

**THE QUALITY OF PUBLIC SERVICES  
FOR ELDERLY PEOPLE WELFARE**

**(Case Study at Social Agency in Malang City and Malang Regency)**

**UNDERGRADUATE THESIS**

**An Undergraduate Thesis Submitted for Bachelor Degree of  
Public Administration**

**Faculty of Administrative Science University of Brawijaya**

**HELDHA OKTAVIA MEGA PUSPITA**

**SID. 135030100111028**



**UNIVERSITY OF BRAWIJAYA  
FACULTY OF ADMINISTRATIVE SCIENCE  
PUBLIC ADMINISTRATION DEPARTMENT**

**MALANG**

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## MOTTO

Al'Ankabut letter, verse 69

وَالَّذِينَ جَاهَدُوا فِينَا لَنَهْدِيَنَّهُمْ سُبُلَنَا وَإِنَّ اللَّهَ لَمَعَ الْمُحْسِنِينَ ﴿٦٩﴾

*Dan orang-orang yang berusaha dengan bersungguh-sungguh kerana memenuhi kehendak agama Kami, sesungguhnya Kami akan memimpin mereka ke jalan-jalan Kami (yang menjadikan mereka bergembira serta beroleh keredhaan) dan sesungguhnya (pertolongan dan bantuan) Allah adalah berserta orang-orang yang berusaha memperbaiki amalannya.*

Ariana Grande Butera



*If we give a little love, May be we can  
change the world.*

Heldha Oktavia Mega Puspita



*If you want to success you must be patient,  
spirit, learn, try and pray.*



## ENDORSEMENT SHEET OF UNDERGRADUATE THESIS

It has been maintained in front of the panel of examiners of undergraduate thesis  
Faculty of Administrative Science, University of Brawijaya, at:

Day : Friday  
Date : January, 27<sup>th</sup> 2017  
Time : 10.00 a.m

An Undergraduate Thesis

On behalf of : Heldha Oktavia Mega Puspita  
Title : The Quality of Public Services for Elderly People  
Welfare (Case Study at Social Agency in Malang  
City and Malang Regency)

And declare **TO HAVE PASSED**

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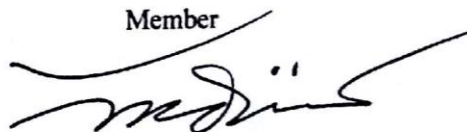
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### DECLARATION OF ORIGINALITY UNDERGRADUATE THESIS

I declare with truth that all my knowledge, in this undergraduate thesis there is no scientific papers that have been asked by others to get the work or opinion which ever written or published by others, except for the written quotes in this script, it referred and mentioned in the source of references.

If evidently in this undergraduate thesis, may be proven are elements of plagiarism, I am willing for this thesis being disqualified and academic degree I have gained for Bachelor Degree (S-1) is canceled, then will be processed in accordance with the Law in force (UU) No. 20 of 2003, Article 25 of Paragrapgh 2 or in the article 70.

Malang, 01 Januari 2017



## DEDICATION SHEET

**I dedicate this thesis to my wonderful people I have:**

**Mr. Suranto:**

*“Dad, thank you for all provide to Heldha. Dad struggle to educate Heldha. So, Heldha can get fresh graduate. Daddy is always spirit to work. Thanks to god. I have a wonderful Daddy. I love you Daddy”.*

**Mrs. Indahyati:**

*“Mam. This is for you. Thanks to all spirit mama for Heldha. So, Heldha can finish the target of graduate. Heldha believe that Mama always pray Heldha became a success person. I love you Mama”.*

**Intan Oktavia AP:**

*“Hello young sister, Thank to all of motivation that you provide to me. You are always my everything, you are always like friend for me. I love you Sister”.*

**Fahmi Rizal M:**

*“Fahmi. Thanks to all of sacrifice. Thank for you, because you always give me support and motivation. I can't say anything. Thanks you Fahmi.*



## SUMMARY

**Heldha Oktavia Mega Puspita, 2017, The Quality of Public Services for Elderly People Welfare (Case Study at Social Agency in Malang City and Malang Regency). Undergraduate Thesis.** 1) Dr. Sujarwoto S.IP, M.Si, M.PA. 2) Dr.Rer. Pol., Romy Hermawan, MA.

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The poor physical condition of elderly people are requires services. It can be achieved by providing public service program for elderly people. Elderly people is considered citizens who are aged 60 or above. Social Agency in Malang City provide better public service for elderly people. This research has three objectives; First, to describe and analyse public service program for elderly people welfare. Second, to describe and analyses the differences quality of public service for elderly people welfare. Third, to describe and analyse supporting and inhibiting factors related to public service program for elderly people welfare.

This research uses qualitative research method through multiple study case approach. The purpose of using the multiple study approach is to compare the quality of public service at both Social Agency, which are Social Agency in Malang City and Malang Regency. The informants for this research are Head of Elderly Division, Elderly Division Staffs, and recipient of public services for elderly people. Data analysing technique used in this research is pattern matching technique. Pattern matching, initiated by Yin (2009) is used to find similarities and differences where researchers collect data, write individual case, analyse inter-case data to integrate and compare findings from all the cases, write conclusion of cases.

The finding shows that the quality of public services at Social Agency in Malang City is better than Social Agency in Malang Regency. First, Social Agency in Malang City have 7 (seven) public services program; *Asistensi Lanjut Usia Terlantar (ASLUT)*, *Operasional Loka Bina Karya Pandanwangi as Lingkungan Pondok Sosial (LIPONSOS)*, Providing of Basic food Aid, Referral Services to Social Parlor Provincial Owned, Repatriation of displaced people to origin region, Social Guidance and Coaching of Elderly People, along with *Karang Werda* Empowerment. Second, it has better accountability. Third, it has better structured bureaucracy and having more Social Worker which are 34 people. While, Social Agency in Malang Regency have 4 (four) public services program; *Asistensi Lanjut Usia Terlantar (ASLUT)*, Poor People and *Karang Werdha* Empowerment, Referral Services to Social Parlor Provincial Owned and Providing of assistance and social security. Second, it has less better accountability. Third, it has less better structured bureaucracy because only has 9 Social Workers. Overallly, the quality of public service for elderly people is more favorable in Social Agency in Malang City than in Social Agency in Malang Regency. Then, there are supporting and inhibiting factors related to public service program for elderly people welfare. Supporting factors are better

transportation mobility service delivery, structured bureaucracy, have social worker. Whereas, inhibiting factors are mentality of elderly people, existence of potential misuse of information, limit of social parlor.

The findings suggest, Social Agency in Malang City and Malang Regency are obliged to pay attention to the condition of elderly people who requires services. So, that the target can be achieved. Furthermore, coordination is needed in order to optimise quality of public service for elderly people welfare.

**Keywords: Elderly People, Public Service, Public Service quality**

## PREFACE

Praise of author toward Allah SWT, who has given grace and mercy therefore author could finish undergraduate thesis entitled “The Quality of Public Services for Elderly People Welfare (Case Study at Social Agency in Malang City and Malang Regency)”. This undergraduate thesis as the final exam proposed to fulfill the requirement for obtaining the undergraduate degree of Public Administration in Faculty of Administrative Science in University of Brawijaya Malang.

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For the perfection of this undergraduate thesis, author very expects the suggestion and positive criticism. Hopefully, this undergraduate thesis is useful meaningful contribution to those in need.

Malang, January 1<sup>st</sup> 2017

Author

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## GLOSSARY

1. Catalytic : Accelerate or change
2. Echelon : Structural Position
3. Executive : Government agency has role implementation of law
4. Legislative : Government agency has role to make law
5. Metha-institution : Holding the central regulations
6. Pattern matching : Engineering analysis techniques which researchers compared data from observations (predictions or previous assumptions) for corrected with empiric data
7. Public Utilities : Services such as gas, electricity, water and waste water, post and telecommunications
8. Reinventing : Found back
9. Rowing : Designing and implementing policies focusing on a single, politically defined objective
10. Serving : Negotiating and brokering interests among citizens and community groups, creating shared values
11. Steering : Acting as a catalyst to unleash market forces
12. *Tuna Sosial* : Circumstances of individual who commit immoral acts/actions outside the norm

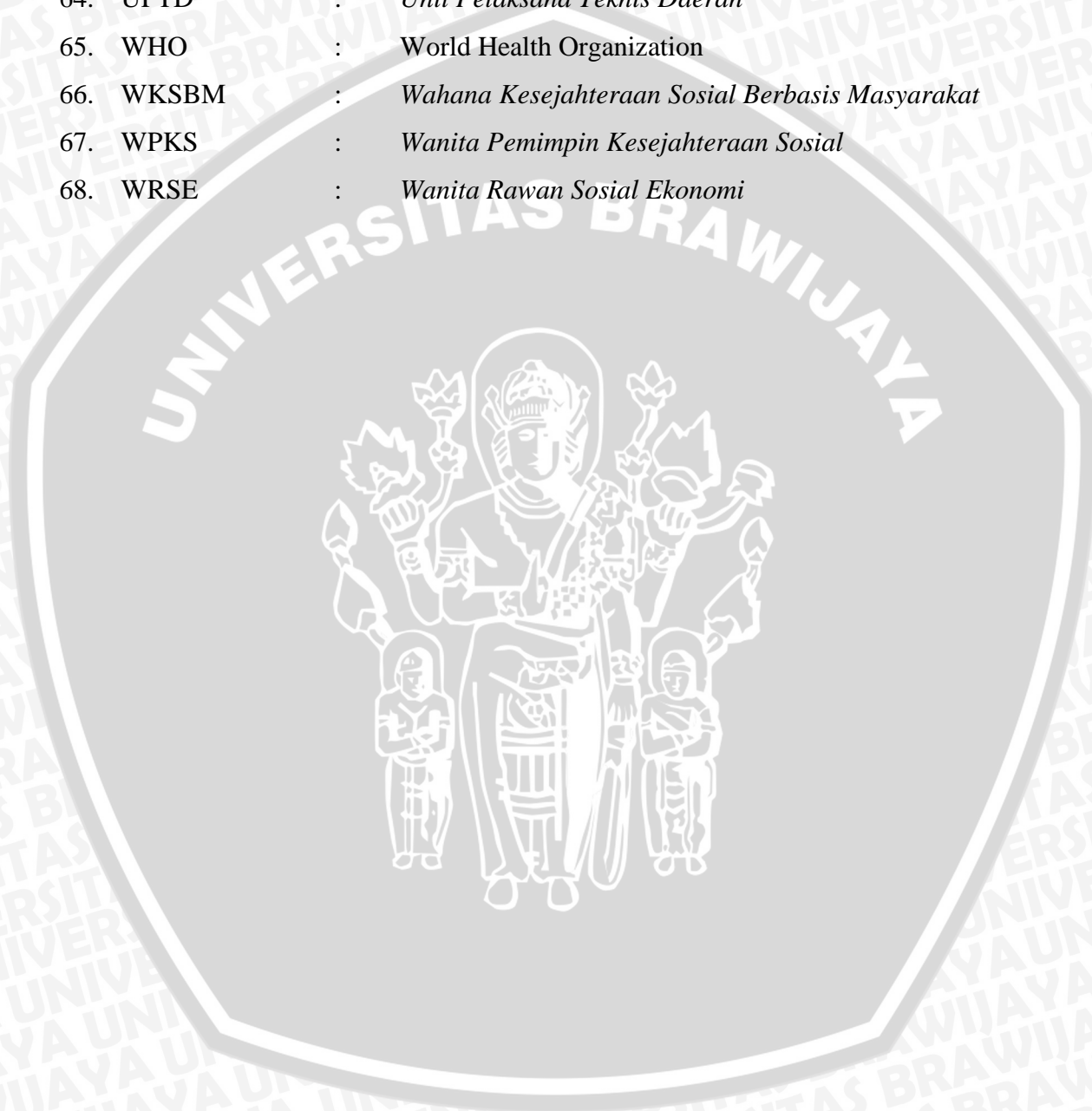


## ABBREVIATION

1. ABRI : *Angkatan Bersenjata Republik Indonesia*
2. ADK : *Anak Dengan Kedisabilitas*
3. AIDS : *Acquired Immuno Deficiency Syndrome*
4. APBD : *Anggaran Pendapatan dan Belanja Daerah*
5. ASEAN : *Association of South East Asia Nations*
6. ASLUT : *Asistensi Lanjut Usia Terlantar*
7. BLT : *Bantuan Langsung Tunai*
8. BWBLP : *Bekas Warga Binaan Lembaga Perasyarakatan*
9. DEPKEU : *Departemen Keuangan*
10. DEPSOS : *Departemen Sosial*
11. DINSOS : *Dinas Sosial*
12. HIV : *Human Immuno Deficiency Virus*
13. IKM : *Indeks Kepuasan Masyarakat*
14. JKM : *Jaminan Kesehatan Masyarakat*
15. JSLU : *Jaminan Sosial Lanjut Usia*
16. KAT : *Komunitas Adat Terpencil*
17. KESOS : *Kesejahteraan Sosial*
18. KKN : *Korupsi Kolusi dan Nepotisme*
19. KPPN : *Kantor Pelayanan Perbendaharaan Negara*
20. KPRK : *Kantor Pos Pemeriksaan*
21. KTP : *Kartu Tanda Penduduk*
22. KUBE : *Kelompok Usaha Bersama*
23. LANSIA : *Lanjut Usia*
24. LBK : *Loka Bina Karya*
25. LK3 : *Lembaga Konsultasi Kesejahteraan Keluarga*
26. LKS : *Lembaga Kesejahteraan Sosial*
27. MIPAA : *Madrid International Plan of Action on Ageing*
28. NPM : *New Public Management*
29. NPS : *New Public Service*

