a.m. This is in accordance with the *Peraturan Walikota Surabaya Nomor 15 Tahun 2013* Chapter II B paragraph (2a) which reads "The program of providing food for the destitute and abandoned elderly is given as much as 1 (one) time per day per person per day".

Then related to nutritional standards in the food menu, it is carried out by consulting a nutritionist's food list, which has been determined by the Social Service. The amount of nutrients in the menu is estimated to meet the nutritional demands of the elderly. Furthermore, the food menu is rotated every 10 days to keep the elderly from becoming bored. This is in accordance with the *Peraturan Walikota Surabaya Nomor 15 Tahun 2013* Chapter II B paragraph (1), which reads "The standard of diet for the destitute and abandoned elderly is food that meets nutritional standards for the elderly and contains elements of rice,

vegetables, side dishes (meat/vegetables), and fruit." The food selection for elderly beneficiaries in Rungkut Kidul, which includes rice, vegetables, side dishes, fruit, and mineral water, is reflected in the Feeding Program guidelines. However, there are still inconsistencies in the food packaging. If the catering party runs out of food containers, they are occasionally replaced with styrofoam. This is clearly in violation of the *Peraturan Walikota Surabaya Nomor 60 Tahun 2019* on Guidelines for the Implementation of Food Delivery, which specifies that "the meal is packaged in a box that meets health standards."

Image 2 Ready-to-deliver meal (Sumber: Researcher Documentation, 2021)

According to Tahir (2011:22), every policy product must pay attention to the substance of the target state, resulting in a suggestion that considers a variety of programs that can be described and implemented as policy objectives. There are still mistakes in policy targets, such as giving meals to the elderly who are not on the list of recipients. As a result, the caterer uses his own money to supply food for the elderly so that they are not disappointed when food is no longer available to them. So the target for implementing the feeding program in Rungkut Kidul is not in line with the *Peraturan Walikota Surabaya Nomor 15 Tahun 2013* concerning Guidelines for the Implementation of Feeding Program for the Destitute Elderly and Abandoned Elderly.

b. Resources

One of the important study targets that can support public policy successful implementation is the Resources. According to Meter and Horn (Anggara, 2014:242), resources include finances or various incentives that facilitate implementation success. Financial resources, human resources, and time resources are all examples of the Resources. According to Sunggono (1994: 151) as cited by Agindawati (2019), another cause of public policy failure occurs due to auxiliary resources shortages such as time, funds, and human labor.

Financial resources for the destitute and abandoned elderly feeding program were obtained through the process of submitting an application for funds by Karang Werdha to the Social Service through village intermediaries. Based on the *Peraturan Walikota Surabaya Nomor 15 Tahun 2013* concerning Guidelines for Providing Food for the Destitute Elderly and Abandoned Elderly, Chapter II 3b, which reads "Karang Werdha, which has collaborated with the Social Service, as referred to in number 1), submits a letter of application for disbursement of funds to the Social Service with the approval of the village head". Karang Werdha then submits an SPJ (Letter of Accountability) to the Social Service every month to request a distribution of the money utilized as operating costs in the feeding program's implementation. Regarding the cost of one package of food, it should be worth Rp. 11,000,-per package. A 4% tax must be deducted because Karang Werdha "SETIA BHAKTI" does not have an NPWP. While program implementers are paid an honorarium, not all program implementers are paid an honorarium. There is no honorarium for Karang Werdha or the food vendors. Meanwhile, the dispatcher was paid Rp. 1,000 for every meal item as an honorarium. This is in accordance with the *Peraturan Walikota Surabaya Nomor 60 Tahun 2019* concerning Guidelines for the Implementation of Food Delivery, Article 14 paragraph 8 which states "Delivery Officers in carrying out their duties receive an honorarium in the form of shipping costs according to the number of beneficiaries".

The Social Service, Rungkut Kidul Village officers, Karang Werdha, food providers, and delivery officers are among the human resources involved in administering the feeding program for the poor and abandoned elderly in Rungkut Kidul. The number of human resources required to carry out the feeding program in Rungkut Kidul is sufficient. So that the feeding program can be implemented successfully.