30.	OPA	:	Old Public Administration
31.	ORSOS	:	<i>Organisasi Sosial</i>
32.	Pak	:	<i>Bapak</i>
33.	Peksos	:	<i>Pekerja Sosial</i>
34.	PKH	:	<i>Petugas Pendamping</i>
35.	PMKS	:	<i>Penyandang Masalah Kesejahteraan Sosial</i>
36.	PNS	:	<i>Pegawai Negeri Sipil</i>
37.	POSINDO	:	<i>PT. Pos Indonesia (Persero)</i>
38.	PRS	:	<i>Panti Rehabilitasi Sosial</i>
39.	PS	:	<i>Panti Sosial</i>
40.	PSAA	:	<i>Panti Sosial Asuhan Anak</i>
41.	PSBR	:	<i>Panti Sosial Bina Remaja</i>
42.	PSK	:	<i>Pekerja Seks Komersial</i>
43.	PSKS	:	<i>Potensi dan Sumber Kesejahteraan Sosial</i>
44.	PSL	:	<i>Puskesmas Santun Lansia</i>
45.	PSLU	:	<i>Pelayanan Sosial Lanjut Usia</i>
46.	PSM	:	<i>Pekerja Sosial Masyarakat</i>
47.	PSP	:	<i>Pekerja Sosial Profesional</i>
48.	PSTW	:	<i>Panti Sosial Tresna Wredha</i>
49.	PUB	:	<i>Pengumpulan Uang dan Barang</i>
50.	PUSAKA	:	<i>Pusat Santunan Keluarga</i>
51.	RTM	:	<i>Rumah Tangga Miskin</i>
52.	RTU	:	<i>Rescue Tehnical Unit</i>
53.	RW	:	<i>Rukun Warga</i>
54.	SGLK	:	<i>Sentral Giro Pos dan Layanan Keuangan</i>
55.	SOP	:	<i>Standar Operasional and Prosedur</i>
56.	SPM	:	<i>Standar Pelayanan Minimal</i>
57.	SPP	:	<i>Standar Pelayanan Publik</i>
58.	TAGANA	:	<i>Taruna Siaga Bencana</i>
59.	TKSK	:	<i>Tenaga Kerja Sosial Kecamatan</i>
60.	UEP	:	<i>Usaha Ekonomi Produktif</i>

61. UGB : *Undian Gratis Berhadiah*
62. UNFPA : *United Nations Fund for Population Activities*
63. UPT : *Unit Pelayanan Terpadu*
64. UPTD : *Unit Pelaksana Teknis Daerah*
65. WHO : *World Health Organization*
66. WKSBM : *Wahana Kesejahteraan Sosial Berbasis Masyarakat*
67. WPKS : *Wanita Pemimpin Kesejahteraan Sosial*
68. WRSE : *Wanita Rawan Sosial Ekonomi*





## CHAPTER I

### INTRODUCTION

#### A. Background

The government is responsible to provide public services for elderly people. Based on Law No. 13 of 1998 about Elderly People Welfare in chapter II, article 3, 4 and 5 about the principles, the direction and objective of holding Elderly People Welfare, namely:

- (1) To improve elderly people welfare implementation based on faith and piety to Almighty God. Kinship, balance, harmony and livelihood harmony.
- (2) To improve elderly people social welfare directed to empowerment. So, elderly people can to play a role development activities with due regard to the functions, wisdom, knowledge, skill, experience, age and conditions as well as the implementation of social welfare maintenance elderly people.
- (3) To improve social welfare have objectives to extend life expectancy and productive period. Realization independence and welfare, preservation of culture value system and kinship Indonesian nation as well as to get closer to Almighty God.

To achieve the objective of Law No. 13 of 1998 about Elderly People Welfare. So, government is attempting to overcome all the problems concerning elderly people social welfare. Government is attempting through some related Social Ministry, Social Agency and Other Agency. The problems concerning elderly people welfare is referred to *Penyandang Masalah Kesejahteraan Sosial* (PMKS) for elderly people. Elderly people welfare caused by several indicators, namely; First, financial security including income, expenses, employment, social security. Second, health including hearing loss, impaired vision, the inability of heavy work, health services. Third, social support including support from the family, support from the local community, support from the Government. Fourth,

education including graduates of elementary, junior high school, senior high school, fresh graduate and master. (Adietomo, 2014).

On the other hand, elderly people welfare is important because how countries understand the needs of elderly people. Elderly people have limited health conditions decline. Problems of elderly people are important to be discussed considering the population of elderly people associated with the level of welfare State. The increasing number of elderly people can effect on welfare, because elderly people need a decent place to live, social relations, health care and treatment. Elderly people welfare determine the level of Welfare State.

Based on *Pancasila* and *Undang-Undang Dasar 1945* State has responsibility for the implementation of the national development that objective to realize justice and community welfare. In addition, effort of increasing elderly people welfare is one of the state objective to undertake the preservation of religious and cultural values. State provide aid for elderly people livelihood. The objective of State is to play a role in development. Development in the sense of building a better services for the community became the social welfare.

Public services for elderly people is use to protect the elderly people. Every Agency has a different public services. Therefore, quality of public service is used as tool to support public services. Quality of public services in a state is determined the level of satisfaction of community in order to achieve public interests. How to build a better quality of public services is not easy. For that, a good strategy is required in order to realize the ideal quality of public service. Quality of public services is derived from the equality and justice. Community is needs a better



services in order to support needs. Quality of public services is important because has objectives to deliver community welfare including the elderly people. So, it is quite an impact on elderly people welfare.

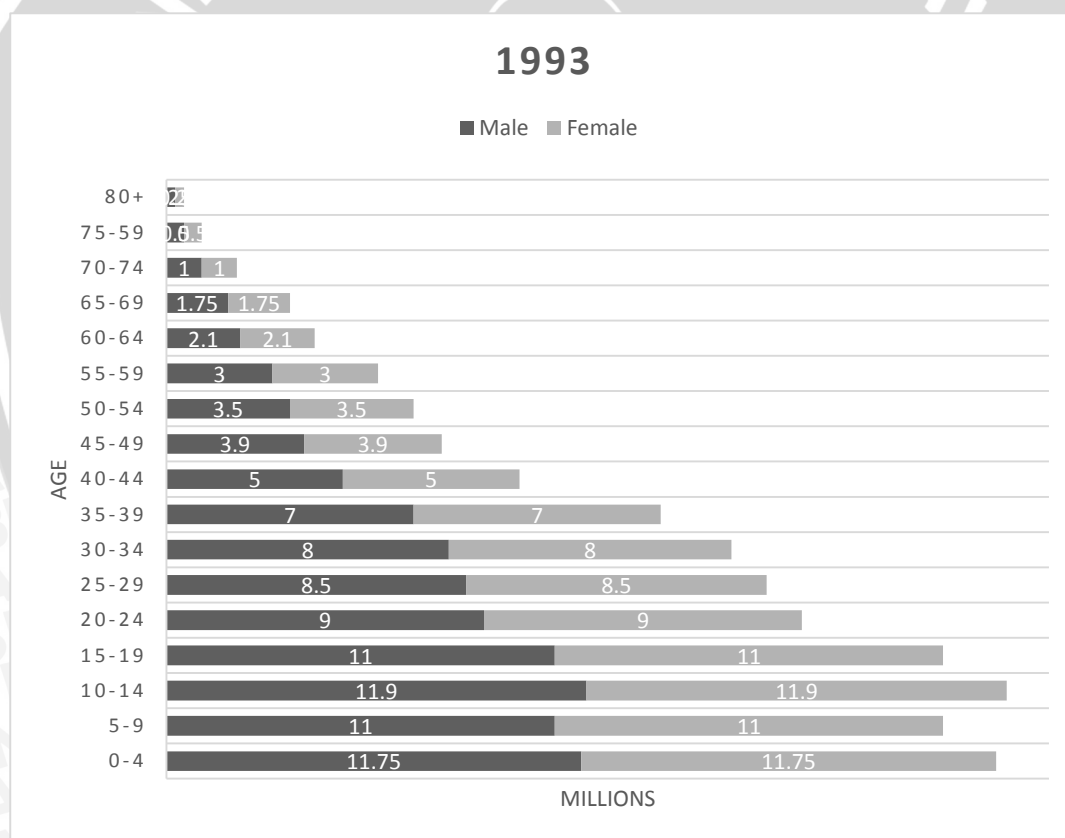
Indonesia's face the problem of elderly people welfare in particular are associated with financial security that includes the revenues, expenses, employment and social security. Elderly people are less able to work so that the earnings still depend on the support of others such as family, community and Government. Elderly people still have not been able to fulfill basic needs. Their only some of elderly people who get a pension, and saves their income. It used to support their needs during old aged (Adietomo, 2014).

One of the problems that arise from welfare that is elderly people welfare. Elderly people is need to social protection guarantees in the exercise of his survival. It have an objective to un-rely the family. Thus, elderly peopler get a guarantee protection by the State. In addition, protection of social security for the elderly people was worried based on Adlakha, A and Rudolph, D. (1994). In 1993 Indonesia have estimated population of 197 million persons and 34% of its populations under age 15. But, proportion of elderly people in the total population has been increasing for at least two decades, and the process of population aging is accelerating. A major factor responsible for the aging of the Indonesian population is the significant decline in fertility that has occurred since the mid-1960s due to increased use of contraception by women.

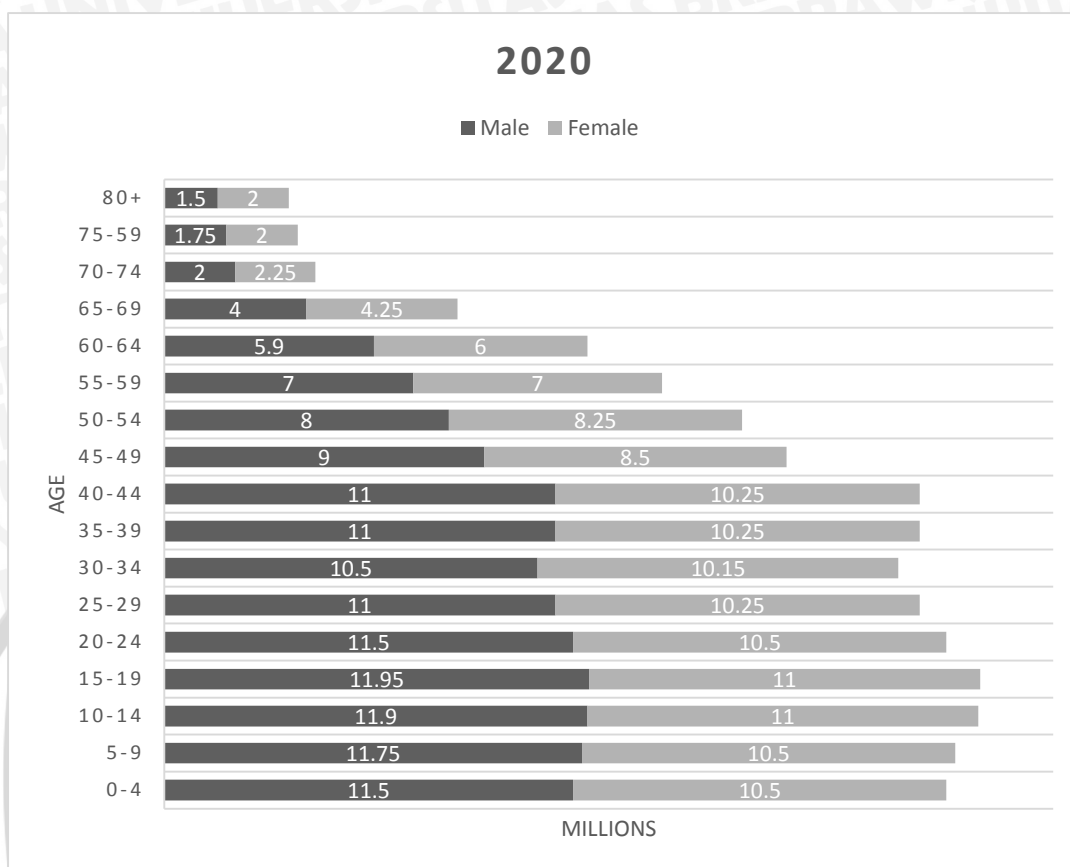
In 1991, 50% of all currently married women of reproductive age were using a contraceptive method (Indonesia Central Bureau of Statistics and Institute



for Resource Development, 1991 in Adlakha, A and Rudolph, D, 1994). Indonesia's total fertility rate (the average number of children that would be born per woman if all women lived to the end of their childbearing years and bore children according to a given set of age-specific fertility rates) has dropped steadily from 5.8 children per woman in 1965 to an estimated 2.9 in 1993, and a further decline to 2.4 is projected by the year 2005. This decrease will change the shape of the age grafics such that older age groups will constitute an increasing share of the total population with passing time. See Figure 1.1 under this.



**Figure 1.1 Top panel: population by age and sex: 1993**



**Figure 1.2 Bottom panel: Population by age and sex: 2020**

*Source: Adlakha, A and Rudolph, D. (1994:100). Reprocessed by author.*

Figure 1.2 above illustrate that there are 6.5 million person aged 65 and over in Indonesia in 1993. This number should reach 11.6 million by the year 2005 and is expected to triple 19.5 million by the year 2020. During the same period, the oldest old (persons aged 75 and over) likely will increase at an even faster pace; their 6.3 million in 2020 will be almost four times the present number. Elderly people population segments are among the fastest growing age groups in Indonesia. During the next 12 year, for example, number of the elderly people are projected to increase at an annual rate of 6.0%, compared with only 1.4% for the total population. So, in the same period will reach increased very quickly.

**Table 1.1 Percentage of the population of the pre-elderly people and elderly people by Type of the region, gender and age groups the elderly, 2014.**

Type of Region/ Gender	Age group elderly people					60+
	45-54	55-59	60-69	70-79	80+	
(1)	(2)	(3)	(4)	(5)	(6)	(7)
<b>Urban (U)</b>						
Male (M)	13,31	4,93	5,93	2,50	0,83	9,25
Female (F)	13,68	4,74	6,18	3,41	1,30	10,89
<b>M + F</b>	<b>13,50</b>	<b>4,83</b>	<b>6,06</b>	<b>2,96</b>	<b>1,07</b>	<b>10,08</b>
<b>Rural (R)</b>						
Male (M)	13,66	5,40	6,75	2,95	1,03	10,74
Female (F)	14,54	5,02	7,08	4,07	1,60	12,75
<b>M + F</b>	<b>14,11</b>	<b>5,20</b>	<b>6,92</b>	<b>3,52</b>	<b>1,32</b>	<b>11,76</b>
<b>U+R</b>						
Male (M)	13,49	5,17	6,36	2,73	0,93	10,03
Female (F)	14,13	4,88	6,66	3,75	1,46	11,87
<b>M + F</b>	<b>13,82</b>	<b>5,03</b>	<b>6,51</b>	<b>3,25</b>	<b>1,20</b>	<b>10,96</b>

Sources: The Statistic Bureau's (BPS's), 2014

Information : 45-54 dan 55-59 : Male elderly people  
60-69 : Young elderly people  
70-79 : Middle elderly people  
80+ : Old elderly people  
60+ : Elderly people

Based on the table above can describe that, East Java Province is the second largest after West Java Province. If the largest population can managed properly, it will became the capital base and the valuable asset in the process of development. Target group development is the population aged 60 or above is called elderly people. In generally, the percentage of female elderly people 11.87% greater than the percentage of the male elderly people 10.03%. While, according to its population, the disabled elderly people greater than living rural 11.76% compared living urban 10.08%. When viewed according to age group, the elderly people population is divided into the young elderly people (aged 60-69) of 6.51%,



middle elderly people (aged 70-79) of 3.25%, and old elderly people (aged 80 or above) of 1.20%. (*The Statistic Bureau's, 2014*).

Based on the data above shows that, problems for elderly people welfare is related to the Government. Government has responsibility to provide social security considering the increasing number of elderly people. If the increasing number of elderly people is happening public services to elderly people cannot accommodate. Elderly people need such as needs of material, spiritual, and social. Public services have objective to provide live decent and independent capable of elderly people. As the Law No. 13 of 1998 about Elderly People Welfare that contents:

*“Social protection is effort of government and or community to provide easy services for non-potential elderly people. So, can realize and enjoy a reasonable standart of living”.*

On the other hand, increasingly the number of elderly people problem in East Java Province reach 4.113.847 or approximately 11% of the total population. The increasingly number of elderly people because increasing number of life expectancy. So that, can impact on the quality of health care. Malang City was dominated total number of elderly people in East Java Province. This is approximately 800 million people and 10% of the population is elderly people. Therefore, the quality of public services are provided a better services. ([www.malang.go.id](http://www.malang.go.id)).

Meanwile, Malang Regency is one of Regency in East Java province. Malang Regency has the social problems of elderly people welfare. This social problems are displaced elderly people, dependence elderly people, health of elderly

people and limitation economic of elderly people. Social Agency in Malang Regency as one of stake holder became the organizer of social welfare. It should give a better quality of public services related to social problems. Elderly people have aged 60 or above.

As some of the previous research related to quality of public services for elderly people welfare as follows: Based on research from Kadar Kusri S. & Karen Francis & Kenneth Sellick. (2012) from Journal Springer Science+Business Media, LLC the title is "Ageing in Indonesia – Health Status and Challenges for the Future". Said that Ageing and problems concerning the aged were until recently the domain of developed countries, but they are now becoming an increasing and alarming reality in developing and under developed countries such as Indonesia. Families and even the nation are facing many challenges relating to support for the elderly people. This is because in the past developing policies, and caring for, the elderly people were not major priorities of government as the elderly people represented a small percentage of Indonesia's population. One of the challenges impacting on the provision of care for the elderly people is the lack of health service programs for the elderly people who are living in their own homes. Health personnel shortages including community health nurses have been identified as a significant contributor to this health service problem. This research will initially consider Indonesia's geography as a nation comprising many islands and also talking about impact of a changing population profile and present an overview and critique of the current level of health services provided to promote elderly people welfare.



Whereas, research from Anke Niehof BKI 151-[I] (1995) the title of Journal is “Ageing and the Elderly in Indonesia Identifying Key Issues”. Elderly people since demographers have turned their attention to the immediate institutional context of individuals lives, instead of looking at individuals just an elements which make up population aggregates and households as gateways to individual data for enumerators, ageing can be placed in a different demographics light as well. Population of elderly people viewed as a process triggered by declining fertility rates, leading to a combination of specific patterns of fertility and morality, so that an increasing proportion of elderly people. Elderly people lead to changes in social security to balance public and system maintenance. Elderly people in urban areas live together with their children. So that, there are two indices of child support from the elderly people involved in the improvement of elderly people welfare. On the other side, elderly people have a kinship with the people nearest.

Further, research from Alex Arifianto (2004) the title of Journal “Public Policy towards the Elderly in Indonesia: Current Policy and Future Directions”. In the past few years, public policy towards the elderly people have become an emerging policy issue for Indonesia. With one-third of all Indonesians are predicted to be elderly in the 2050 year, millions of them are vulnerable from old age poverty, since many of them have little extra income (e.g., from savings or pension) to finance their livelihood in old age. At the same time, they could no longer depend exclusively on assistance from their children/other family members like in the past, since the number of newborns are getting smaller and family relations become more strained due to continued modernization and social change occurring in the country.



Thus, it is increasingly recognized that a more formal and comprehensive old-age security policy is needed in Indonesia. This research attempt to review the development of such policy, looking at both past and current policies, and critically analyze their impacts in providing adequate old-age security for Indonesians. And also conclude with some recommendations on what Indonesia could do to create a comprehensive aging policy that would protect its elderly people population from old-age insecurity in the next decades.

Then, research from Anis Ika Nur Rohmah, Purwaningsih, and Khoridatul bariyah (2012) Journal Nursing, Faculty of Health Science University of Muhammadiyah Malang the title "*Kualitas Hidup Lanjut Usia*". Research problems are to identify the dominant factor affecting the quality of elderly people life in an *Karang Werdha* Dedali Surabaya. Factors examined are the physical, psychological, social and environmental. And the last research from Emilda Rachmayani (2015) Final Project entitled "*Perancangan Pelayanan Sosial Lanjut Usia Terlantar di Kota Malang dengan Tema: Responsive Architecture*". This research describes and analyzes the phenomenon, events, social activities, attitudes, beliefs, perceptions, thinking people individually and group. Research problem about elderly people are displaced and elderly people as a user of social services.

Related to research above, focus of this research is the quality of public services for elderly people welfare at Social Agency in Malang City and Malang Regency. Social Agency in Malang City and Malang Regency have policy regulation about elderly people welfare. This policy is to provide services and social protection for the elderly people among to realize and enjoy better standards of

living. Elderly people need protection, potential development and productivity in order to support the realization of elderly people life.

Malang City Social Agency is responsible for providing public service for elderly people. Public services for elderly people are very useful for providing elderly people welfare. Meanwhile, Malang Regency Social Agency is responsible for providing protection and care for elderly people. Social Agency in Malang City and Malang Regency as a stakeholder handling social problems. Elderly people should be able to fulfill the needs of their life, should get adequate social security, should get a social aid and should get a better quality of public services. The result of this research will explain about public services program for elderly people welfare, the differences in the quality of public services and the supporting and inhibiting factors related to public services program. In exposing the problems above, the researcher takes the title **“THE QUALITY OF PUBLIC SERVICES FOR ELDERLY PEOPLE WELFARE (Case Study at Social Agency in Malang City and Malang Regency)”**.

## **B. Problems of Research**

As for the problems of research are as follows:

1. What are the public services programs for elderly people welfare at Social Agency in Malang City and Malang Regency?
2. How are the differences in the quality of public services for elderly people welfare at Social Agency in Malang City and Malang Regency?

3. What are the supporting and inhibiting factors related to public services programs for elderly people welfare at Social Agency in Malang City and Malang Regency?

### **C. Objectives of Research**

As for the objectives of research are as follows:

1. To find out, describes and analyzes the public services programs for welfare of the elderly people at Social Agency in Malang City and Malang Regency;
2. To find out, describes and analyzes the differences quality of public services for elderly people welfare at Social Agency in Malang City and Malang Regency;
3. To find out, describes and analyzes the supporting and inhibiting factors related to public services programs for elderly people welfare at Social Agency in Malang City and Malang Regency.

### **D. Contributions of Research**

Based on the objectives of research. Then, this research results are expected to be submitted to the following uses and benefits:

1. Academic Benefits
  - a. For students this research results are expected to develop and enrich the insights in the fields quality of public services and welfare;



- b. Research results to the Faculty of Administrative Sciences is as reference material to compare similar between researchers with another researchers who are interested in develop theme and the same problems;
- c. Research results for the institution as a tools for control of the science in administration field of the particular public administration department and other institutions for the concerned;
- d. Thingking results is expected to become the information checklists for previous research and next researchers who will be conducting research in the same aspect;

## 2. Practical Benefits

- a. Results of this research are expected to contribute or to suggestion the Social Ministry, Social Agency and other Agency. This objectives are to increase quality of public services that for elderly people welfare.

## E. Thesis Organizations

In the writing of this undergraduate thesis, the researchers divided into 5 (five) chapters and divided into several sub-chapters, in which the chapter and sub-chapter have unity and connected to each other. Subject matter of discussion on each chapter was conceived as follows:

## CHAPTER I INTRODUCTION

The first chapter in undergraduate thesis, consist of background, problems of research, objectives of research, contributions of research, and thesis organization. Overall

these sub-chapters shown as the introduction of this undergraduate thesis that generally talked about the reason of the problem.