Tabel 4.1 Implementing Feeding Program for Destitute and Abandoned Elderly in Rungkut Kidul

Party	Role
Surabaya Social Service	Coordinating Karang Werdha throughout Surabaya and monitoring the feeding program's performance
Rungkut Kidul Village	Assisting Karang Werdha with the preparation of the SPJ (Letter of Accountability) report and gathering data if beneficiaries change
Karang Werdha	Implementing a feeding program in the village area
Food Provider/Catering Party	Cooking and preparing ready-to-serve meals for elderly beneficiaries
Dispatcher	Delivering the meals to the beneficiaries elderly

Source: The data is processed based on an interview with Mr. Agus Rosid, 2021

In Rungkut Kidul Village, time resources were well spent on implementing a food program for the destitute and abandoned elderly. The dispatcher, who sends food to elderly beneficiaries no later than 11 a.m., exemplifies this.

c. Characteristics of Implementing Organizations

According to Grindle (1980) cited by (Anggara, 2014: 256), when program implementers have the capabilities and support required by the policy, the success rate will be high. The Rungkut Kidul Village office, specifically, the Public Welfare and Economic Division with Karang Werdha "SETIA BHAKTI" and the dispatching officers, have performed optimally in competency and size of the implementing agency. As the executor of the Elderly Feeding Program in Rungkut Kidul, the Public Welfare and Economics Division in Rungkut Kidul and Karang Werdha collaborate in administering the funds granted by the Social Service. This is in line with the *Peraturan Walikota Surabaya Nomor 60 Tahun 2019* on Guidelines for the Implementation of Food Delivery in Surabaya Chapter III Article 6 paragraph (1), which states: "The Social Service coordinates with the Village and Subdistrict offices regarding data on prospective beneficiaries, carried out through village development consultations." Meanwhile, food providers and delivery personnel make sure that the food given to the senior beneficiaries is on schedule and follows the predetermined menu. This is in accordance with the *Peraturan Walikota Surabaya Nomor 60 Tahun 2019* on Guidelines for the Implementation of Food Delivery in Surabaya, Chapter VI Article 14 paragraph (6), which states: "Food that has been provided by community groups/community organizations is then handed over to the dispatching officer with the Minutes of Delivery. The food will then be delivered to the beneficiary."

Regarding the level of hierarchical control, the food program implementers, in this case, the Social Service, Rungkut Kidul office, and Karang Werdha, supervised the program implementation. The Social Service through the Food Task Force monitors 15 elderly beneficiaries per day as a sample. This is in accordance with the *Peraturan Walikota Surabaya Nomor 60 Tahun 2019* concerning Guidelines for the Implementation of Feeding Program Chapter VIII Article 16 paragraph (1), which reads "The implementation of monitoring and evaluation of feeding is carried out by the Social Service in coordination with the District and Village office". Karang Werdha also asked the dispatcher to provide a receipt and photo documentation from the elderly that they had received food on that day and deposited it at the end of the month as the evidence. This is in accordance with the *Peraturan Walikota Surabaya Nomor 60 Tahun 2019* concerning Guidelines for the Implementation of Food Delivery Article 14 paragraph (7) which states that "Sending officers in sending food to beneficiaries are equipped with receipts and accompanied by photos of shipping documentation".

d. Communication Between Related Organizations

Cited from Anggara (2014: 250), one of the weaknesses in the public policy process is the problem of its implementation, especially in Indonesia Weak communication is one of the issues. This lack of communication occurs not only during implementation, but also during formulation. As a result, the feeding

program for the destitute and abandoned elderly in Rungkut Kidul requires ongoing contact and coordination among implementers or the organizations.

According to Edward III, as quoted by Anggara (2014: 250), clarity of goals and procedures to be used in a policy, is an absolute item so that it can be executed as it has been chosen. This viewpoint is consistent with the method of disseminating knowledge throughout the implementation of the Rungkut Kidul feeding program for the destitute and neglected elderly. Communication is transmitted from the Social Service to the Chairperson of Karang Werdha, who is the village's executor of the elderly feeding program, as well as from Karang Werdha to the elderly recipients in Rungkut Kidul.