## **CHAPTER II LITERATURE REVIEW**

The second chapter in undergraduate thesis contains a description about the theories to be the concerned of this research which is used as a tool of analysis in this research, the concept examined among others: 1) Public services describe about definition of public services, approaches to public services, benefits of public services; 2) Quality of public services describe about definition quality of public services, the importance of quality public services; 3) Elderly people welfare describe about definition of social welfare, functions of social welfare, efforts of social welfare, definition elderly people welfare, the importance of elderly people welfare, indicators elderly people welfare, factor of effect elderly people welfare; 4) Public services for elderly people describe about definition of public services for elderly people, policy for quality of public services and elderly people welfare, model of public services for elderly people, conceptual framework.

### **CHAPTER III RESEARCH METHOD**

The third chapter in undergraduate thesis describes the technical measure and practical. So that, research objective can be achieved with this types of research, locations and site research, focus research, data sources and techniques of data collection, techniques of data analysis and validity of data.

### **CHAPTER IV RESULT AND DISCUSSION**

The fourth chapter in undergraduate thesis describes about research result findings in the form of data derived from primary data that is, interviews, observation and documentation. Secondary data that is, data archives related agencies are then processed, analyzed, and presented associated with the theories in chapter two by using techniques Data analysis Robert Yin. The analysis includes data collection, writing individual cases, cross-case analysis, and draw conclusions.

### **CHAPTER V CONCLUSSION**

The fifth chapter describes about conclusion and suggestion from research result that has been done.



## CHAPTER II

### LITERATURE REVIEW

#### A. Public Services

##### 1. Definition of Public Services

Public services are defined as an activity of a person, a group or organization directly or indirectly have objectives to fulfill the needs. According to Marcou (2001) in Bauby (2010:8). Public services are equivalent to the concept of “Civil Service”, which means Administration and civil servants or as the plural of public services concept. “Public Services” related to type of services provided to communities by the local authorities, central government, health care, education, police, and others. In the state of United Kingdom public services are expressed as “Public Utilities”, accordance with the service such as (gas, electricity, water and waste water, post and telecommunications).

In related to the statement above. According to Kennedy (2001) Marcou (2001) in Bauby (2010:9). Concept of public services have been well developed at the level of political and administrative sciences but legally remains unclear. This is a competence for legislators to understand a regulation. Meanwhile, Mangenot (2005) in Bauby (2010:9). Public services concept are regarded as quality of services and protection. It can be seen in countries such as in Northern Europe (Sweden, Finland and Denmark) and the Netherlands,

which have not yet adopted the legal definition of the public services to consumers based on legislative intervention.

Therefore, every state must be done public services. There are no concept equivalent to public services in Sweden and Finland. This state is regarded as an example of a welfare state. It have active social policy and relative autonomy against public law developed in both states. Modeen (2001) in Bauby (2010:9). So, public services are very importance to be implemented in order to fulfill consumer needs. Public service are a service based on fundamental values, namely justice, equity and social cohesion. Public services have objective to maintain confidence in government systems and managerial politics aspect. (OECD (2004:2) in Riordan (2013:9)).

Thus, it can be concluded that public services are services provided to community. Public services have objective to fulfill the community needs based on fundamental values such as justice. Government is provides a service regardless of elderly people. Services are provided as best as possible in order to realize community welfare. So, it can be said that public services was done by government. Public services are very important thing, because it concerns to the public interests.

## **2. Approaches of Public Services**

Approaches of public services is popularized by Denhart and Denhart. There are some characteristics Old Public Administration (OPA), New Public Management (NPM) and New Public Service (NPS). Old Public Administration Paradigm was last from 1887-1987 year. There are two ideas



in this perspective. First, separation of politics and administration. Public administration is not actively and extensively in establishment of policy. Main task of Administration is implementation of policy as the provision of public services. Secondly, concerning of public administration value should be hard effort to achieve effectively and efficiency. So, Government focused on the provision of services directly to the community through public agencies.

Old Public Administration (OPA) is a better change movement to improve public service initiated by the Wodrow Wilson. Wodrow Wilson said that is there should be separation between politics and administration. Based on Wodrow Wilson experiences that state gave opportunity for the administrator to provide nepotism system and spoil system. So, Wodrow Wilson statement is there should be separation between politics (legislative) and administrative (Executive). Legislative has task to policy formulation and the administrators to policy implementation. Wilson in Dewi (2015:24) about OPA are as follows:

- a. Need for separation between policy making activity undertaken in the political process and policy implementation that has to be done by the Government bureaucracy (Dichotomy Politics of Administration). Separation was done because if administrative problems were interfered politics will occur irregularities led to the Corruption, Collusion and Nepotism. So that, Government becomes inefficient;
- b. The value to be achieved in the implementation of Government task was efficiency, economic and rationality on basis of the decision making bureaucratic rational choice;
- c. To realize the values on the letter b, needs to be built up an organizational structure with efficiency and hierarchy. Right Organization is bureaucratic organization.



In the book of Janet V. Denhardt and Robert B. Denhart The New Public Service expanded edition serving, not steering (2003:11-12) about OPA, have the following characteristics:

- a. The focus of government is on the direct delivery of services through existing or through newly authorized agencies of government;
- b. Public policy and administration are concerned with designing and implementing policies focused on a single, politically defined objective;
- c. Public administrators play a limited role in policymaking and governance; rather they are charged with the implementation of public policies;
- d. The delivery of services should be carried out by administrators accountable to elected officials and given limited discretion in their work;
- e. Administrators are responsible to democratically elected political leaders;
- f. Public programs are best administered through hierarchical organizations, with managers largely exercising control from the top of the organization;
- g. The primary values of public organizations are efficiency and rationality;
- h. Public organizations operate most efficiently as closed systems; thus citizen involvement is limited;
- i. The role of the public administrator is largely defined as planning, organizing, staffing, directing, coordinating, reporting, and budgeting.

Next paradigm is New Public Management (NPM) that was very successful in the United States, United Kingdom and New Zealand. And then, popularized in the United State with entrepreneurial government by David Osborne and Ted Gaebler in book “Reinventing Government” (2003). In his book was explain that importance to increase public services government by giving authority to the private sector. Private sector was participate as public service managers. Implementation of the public service was done to improvement and repair system. NPM perspectives using private sector

approach and public sector business approach that focuses on management, performance assessment and efficiency, rather than policy-oriented.

Osborne was concluded 10 principle called new style decision. One important principle was time the Government-oriented “market” for that necessary rules, more efficient and effective in the control of market itself. There are 10 (ten) principle from Osborne (1997), in Denhardt and Denhart (2003:16-19) are as follow:

- a. Catalytic Government, Steering Rather than Rowing: Public entrepreneurs move beyond existing policy options, serving instead as catalysts within their communities to generate alternate courses of action. They choose to steer, recognizing a wide range of possibilities and striking a balance between resources and needs, rather than rowing, concentrating on a single objective. Those who steer define their future, rather than simply relying on traditional assumptions (Osborne and Gaebler 1992, 35);
- b. Community-Owned Government, Empowering Rather than Serving: Public entrepreneurs have learned that past efforts to serve clients produced dependence, as opposed to economic and social independence. Rather than maintain this approach, these entrepreneurs shift owner-ship of public initiatives into the community. They empower citizens, neighborhood groups, and community organizations to be the sources of their own solutions (Osborne and Gaebler 1992, 52).
- c. Competitive Government, Injecting Competition into Service Delivery: Public entrepreneurs have recognized that attempting to provide every service not only places a drain on public resources but also causes public organizations to overextend their capabilities, thus reducing service quality and effectiveness. These entrepreneurs counter this trend by fostering competition among public, private, and nongovernmental service providers. The results are “greater efficiency, enhanced responsiveness, and an environment that rewards innovation” (Osborne and Gaebler 1992, 80–83).
- d. Mission-Driven Government, Transforming Rule-Driven Organizations: Public entrepreneurs have seen how excessive rule-making in bureaucratic organizations stifles innovation and limits government performance. Such rule-making is further supported by rigid systems of budgeting and human resources. In contrast, public



entrepreneurs focus first on the mission of the group—what the organization strives for internally and externally. Then, the budget, human resources, and other systems are designed to reflect the overall mission (Osborne and Gaebler 1992, 110).

- e. Results-Oriented Government, Funding Outcomes, and Not Inputs: Public entrepreneurs believe that government should be dedicated to achieving substantive public goals, or outcomes, as opposed to concentrating strictly on controlling the public resources expended in doing the job. Current evaluation and reward systems focus mainly on fiscal efficiency and control, rarely asking what impacts were gained from each public initiative. Public entrepreneurs transform these systems to be more results oriented—that is, accountability based on government performance (Osborne and Gaebler 1992, 140–141).
- f. Customer-Driven Government, Meeting the Needs of the Customer, Not the Bureaucracy: Public entrepreneurs have learned from their private-sector counterparts that unless one focuses on the customer, the citizen will never be happy. Since legislative bodies provide most public resources to government agencies, these agencies operate completely blind of their customer base. They function according to their own priorities, and those demanded of them by the funding source, instead of what they customers actually need. Public entrepreneurs stand this system on its head, serving the customer first (Osborne and Gaebler 1992, 166–167).
- g. Enterprising Government, Earning Rather than Spending: Public entrepreneurs face the same fiscal constraints as their traditional counterparts, but the difference is in the way they respond. Rather than raise taxes or slash public programs, public entrepreneurs find innovative ways to do more with less. By instituting the concept of profit motive into the public realm—for example, relying on charges and fees for public services and investments to fund future initiatives—public entrepreneurs are able to add value and ensure results, even in tight financial times (Osborne and Gaebler 1992, 203–206).
- h. Anticipatory Government, Prevention Rather than Cure: Public entrepreneurs have grown tired of funneling resources into programs to resolve public problems. Instead, they believe the primary concern should be prevention, stopping the problem before it ever occurs. Government in the past prided itself on service delivery—on being able to put forth initiatives aimed at curing public ills. However, as the problems in postindustrial society became more complex, government lost its capacity to respond. By returning to prevention, public organizations will be more efficient and effective for the future (Osborne and Gaebler 1992, 219–221).



- i. Decentralized Government, from Hierarchy to Participation and Teamwork: Public entrepreneurs appreciate the role centralized organizations served in the industrial age. These institutions represented the first steps toward professionalization in the field of public administration. Yet, the age of the hierarchical institution has passed. Advances in information technology, improved communications systems, and increases in workforce quality have brought in a new age of more flexible, team-based organizations. Decision making has been extended throughout the organization—placed in the hands of those who can innovate and determine the high-performance course (Osborne and Gaebler 1992, 250–252).
- j. Market-Oriented Government, Leveraging Change through the Market: Public entrepreneurs respond to changing conditions not with traditional approaches, such as attempting to control the entire situation, but rather with innovative strategies aimed at shaping the environment to allow market forces to act. Each jurisdiction whether a nation, a state, or a local community represents a market, a collection of people, interests, and social and economic forces. Public entrepreneurs realize that these markets remain beyond the control of any single political body. So, their strategy centers on structuring the environment so that the market can operate most effectively, thus ensuring quality of life and economic opportunity (Osborne and Gaebler 1992, 280–282).

Then, according to NPM paradigm Denhart and Denhart in Mindarti (2007:166-167) reaped criticisms are as follows;

- a. Implementation of management tasks government more handed over to professional managers;
- b. Performance is measured with standard an clear performance measures;
- c. Emphasis on monitoring and assessment of results;
- d. Division of tasks within the work unit that is on the lower level (decentralized);
- e. Developed a spirit of competition in governmental bodies;
- f. Emphasizes the implementation of private sector management styles;
- g. Emphasizes the high discipline and not wasteful in using a variety of public resources.

After NPM approach have criticisms. So, there is a new approach namely New Public Service (NPS). NPS which not supposed to be driven like a business same as running a democracy. As for the value characteristics of NPS popularized by Denhardt and Denhart (2003:42-43), namely:

- a. **Serve Citizens, Not Customers:** The public interest is the result of a dialogue about shared values rather than the aggregation of individual self-interests. Therefore, public servants do not merely respond to the demands of “customers,” but rather focus on building relationships of trust and collaboration with and among citizens Seek the Public Interest;
- b. **Seek the Public Interest:** Public administrators must contribute to building a collective, shared notion of the public interest. The goal is not to find quick solutions driven by individual choices. Rather, it is the creation of shared interests and shared responsibility;
- c. **Value Citizenship over Entrepreneurship:** The public interest is better advanced by public servants and citizens committed to making meaningful contributions to society than by entrepreneurial managers acting as if public money were their own;
- d. **Think Strategically, Act Democratically:** Policies and programs meeting public needs can be most effectively and responsibly achieved through collective efforts and collaborative processes;
- e. **Recognize that Accountability Isn’t Simple:** Public servants should be attentive to more than the market; they should also attend to statutory and constitutional law, community values, political norms, professional standards, and citizen interests;
- f. **Serve Rather than Steer:** It is increasingly important for public servants to use shared, value-based leadership in helping citizens articulate and meet their shared interests rather than attempting to control or steer society in new directions;
- g. **Value People, Not Just Productivity:** Public organizations and the networks in which they participate are more likely to be successful in the long run if they are operated through processes of collaboration and shared leadership based on respect for all people.

**Table 2.1 Comparing Perspective: Old Public Administration, New Public Management and New Public Service**

Aspect	Old Public Administration	New Public Management	New Public Service
Primary theoretical and	Political theory, social and political	Economic theory, more sophisticated	Democratic theory, varied approaches to



Aspect	Old Public Administration	New Public Management	New Public Service
epistemological foundations	commentary augmented by naïve social science	dialogue based on positivist social science	knowledge including positive, interpretive, and critical
Prevailing rationality and associated models of human behavior	Synoptic rationality “administrative man”	Technical and economic rationality “economic man”, or the self-interested decision Maker	Strategic or formal rationality, multiple tests of rationality (political, economic, and organizational)
Conception of the public interest	Public interest is politically defined and expressed in law	Public interest represents the aggregation of individual interests	Public interest is the result of a dialogue about shared values
To whom are public servants responsive	Clients and constituents	Customers	Citizens
Role of government	Rowing (designing and implementing policies focusing on a single, politically defined objective)	Steering (acting as a catalyst to unleash market forces)	Serving (negotiating and brokering interests among citizens and community groups, creating shared values)
Mechanisms for achieving policy objectives	Administering programs through existing government agencies	Creating mechanisms and incentive structure to achieve policy objectives through private and nonprofit Agencies	Building coalitions of public, nonprofit, and private agencies to meet mutually agreed upon needs
Approach to accountability	Hierarchical-Administrators are responsible to democratically	Market driven-The accumulation of self-interest will result in outcomes	Multifaceted-Public servants must attend to law, community values, political norms,



Aspect	Old Public Administration	New Public Management	New Public Service
	elected political leaders	desired by broad groups of citizens (or customers)	professional standards, and citizen interests
Administrative discretion	Limited discretion allowed administrative officials	Wide latitude to meet entrepreneurial goals	Discretion needed but constrained and accountable
Assumed organizational structure	Bureaucratic organizations marked by top-down authority within agencies and control or regulation of clients	Decentralized public organizations with primary control remaining within the Agency	Collaborative structure with leadership shared internally and externally
Assumed motivational basis of public servants and administrators	Pay and benefits, civil-service protections	Entrepreneurial spirit, ideological desire to reduce size of government	Public service, desire to contribute to society

Source: Denhardt and Denhardt (2003:28-29).

Thus, it can be concluded that any paradigm had different characteristics. This paradigm has objective to bureaucracy development. Difference paradigm was influenced by context and sector types. Therefore, if implementation of a paradigm which is the same for all types of public areas of life, it would be very counterproductive. There is objective of the differences of the third paradigm, namely to provide overview the shape of bureaucracy and to provide a better public services.

### 3. Benefits of Public Services

Public services purpose to provide satisfaction community, to provide a positive impression and to fulfill community need. Public services

that exist to serve government based on certain values like neutrality (politics) and loyalty. Services as a public interest based on justice, transparency, impartiality and directly related to community. Meanwhile, bureaucracy is just directly related to community (Sherman (1998:15-16) in MacCarthaigh (2008:14-15)).

Public services concept as a management job that was created for community interest. Public service are capable of delivering a better quality and justice for example in Anglo American-democracies (Savoie, 2003:264 in MacCarthaigh, 2008:16). Services generally have value of legality, integrity, and ethical action (OECD, 2000 in MacCarthaigh, 2008:16). Public services value are as follows: honesty and integrity, lack of take sides, respect the law, respect the people, diligence, economy and effectively, responsiveness, accountability (Sherman, 1998:15 in MacCarthaigh, 2008:16).

Based on the explanation above, benefits of public services are to public interest and to fulfill community need. Public Service value are justice, legality, and accountability. Justice value of public services for example is not distinguishing between poor people and rich people to provide the service. Legality value of public service for example are services based on rules and regulations. Accountability value of public service for example is public servant has a high sense of responsibility to give satisfaction to community.



## **B. Quality of Public Services**

### **1. Definitions Quality of Public Services**

Quality of public services are indispensable. It is used to measurement customer satisfaction towards the services provided. According to Kotler (2005) in Dewi (2015:65) quality is all characteristic of product or service. It means that influential in ability to satisfy the needs. Goetsch and Davis (2002) in Dewi (2015:66) said that quality of service as dynamics condition related to product, service, human, process and environment to fulfill the prospects. Therefore, quality is part of to determine service delivery. Service is action or performance can be offered from one party to the other party.

According to Brady & Cronin (2001) in Rezha (2013:99) Quality of service theory based on the literature of customer satisfaction and product quality. There are many models of quality service but scientists not one thought about models and measurement. Quality of services have different dimension on various services sector. However, quality of services measurement used to manager. Manager have objectivity to identify quality problems, to improve the efficiency and quality of service, to exceed expectations and achieve customer satisfaction. Quality of service is measurement of similar to the attitude to service and accepted as one indicator of overall customer satisfaction. (Parasuraman et al., 1988 in Rezha 2013:99).

According to Zeithaml and Bitner (1996) in Dewi (2015:66) quality of service as the ability of an organization to be able to fulfill customer expectations. It is seen from the differences between customer expectations and



customer service felt. If the expectations are greater than the performance of services, then quality of service will be less satisfactory. Research on the quality of services are include perspectives of both provider and recipient.

Based on the opinions of the experts above, it can be concluded that quality of services are characteristic of the overall services that relates to ability of services and to fulfill expectations of the need. Quality of customers are used as one indicator to determine the satisfaction customer or dissatisfaction customer. Indicators quality of customers needed to improve efficiency and effectiveness in providing service. Therefore, quality is related to customer satisfaction. Quality of public services organized by the Government. So that, Government has a responsibility to community.

## **2. The Importance of Quality Public Services**

Quality of public Services are used to give satisfaction to community. Quality of public Services have objective to achieve public interests. Public service is important to study because it became one of indicator community welfare. According to Brereton (1999) Distrubuting “service”, the term of “sector” is one of ideological mutation and value mutation which mean that customer-oriented service, community is no users of services but as a buyer. “Public Sector and Public Services are not synonymous”. Public sector workers are always showing a work ethic of service but private sector workers are not always showing a work ethic of service. So, it can be said that public services are responsible for community want. It has objective to provide community welfare.

According to Beck Jørgensen and Bozeman (2007: 355) in MacCarthaigh (2008:4) an understanding public administration theory based on concept of public service values that influence on aspects of governance and administration. The most important thing from public services are values and fundamental nature of public service. Public services have objective to understand what the community wants. Fundamental objective of public services are government not management. Public services values are justice, equity, social cohesion. It has objective to maintain confidence in Government system and political aspects as a whole. So, quality of public services are very important for community to provide justice in governance aspect. (OECD, 2004:2 in Riordan 2013:9). Public services are important for community to provide ideas and to debate motivation of civil servants. Public services are came from problems of equality and justice for community. Quality of public services are important to support the community needs. (Perry and Hondeghe, 2008 in Riordan, 2013:9).

Based on the opinion of some experts above. It can be concluded that public services must be based on service values, namely equality, justice and social cohesion. Objective of public services are to provide satisfaction customers (community), to provide public interest and to provide community welfare. Community welfare is means that can fulfill the wishes and the needs of community. Thus, importance quality of public services are can impact on the community welfare in the State.



Quality of public services for elderly people problem are encourages the existence of willingness to provide social security for elderly people. Elderly people are need to social protection. Public service role to elderly people welfare based on the objective of public services. According to Sinambela (2008:6) in Yahya (2014:35). Theoretically, Public services objective is to satisfy community, to achieve this satisfaction quality of service that is:

- a. Transparency. Services are open, easy, accessible and adequately. Openess are important to providing community services. Transparent is means to deliver information to community openly in accordance with the facts. If transparency in public service has yet to be implemented properly then it has not been able to accommodate the public interests. As public services for elderly people;
- b. Accountability. Services are accounted in accordance with the provisions of legislation. Services have objective to commitment and to keep public interest. Public services for elderly people are associated with the action academics or community. Role Community is to control of services provided. Appropriate or not appropriate public services are provide to elderly people;
- c. Conditional. Services are accordance with the conditions among the ability of the giver and receiver of services based on principles of efficiency and effectiveness. Public services for elderly people are need patience in providing services. Elderly people are people have 60 age or above and tend to impatience emotional;



- d. Participatory. Services are encourage community participation in organizing public services regarding to needs and expectations of community. It is related to elderly people. Elderly people services are lack information because due to social relations among the elderly people with the community still has gap. Elderly people thought in contrast to adorable people. Elderly people are more likely to capture information without filtering;
- e. Equality. Equality is not discriminate services in any particular aspect as seen from the tribe, race, religion, class, social status and others. Social Services for elderly people are social status. There are gap between family of elderly people rich and poor;
- f. Similarity of rights and obligations. It's means that services consider aspects of fairness between the giver and receiver of public service. As a public servant is should be responsible to provide community services, especially elderly people.

### C. Elderly People Welfare

#### 1. Definition of Social Welfare

Social welfare is meaning a wide range in terms of views. The word originated from *kesejahteraan* is *sejahtera* which means secure, prosperous, survived, meaning that regardless of all the disruption and distress. Social term is derived from Latin namely *socius* means that friends. Social welfare has objective to achieve maximum productivity, to develop ways, to improve

capabilities, to protect communities from disturbances and problems so that can reduce and damage capability has been owned.

According to Zastrow (2000:7) in Suharto (2007:2) "Social welfare is a more comprehensive term than social work, social welfare encompasses social work. Social welfare and social work are primarily related at the level of practice". Therefore, social welfare related to social work. Social welfare is an organized system rather than the efforts of social service and social agency. Social welfare is used to assist individuals and groups in achieving the level of life and health. It have means individual and social relationships get opportunity to develop and to increase welfare as humans in accordance with community needs. Role of social service and social agency are needed to social welfare and to satisfy community. (Harold L. Wilensky and Charles N. Lebeaux in Suud, 2006:7)

Social welfare is a system which organized than social services and agency, which are intended to assist individuals and groups in order to achieve the standards of life and health, to understand what the community wants, to maintance individual and social relationships, to develop all skills and to improve welfare balance to families and communities needs. (Harold L. Wilensky dan Charles N. Lebeaux in Suud, 2006:7). Therefore, social welfare is very important thing to realize an adequate standard of life.

According to Midley in Suud (2006:5) explain that social welfare is social welfare condition, consist of 3 (three) elements as follows. First, what are the social problems are controlled. Second, what are the covering needs are



fulfill. Third what are the opportunities to advance available. Three of these aspect apply to individuals, families, communities and even the whole society. Thus, social welfare means that is related to the fulfillment community need.

Based on the expert definitions above, social welfare is a condition where the community need achieve the welfare. In realizing the social welfare is through social services and social institutions, it has objective to understand community need. On the other hand, social welfare objective to achieve a decent standard of living.

## **2. Functions of Social Welfare**

Function of social welfare objective to organize the social welfare system. Community is part of the subsystem in social welfare. Functions of social welfare are addressing problems related to social adjustment and social relations. Implementation of social welfare is different between the State and the other State. For example, in developed country function of social welfare is related to the changes experienced by someone. Whereas, in developing country function of social welfare is social problems solving by community and fulfill community need that can be enjoyed.

As for functions of social welfare according to Sumargono T (1998:43) in Yashinta (2016:26) are as follows:

- a. Curative and Rehabilitative Function. It have functions to remove barriers or social problems that exist. Rehabilitative Function emphasis on planting and growing functionality from individual or group. Healing function are more repressive which means that emphasizing social issues;



- b. Preventive Functions. It have functions to prevent a social issue in order to new social problems. So, its can to maintain the functionality of a person or community;
- c. Development Functions. It have functions to developed ability of a person or community in order to increase their functionality;
- d. Supportive Function. Its have functions to develop businesses such as activities can facilitate the success of other programs like health, population and family planning, education, agriculture and so on.