Furthermore, continuous coordination is used to ensure that the information received by each implementer is consistent, ensuring that there are no misunderstandings or miscommunications between policy implementers. By holding monitoring and assessment sessions, the Social Service always coordinates with Karang Werdha from every urban village in Surabaya. The Social Service, Karang Werdha, and dispatchers work closely together to ensure that the implementation process runs smoothly and successfully. If problems arise, Rungkut Kidul, as the feeding program's executor in their area, will work with Karang Werdha and other parties concerned to resolve them as quickly as possible. This is in line with Meter and Horn's opinion, as cited by Anggara (2014: 242), that successful implementation often requires institutional procedures and mechanisms that allow higher structures to control implementation so that it fits to the goals and standards set.

e. Attitude of Executors

According to Sunggono (1994: 151) as cited by Agindawati (2019), executing a public policy will be difficult if there is not enough support for it. The attitude of the implementers has a significant impact on the success of a program or policy's execution. If the attitude taken by the implementer is contrary to the goal of achieving the policy, then the implementation of the policy will not run effectively.

Policy implementers' understanding of the objectives and technical implementation is linked to cognition. According to Edward III, as quoted by Anggara (2014:253), understanding the objectives of the policy is very important for implementing officials. The concept of the Social Service, Rungkut Kidul, particularly the Public Welfare and Economic Divisions, Karang Werdha, and dispatchers, has been well implemented. This is evidenced by the lack of issues that arose during the implementation of the Rungkut Kidul feeding program for the destitute and abandoned elderly. In addition, policy implementers also understand that the purpose of implementing the food program is to improve the lives of destitute and abandoned elderly. So, with a good understanding, the implementers of this feeding program can coordinate with each other and minimize failures.

The intensity of the response is therefore tied to the intensive and continual direction and responsiveness provided by the Surabaya Social Service, Rungkut Kidul, and Karang Werdha towards the implementation of the feeding program for the destitute and abandoned elderly in the village region. According to

Alamsyah (2016:17), Responsiveness is particularly important in public service because it demonstrates the organization's ability to detect community needs, create service agendas and objectives, and build public service programs in accordance with community wants and aspirations (Dilulio, 1994). This opinion is in line with the implementation of the Rungkut Kidul feeding program for the destitute and abandoned elderly. When senior beneficiaries contact the dispatch officer or the food task force with complaints, the implementing party will respond quickly and provide solutions.

f. Social, Economic, and Political Environment

The condition of the external environment has a significant impact on policy effectiveness. The failure of policy implementation might be impacted by an unfavorable external environment. When conducting the feeding program for the destitute and abandoned elderly in Rungkut Kidul; the political, social, and economic environment refers to a supportive external environment and support from all elements of Rungkut Kidul community.

The social environment is one of the external factors in society that has a significant impact on policy implementation. According to (Islamy, 1999: 1-6) as cited by (Alamsyah, 2016: 27), the community environment is defined as a system of social relations where people live and interact. This opinion is in accordance with the condition of the society in Rungkut Kidul area, who strongly support the existence of the elderly feeding program. The community often helps the elderly who are not registered as NIPM (Beneficiary Identification Number) to collect the necessary files as potential recipients of benefits and submit them to the Department of Social Affairs.

Following the distribution of food, the economic environment has an effect on the elderly beneficiaries. The feeding program benefits the elderly recipients in Rungkut Kidul Sub-district since they do not have to pay for breakfast every day, which reduces their financial burden. This is in line with Grindle's argument, as mentioned by (Anggara, 2014:255), that policies which provide collective benefits or to a large number of people will be easy to implement because the community will support them. Then, in terms of the political environment in which the feeding program is implemented, the Social Service makes every effort to ensure that the program runs according to the provisions through daily monitoring by the feeding officers. Similarly, Rungkut Kidul community and Karang Werdha are attempting to offer food for elderly beneficiaries with food menus based on nutritionist recommendations and are delivered on time.

E. CONCLUSION

Based on the findings, it can be stated that the feeding program for the destitute and abandoned elderly in Rungkut Kidul, Surabaya, was implemented, but not yet optimal. This can be seen from 1) The policy standards have been implemented but there are still discrepancies in the policy targets for the elderly who are registered as beneficiaries, 2) The financial, human, and time resources have been implemented properly, 3) The characteristics of the implementing organization have understood and carried out their duties, 4) Communication between implementing organizations goes well and optimally, 5) The attitude of

the officers is responsive towards the elderly who complains about the food, and 6) The social, economic, and political environment that supports the existence of a feeding program for the destitute and abandoned elderly in Rungkut Kidul, Surabaya.

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