Thus, it can be concluded that function of social welfare have objective to eliminate or reduce the pressures. Function of social welfare are socio-economic changes and negative social consequences to development. Therefore social welfare is create capable of condition to improvement of community welfare.

### **3. Efforts of Social Welfare**

Efforts of Social welfare are social services. In addition, efforts of social welfare is refers to a program, and activities that concretely trying to resolve the problem. Effort of social welfare are lead to individual, family, group or community. In social welfare, social work is holding the central regulations, namely as “metha-institution”. This means the social welfare is implemented by Government or community, either directly or indirectly. Then social work profession was primary professions in social welfare.

According to Thelma lee Mendoza in Yashinta (2016:27). There are (3) three main objectives related to efforts of social welfare, namely, as follows:

- a. Objectives are humanitarian and social justice. Effort of social welfare directed to identify groups have not get attention; most groups have dependency; most groups are displaced; or groups who are unable to help himself. It has a fuction target group to bridging the scarce resources;
- b. Objectives related to social sontrol. Social control means that group of un-benefit; less of needs can do "attack" (both individual and group) on the Community;
- c. Objectives related to economic development. Economic development is to priority the programs designed, to increase the goods production, to provide services, and in variety resources contribute economic development. As for fields in social welfare are as follows:
  - 1) Family and child welfare;
  - 2) Adolescents and young people welfare;
  - 3) Elderly people welfare;
  - 4) Service of public social welfare;
  - 5) Service of recreational;
  - 6) Social service of recreational;
  - 7) Service of health mental;
  - 8) Social service of medical;
  - 9) Social service of disabled;
  - 10) Social service of woman;
  - 11) Social service of housing and environment.

#### 4. Definition of Elderly People Welfare

*Kesejahteraan* comes from “*sejahtera*”. View from Sansekerta “Catera” which means umbrella. In the context elderly people welfare have meaning “Catera” (Umbrella). Elderly people welfare were people have life free from poverty, health problems, fears and worries. So, in their life always feel calm and secure in their life. On the other hand, welfare comes from word which means to secure (free from distrub) and prosperous (fulfill all needs). Social is derived from the Latin namely Socius that means friend. While understanding the elderly people is people aged 60 years or above that poor physical conditions.

According to Hurlock (2002) in He (2016:22). The last stage in the development of elderly people is divided into: early elderly people ranges between age 60-70 years and elderly people over aged 70 years begins to end. Young elderly people (ages 65 to 74 years) and elderly people age (aged 75 years and above). (Baltes, Smith&Staudinger, Charness&Bosmann). There are 2 (two) views on the definitions of elderly people. According to Westerners and Indonesia. Westerners views that people who are aged 65 or above, can distinguish someone still mature or aging. While, Indonesia views that people who are aged 60 years or above. It is because Indonesia view used the maximum age for work and view to age. (Bernice Neugarten, 1968 and James C. Chalhoun, 1995 in Demartato, 2013). Old age is a time in which people can feel satisfied with their success.



World Health Organization (WHO) is determine aged 65 as aging process. It is can be called elderly people. Elderly people have much health problem So that, need immediate handling and integrated. WHO classify elderly people being 4 (four) namely: middle elderly people aged 45 -59 years, elderly people aged 60 -74 years, old elderly people aged 75 – 90 years and very old elderly people above aged 90 years. (WHO, 2012 in Demartoto, 2013).

Thus, it can be concluded that elderly people welfare definition is a secure and prosperous of elderly people side all disturb. For example, the government is provides a social security for elderly people. Elderly people are need protection in the existence of life and un-depend on the family. So, State objective is provide guarantee to elderly people.

### **5. The Importance of Elderly People Welfare**

WHO said that the elderly people population has undergone several changes and challenges. For example “That in people demographic structure, epidemiological change (disease transmission), and socio-cultural change occurring as the result of eroded inter-generation relationship as well as the challenge resulting from the gender gap occurring so far (Arber & Ginn, 1993 & Graeme, 1994 in Demartoto, 2013). Population of elderly people 60 age or above are fast growing comparison to population of children and adults. The number of elderly people in the world are approximately 60 million in 2000, will increase to 1.2 billion in 2025 and 2 billion in 2050. At that time, the number of elderly people will be higher than children has aged 0-14. Eldelry people are there developing country approximately 61% (400 million) in 2002

will increase to 70% (840 million) in 2025 and 80% (1.6 billion) in 2050. Some of elderly people are be placed in Asia tend to increase. Indonesia is located on the fourth position after China, India, and Japan. (WHO, 2012 in Demartoto, 2013).

Population phenomenon of elderly people is the most important problem was discussed during the 21<sup>st</sup> century. Elderly people population is related to level of welfare State. The number of elderly people aged 60 or above will be increase in Indonesia. It can be seen from the table below:

**Table 2.2 The number of elderly people (60+) in Indonesia**

Year	Life Expectancy Age	Elderly Number	Proportion
1980	52.2	7,988,543	5.45%
1990	59.8	11,227,557	6.29%
2000	64.5	14,439,907	7.18%
2010	67.4	23,992,553	9.77%
2020	70.2	28,882,879	11.34%

*Sources: The Statistic Bureau's (BPS's), 2010 in Demartoto (2013)*

Based on table above explains that there is an increase population of elderly people from year to year. The number of elderly people will influential to elderly people welfare. Elderly people need decent place to live, social relations, health care and treatment. So, it can be said the importance study about elderly people welfare is to understand social needs. The poor physical condition of elderly people is influential to daily-life.

On the other hand, the importance elderly people welfare is part of social welfare (Spicker, 1995; Midgley, Tracy dan Livermore, 2000; and Thompson, 2005 in Demartoto, 2013) explain that Social Welfare consist of four meaning. First, welfare as welfare that means material needs and



inmaterial fulfilled. If people felling secure, fulfill health, education, housing and has a good income can be said welfare. Second, welfare as social services. For examples in the United Kingdom, Australia and New Zealand. Social services are consist of 4 (four) forms namely, security, health, education, housing and social services personally. Third, welfare as social benefits. Poor people are considered to has a negative connotation. Fourth, welfare is a process that has been planned or taken by individuals, social agencies, communities, or government agencies which objective to improve the quality of life and to set up social services.

#### **6. Indicators Elderly People Welfare**

Based on the signing of the Madrid International Plan of Action on Ageing (MIPAA) in Adietomo (2014:50), Indonesia is committed to ensure the elderly people social welfare. MIPAA are identifies three main priorities elderly people can live actively and independence that are as follows: (I) Elderly people and development; (II) To improve health and welfare elderly people; and (III) Ensuring the supportive environment.

Based on, Adietomo (2014:10). Elderly people welfare is associated to financial security that includes revenues, expenses, employment and social security. If eldery poeple have sufficient income then eldery people, can fulfill the basic needs, can access healty service and can participated social life. Elderly people are less able to work, incomes are dependent on support the other people. Some of eldery people are get a pension, and saves their income. It is used to support their needs during old age.



While, based on The Statistic Bureau's (2014) shows Almost 90% of the reported presence of economically elderly people who do work informally (a job that was marked by the uncertainty of income). Elderly people work are to support themselves. Elderly people work is limited. Work is part of a strategy to stay alive. Most of elderly people work is 30% of women and 5% of men. Proportion of 70% elderly people who do the work for family is not paid in the agricultural sector. Agricultural sector related to elderly people work. Elderly people is want to fulfill economy needs. Income of elderly people is used to keep survive with given the support of their children.

Government regulations that are incentive supports the provision of a suitable employment opportunities for elderly people. In accordance with physical health conditions is one of the effective ways to alleviate some of the financial difficulties. The other problem is about life expectancy. Women elderly people or men elderly people have a longer life expectancy. Therefore, it can be seen that financial security is one of the determinant elderly people welfare. The increasingly number of participation labor in Indonesia, included elderly people. Elderly people are help fulfill material and welfare of household (Chen and Jones in Adlakha, 1994:105). Elderly people in rural areas have high work participation compared to the elderly people in urban areas.

**Table 2.3 Primary source of material support for persons aged 60 and over 4 countries (1985 in percent)**

Country	Pension		Children or grandchildren		Own business		Other	
	Male	Female	Male	Female	Male	Female	Male	Female
Indonesia	13	4	22	47	56	30	9	19
Thailand	5	1	38	54	40	21	17	24

Country	Pension		Children or grandchildren		Own business		Other	
	Male	Female	Male	Female	Male	Female	Male	Female
Malaysia	16	6	38	67	36	12	10	15
Singapore	9	1	53	80	25	7	13	12

*Source: Derived from Hugo (1991) in Adlakha (1994:107)*

Based on Survey information ASEAN type and main source of material supporting that there are 56% of elderly people men 60 aged or above supported by economic activities. 30% of elderly people women 60 aged or above supported by economic activities. Posterity is the main source for the elderly people, 47% the elderly people women and more than 22% of elderly people men. Labor force participation is lower than women, women experienced more rapid aging. Therefore, second factor elderly people welfare are work and incomes to fulfill daily-life.

Furthermore, with regard to health conditions. The poor physical condition of elderly people are make difficult work. The form of poor physical condition such as Eyesight and Hearing loss. This is a degenerative process that makes elderly people have not been able to fulfill the social and economic needs. So that, elderly people tend to rely their life on others. Eyesight impact is related to elderly people have work, income cannot be fulfilled. Although, there is some suggestion to perform free operations from eyes doctor. But, providing access to health services is minimum information. Operation was judged very expensive. Community thought that the important things is to fulfill economic and social needs than operation. Hearing loss is considered to be one of the things normal for Elderly People who live in remote areas. Supposedly, this is can be overcome by providing hearing aids for the Elderly



people. Elderly people difficulty in doing the job, because poor physical condition. So that, help from the others people is necessary. Therefore, health is one of indicators elderly people welfare. If elderly people health can be fulfilled properly and can do activities normally.

Then, about social support from family, community and government. Family includes the children and grandchildren of the elderly people. If the household has a greater generation then for economic needs. Living arrangements are shows high potential for the presence of social support, especially in terms of providing services and service exchange between the generations. So, there is conflict of psychological and cultural between younger generation and older generations. In urban areas, there is a tendency to prefer young couples living in a residential area. It is feared cannot accommodate the elderly people. Elderly people have different life settings to young couples.

The decreasing potential of family support for elderly people in rural. Indonesian Government has conducted numerous attempts to stop the population growth through born. It is impact on elderly people welfare in the future. The proportion of women is higher than men. So, the biggest elderly people women are living alone. Elderly people is need of assistance from others people. Elderly people support are economic, social and health. Economic support poor elderly people come from their children. Social support elderly people elderly people come from surrounding communities to appreciate parents considering the poor physical condition of elderly people. Health



support come from the Government is providing social security for elderly people. Therefore, the indicator of social support is indispensable for determining elderly people welfare.

Based on level of education, Elderly People aged 60 or above have most of elementary graduates. It is caused by the lack of socialization of education and training. Elderly people have the same rights as other citizens. Elderly people are entitled to get the public service in accordance with the government program. For example: religious and mental spiritual services; health services; employment services; education and training services; easy to use facilities, public facilities and infrastructure, easy to service and legal aid, social protection and social aid.

Education is an indicator of elderly people welfare in Indonesia. There is education gap between rich and poor elderly people. Indonesia is one of developing country that low level of education in elderly people. Although achievement the level of education from older generation more increasing, but less profitable for service providers. Elderly people are less than understanding public services for elderly people. As for some of the indicators elderly people welfare. It can be seen from several aspects are as follows:

**Table 2.4 Indicator of elderly people welfare**

No	Indicator	Specification of indicator
1.	Financial security	<ul style="list-style-type: none"> <li>- Income</li> <li>- Expenditure</li> <li>- Work</li> <li>- Social security</li> </ul>
2.	Health	<ul style="list-style-type: none"> <li>- Hearing loss</li> <li>- Eyesight</li> <li>- Heavy work-incapacity</li> </ul>

No	Indicator	Specification of indicator
		- Health services
3.	Social support	- Family - Community - Government
4.	Education	- Elementary School - Junior High School - Senior High School - Undergraduate - Post graduate

Source: Adietomo. *UNFPA Indonesia Monograph Series No. 1: Indonesia on The Threshold of Population Ageing* (2014).

## 7. Factors of Effect Elderly People Welfare

The increasingly of elderly people welfare are responsibility of the government, community and elderly people itself. Government activities conducted by coordinating with community to provide protection and security for elderly people. Elderly people social welfare can be affected by several factors, namely the following:

### a. Internal Factor from elderly people

The poor physical condition of elderly people. It is greatly influence on the livelihood of the elderly people. In fact, lives of elderly people still rely on the help of family. Psychological changes elderly people in general are: lonely, alienated from the environment, powerlessness, lack of confidence, dependency, displaced, especially for the elderly people who are poor, post power syndrome, and so on. Elderly people are loss of attention and support from their social environment which is usually associated with loss of authority or position, can lead to conflict. Psychological aspect is an important factor elderly people. Psychological aspect is more prominent

than the material aspect in the life of elderly people (Suardiman, 2001). Based on The Statistic Bureau's (2014) in the number of the elderly people as much as 16,986,625 inhabitants, and the results of the population projections in 2006. In the number of the elderly people as much as 17,313,000 inhabitants, among the population according to the Maintenance there are 2,033,220 (15%) in 2007. Elderly people are not potential who do not have pensions, savings or assets, so it is not able to fulfill the basic needs of their daily-life.

b. Policy Factor from government

Ministry of health develop a new strategic plan for the period 2010-2014 to elderly people health. It has contain independence and justice access to health care in the Indonesian community. Government has committed to improving access and to finance as well as for physical health services. The objective of services are to improve quality of treatment and to produce good health, especially in remote areas among poor people.

The strategies implemented in period 2010-2014 is 1) to improve the health and nutrition of the community; 2) to reduce the number of pain due to infectious diseases, 3) to implement the disease is not infectious control programs, to increase community budget for health and to reduce the financial risk for health problems. The elderly people in Indonesia are experiencing health problems more than the younger generation. Based on *Sensus* (2010) in Gavin (2016:151) shows that is possibility of a defective condition of the elderly people. Factors of affect elderly people welfare are social health of the



elderly people themselves. Health care for elderly people such as eyesight, hearing health and health care. Government has responsibility to provide treatment and support long-term for elderly people.

On the other hand, government policies affecting the income sources and information sources obtained by the elderly people. Many of States that have taken policy reforms to social security for elderly people, one of reform (The Chinese Experience in Demartoto, 2013). Economic security strategy for elderly people have increased contributions in the form of taxes on workers. One that has been applied to the government is social security with a system of social protection in Indonesia. Elderly people programs included in a social aid program in alleviating poverty in the state.

Regulations governing elderly people welfare are related to Law No. 13 of 1998. Elderly people welfare is one of the implementation of national development which purpose in realizing the society. Based on *pancasila* and *UUD 1945*. The increasingly effort elderly people are preservation of religious values and culture of the nation. This law still wearing until now.

Thus, it can be concluded that factors of effect elderly people welfare comes from internal factor from elderly people based on the physical condition. This is related to the level of health elderly people. Policy factor from government can provide social welfare impact on the elderly people. Government policy affects income sources and information sources to provide public services for elderly people welfare.

## **D. Public Services for Elderly People**

### **1. Definition of Public Services for Elderly People**

Public service according to the decision of the *Menteri Pendayagunaan Aparatur Negara Nomor 63/KEP/M.PAN/7/2003* are all activities carried out by public service providers in order to fulfillment service recipient and implementation of legislation provision. According to Law No. 13 of 1998 about elderly people welfare and Regulation of Social Ministry No. 06 of 2012. Elderly people is a person who has reach age 60. While public service for elderly people has provide by government services. Based on Law No. 13 of 1998 about elderly people welfare article 5 until article 21 about rights and obligations namely homage and tribute to elderly people then elderly people were given the right to raise social welfare that includes:

- a. Religious and mental spiritual services, this service is used to thicken the sense of faith God in accordance with the religion and beliefs of each;
- b. Health services, this service is used to maintain, to improve the degree of health and to improve ability of the elderly people. So that, physical condition, mental and social function in unnaturally. Health services are done in various ways, namely: the extension and dissemination of health information the elderly people, the healing effort expanded in the field of geriatric services, the development of elderly people care agency that suffer from chronic or terminal illness. Health services for poor elderly people will be granted, in accordance with the legislation provisions are applicable;



- c. Employment service, employment services for elderly people are to provide the intended potential opportunities and to harness the knowledge, skills, abilities, skills and experience. Employment service opportunities is done in formal and non-formal, through individuals, groups or organizations, whether Government or society.
- d. Education and training service. Education and training service is to improve, the expertise, skill, ability and experience of the elderly People's potential. in accordance with the legislation provisions are applicable
- e. Easy to use facilities, public facilities and infrastructure. It is a manifestation of respect and appreciation to elderly people. For example: easy to use public facilities, easy to provide service and fee lightening, easy to provide travel, recreational facilities and special sports. This services have objective to provide accessibility especially in public places that can constraining the mobility of elderly People.
- f. Easy of service and legal aid. It is has objective to provide protection and security for elderly people, easy to provide service and legal aid. For example are extension and consultancy services, law and legal aid outside.
- g. Social protection. It have objectives to provide services for elderly people are not potential in order to realize a reasonable livelihood, social protection is done inside or outside of the parlor. Whereas, elderly people are not potentially displaced who died were buried in accordance with their religion and became responsibility of government and community.
- h. Social aid. It has objective to improve of welfare. Social aid is not fixed,



like material, financial, information services and facilities in order to encourage the growth of self-reliance.

It can be concluded that public services are person process gets service in the form of goods or services. Services are used to fulfill the community needs. Effort of elderly people has important things as a role activities development with attention to functions, wisdom, knowledge, expertise, skill, experience, age and physical condition, and elderly people welfare. On the other hand, there are social services for elderly people conducted Social Department that consist of 3 (three) systems (Social Department, 2003 in Suharto (2007)):

- a. Social service in parlor (institutional-based services)
  - 1) Regular social service in *Panti Sosial Tresna Wredha* (PSTW);
  - 2) Daycare services. Social services provided for elderly people who are temporary, implemented during the day at certain times;
  - 3) Cross subsidy service.
- b. Social service outside parlor (community-based services)
  - 1) Home Care. Social services for elderly people who are not potential residing in the neighborhood. For example, providing of basic food aid, health care, hygiene assistance, mentoring, recreation, counseling and referrals;
  - 2) Foster Care. Social services for displaced elderly eople through the other person's family;
  - 3) Social security in the form of allowance money amounting to Rp.

300.000/person/month;

- 4) Elderly people empowerment through *Usaha Ekonomi Produktif* (UEP) and *Kelompok Usaha Bersama* (KUBE).
- 5) Community social services made through *Pusat Santunan Keluarga* (PUSAKA) and Coral elderly people.

c. Breakthrough Service (test)

- 1) Daily services Test for elderly people in 5 locations, namely in *PSTW Budhi Dharma Bekasi, Karang Wredha Yudistira Sidoarjo, PSTW Puspa Karma Mataram, Medan and Kupang*;
- 2) Trauma Center Test for elderly people in 5 locations, namely DKI Jakarta, Jawa Barat, Yogyakarta, NTB, and Makassar;
- 3) Home Care Test for elderly people in 6 locations, namely in *DKI Jakarta, Jawa Barat, Jawa Tengah, Nanggro Aceh Darussalam, and Kalimantan Selatan*.

- d. Service support in health sector (for example *Puskesmas Santun Lansia* (PSL) and *Pengobatan Gratis/Kartu Gakin/JKM*), employment (preparation of Pre-elderly people enter to elderly people), and transportation (reduced tickets for elderly people).

## 2. Policy for Quality of Public Services and Elderly People Welfare

Policies that govern the public service for elderly people in Indonesia are diverse. As Constitution of 1945. On the fourth alenia which reads:

*“Kemudian daripada itu untuk membentuk suatu Pemerintah Negara Indonesia yang melindungi segenap bangsa Indonesia dan seluruh tumpah darah Indonesia dan untuk memajukan kesejahteraan umum, mencerdaskan kehidupan bangsa, dan ikut melaksanakan ketertiban dunia*



yang berdasarkan kemerdekaan, perdamaian abadi dan keadilan sosial”.

Based on the description above illustrates that, Government is working to provide protection the whole community including elderly people. Government is should be able to do justice according to the objective or ideals of the nation. Therefore, the Government is attempting to provide public service for elderly people. So, based on the decision *Menteri Pendayagunaan Aparatur Negara* No. 63 of 2004 used to measure the quality of public service.

There are a basis for *Indeks Kepuasan Masyarakat* (IKM) are as follows:

- a. Services procedure, that is easy stages of services provided to the community in terms of the simplicity of the services distributions;
- b. Services requirements, that is technical requirement and administrative were used to obtain services accordance with types of services;
- c. Services personnel clarity, that is existence and certainty officers who provide services (name, title and authority and responsibility);
- d. Services personnel clarity, that is seriousness of officers in provide services mainly on the consistency of working time according to the current arrangement;
- e. Services personnel responsibility, that is authority clarity and responsibilities in the implementation and completion services;
- f. Services personnel ability, that is level of expertise and skills possessed by the officer in provide / finishing services to the community;
- g. Services speed, that is target, service time can completed within a predetermined time by unit providers of services;
- h. Fairness get the services, that is the implementation of the services not distinguish class/status community served;
- i. Courtesy and friendliness of the officer, that is attitude and behavior in providing services to the community as a polite and friendly as well as mutual respect;
- j. Reasonableness of fees, that is the accessibility of the community;
- k. Certainly charge of services, that is match between charges paid the cost has been determined;
- l. Certainly schedule of service, that is the implementation of services time, in accordance with the conditions set;
- m. Environmental comfort, the condition of infrastructure service clean, neat and organized so as to provide a sense of comfort to the recipient of the services;



- n. Services security, that is ensuring the security level environmental unit services providers or facilities is used, so that community feel at ease to get services to the risks arising from the implementation of services.

Social welfare must be fulfill by State. It is based on Law No.11 of 2009 about social welfare in chapter 3 about objective performance of social welfare are:

(1) To improve the welfare, quality and continuity of life. (2) To restoring social function in order to achieve self-reliance. (3) To improve social resiliency in preventing and dealing with social welfare problems. (4) To improve the ability, awareness and social responsibility in the business world implementation of welfare and community care in implementation of social welfare manner and sustainable. (5) To improve capacity and community care the implementation of social welfare manner and sustainable. (6) To improve the quality of the management of social welfare”.

So that, Government has been working to achieve social welfare with all problems concerning social welfare through agencies such as Social Ministry, Social Agency and another agency. Social Ministry Regulation No. 8 of 2012 about guidelines for data collection and data management *Penyandang Masalah Kesejahteraan Sosial (PMKS)* and *Potensi dan Sumber Kesejahteraan Sosial (PSKS)* said that displaced elderly people is one element that need a better service to ensure social welfare. Social Ministry Regulation No. 39 of 2012 about Implementation of Social Ministry. While, related to elderly people social welfare in the Law No. 32 of 2004 about local governance. In article 2 paragraph 6 stated that “*Financial relations, public services, exploitation of natural resources, and other resources implemented fairly and equitably*”.

Next, related to elderly people social welfare, namely Law No. 40 of 2004 on National Social Security Systems. Based on article 2 and 3 of the principles, objectives, and organizational principles said that National Social Security Systems based on the principle of humanity, the principle of benefits, and the principle of social justice for Indonesian community. National Social Security Systems have objective to guarantee the basic needs of life to for their family members. Government is care to elderly people. National Social Security Systems for elderly people have been implemented by the Government. However, there is a rule related to elderly people service welfare. Law No. 39 of 1999 on human rights. Based on article 3 stated that:

- a. Everyone is born free with human dignity are the same and equal and endowed with reason and conscience to live in a society, nation and country in the spirit brotherhood;
- b. Everyone has the right to recognition, security, protection and fair legal treatment and to have legal certainly in spirit before the law;
- c. Everyone is entitled to the protection of human rights and human freedom, without discrimination.

Thus, it can be concluded that elderly people welfare are to guarantees, to protection and to justice legal treatment. This Furthermore, Basic Regulation about elderly people welfare in Indonesia is Law No. 13 of 1998. Elderly people welfare is one of implementation national development which bjective to realize community based on *pancasila* and Constitutions1945. Effort to elderly people was done to preservation of religious values and culture value of nation. Then, to affirm law that has been there. There is Government Regulation No. 43 of 2004 on the implementation to improvement elderly people social welfare. It's the basic regulation to attention. Government has



expressly confirmed that elderly people welfare was responsibility of Government.

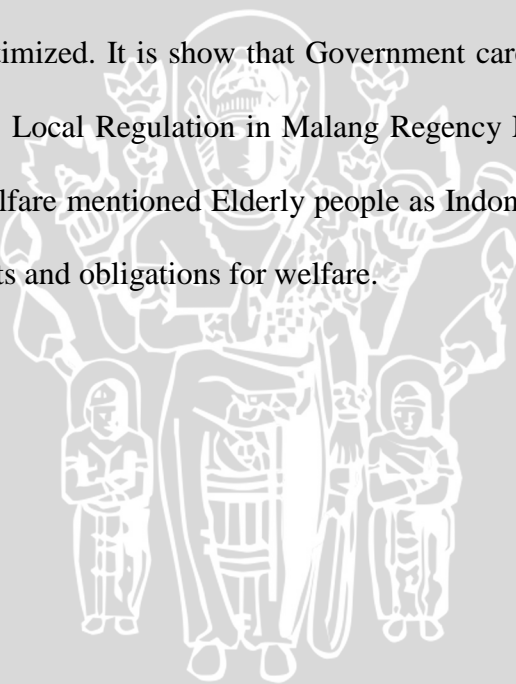
And then, Presidential Decree No. 52 of 2004 about National Commission Elderly People. First, Forming National Commission Elderly People. Second, National Commission Elderly People was a place of coordination between the Government and community that is nonstructural and independent to implement the task. It has to provide protection for elderly people in order to keep their life needs and to get a better public services.

Presidential instruction No. 12 of 2005 on implementation of *Bantuan Langsung Tunai* (BLT) to *Rumah Tangga Miskin* (RTM). Presidential instruction, namely Coordinating Minister for people welfare who tasked in coordinating the implementation of implementation of BLT and RTM Providing the services or aid for poor people to be given properly, because it is the right of poor people.

On the other hand, there is Local Regulation in Malang City No. 13 of 2015 about elderly people welfare. Elderly people need welfare, protection and potential development to support elderly people like useful, qualified and independent. Elderly people who was expected to develop and to advance the welfare itself, family and community. Elderly people are needs to be respected because elderly people as the main base to support public services, business world, local governments and all stakeholders who have concern for elderly people.

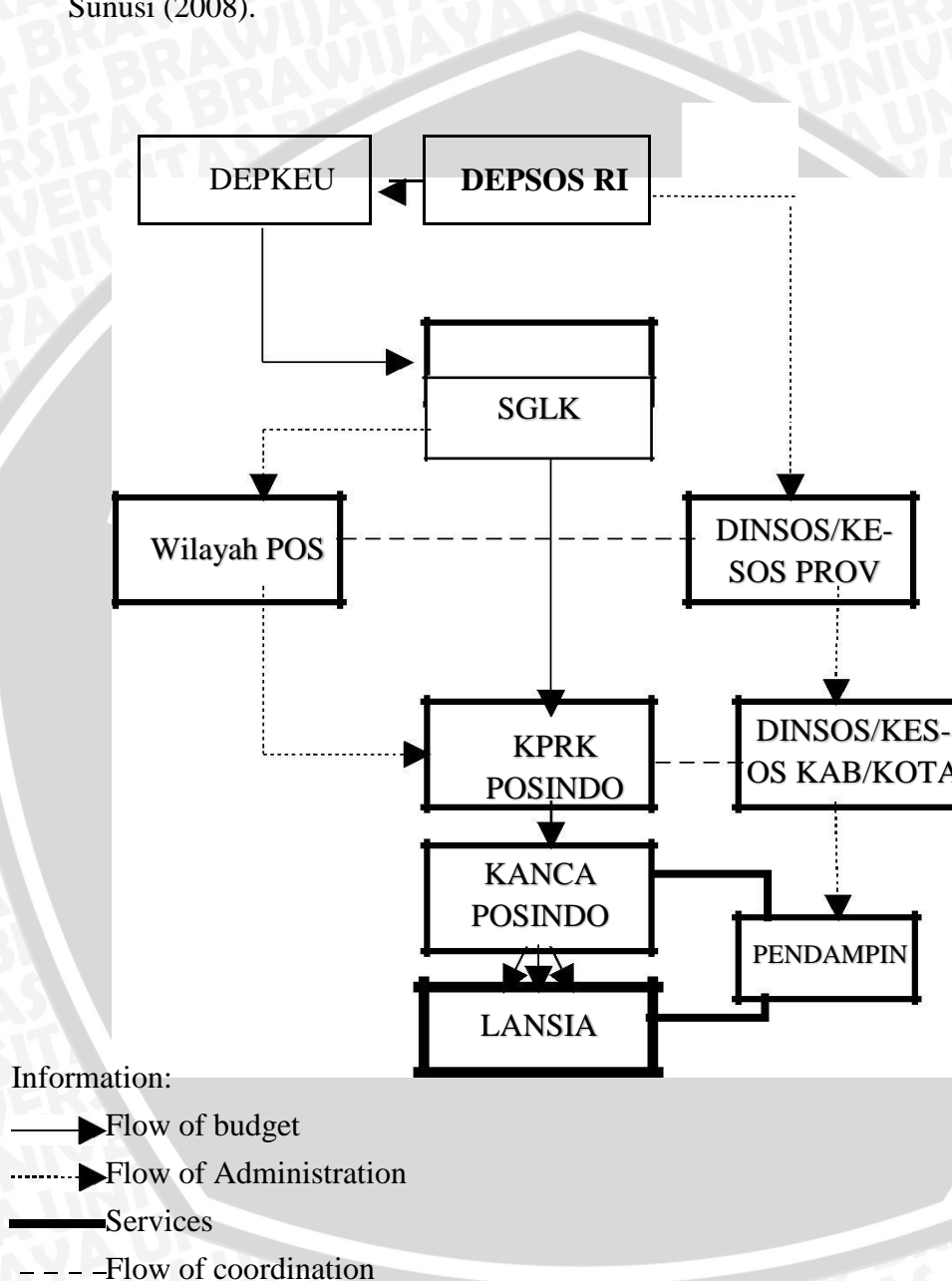


Local Government in Malang Regency No. 12 of 2013 about women empowerment and protection vulnerable groups of women. Declaring that women empowerment was objective to actualize its potential optimally and to participate development in accordance with their capacity. Women is vulnerable groups that need special protection so can get decent life according to the humanitarian principles of equality and justice. Women empowerment and protection program has been implemented in Malang Regency, but improving the quality of life women and protection of vulnerable group women still need to be optimized. It is show that Government care about vulnerable women. Moreover, Local Regulation in Malang Regency No. 10 of 2015 on Elderly People Welfare mentioned Elderly people as Indonesian citizens who have the same rights and obligations for welfare.



### 3. Models of Public Service for Elderly People

As for the model of public service for elderly people. According to Sunusi (2008).



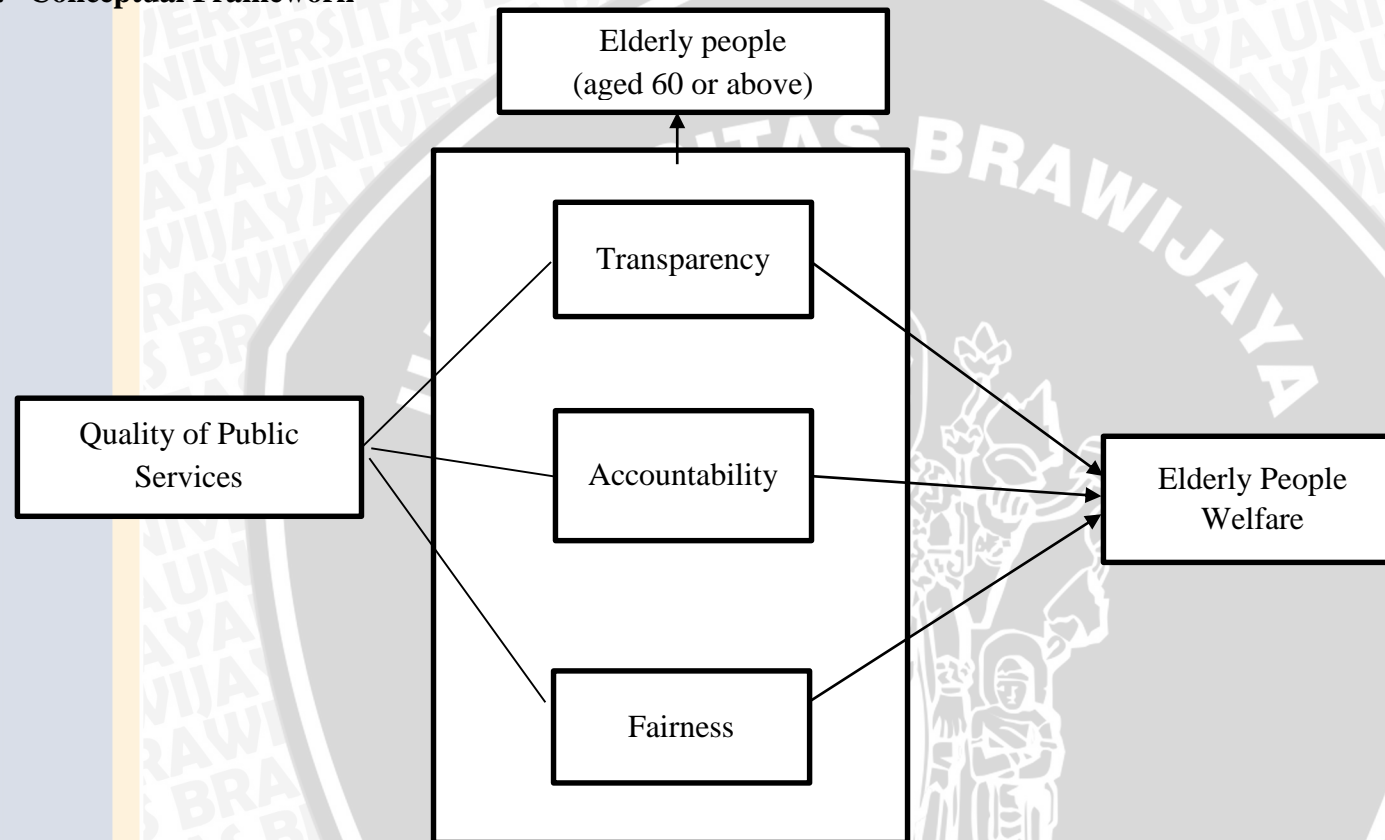
**Figure 2.1 Flow of Proposed Budget Public Services for Elderly People (ASLUT)**

Based on the chart above that implementation of social security program for elderly people have been held since 2007. Social Agency in Provinces is submit elderly people data non-potential to Social Department RI for legalized as a recipient of social security. Participation in this program is the Social Agency in Provincial, Social Department RI, KPPN III Jakarta (serving as General Treasurer Encashment Liquifaction Budgets Commands), Social agency in City/Regency, PT. Pos Indonesia (delivering budgets to the assistance) and assistance to ensure these budget are eligible to recipient).

Basically, model of service provided by Government to elderly people have been implemented well. Elderly social security program is intended to maintain increasing elderly people social welfare. Elderly people have various problems of the basic needs. Therefore, Government have objective to burden of expenditure, to fulfilment of basic needs and to maintenance elderly people health. So that, elderly people get a reasonable livelihood.



#### 4. Conceptual Framework



**Figure 2.2 Conceptual Framework relation between Quality of Public Service and Elderly People Welfare**

*Source: Reprocessed by author*

Conceptual Framework Figure 2.2 explains how social welfare will affect public services for elderly people. There are three public services role are as follows: First, transparency. Transparency will be maximum produce service. Besides that, transparency affect openness provide to services. Public servant is responsible to oriented better services to community. Thus, it can applied openness government. It has strategic effort to prevent *Korupsi, Kolusi* and *Nepotisme* (KKN), and to creat good governance.

Second, Accountability. Public services accountability is to elderly people social welfare. Public service accountability should be able to provide information to the community. To realize the state administrators are clean and free of KKN, public participation becomes an important things. Obligations of public servants is to provide a better public service to the community. Public services were done through the system, procedures and specific methods. Public services are used to satisfy the public interests in accordance with their rights.

Third, Fairness. Fairness is a thing that does not distinguish between equal rights, status, class, ethnicity, religion, culture and so on. Public role is provide the best possible service to the community. It is related to increase public demand rights and public services effectively and efficiently. Fairness for elderly people related to development needs, desires and expectations of community. Fairness is means that elderly people get services accordance with the needs. So that, elderly people are deserve the best public service.

### CHAPTER III

#### RESEARCH METHOD

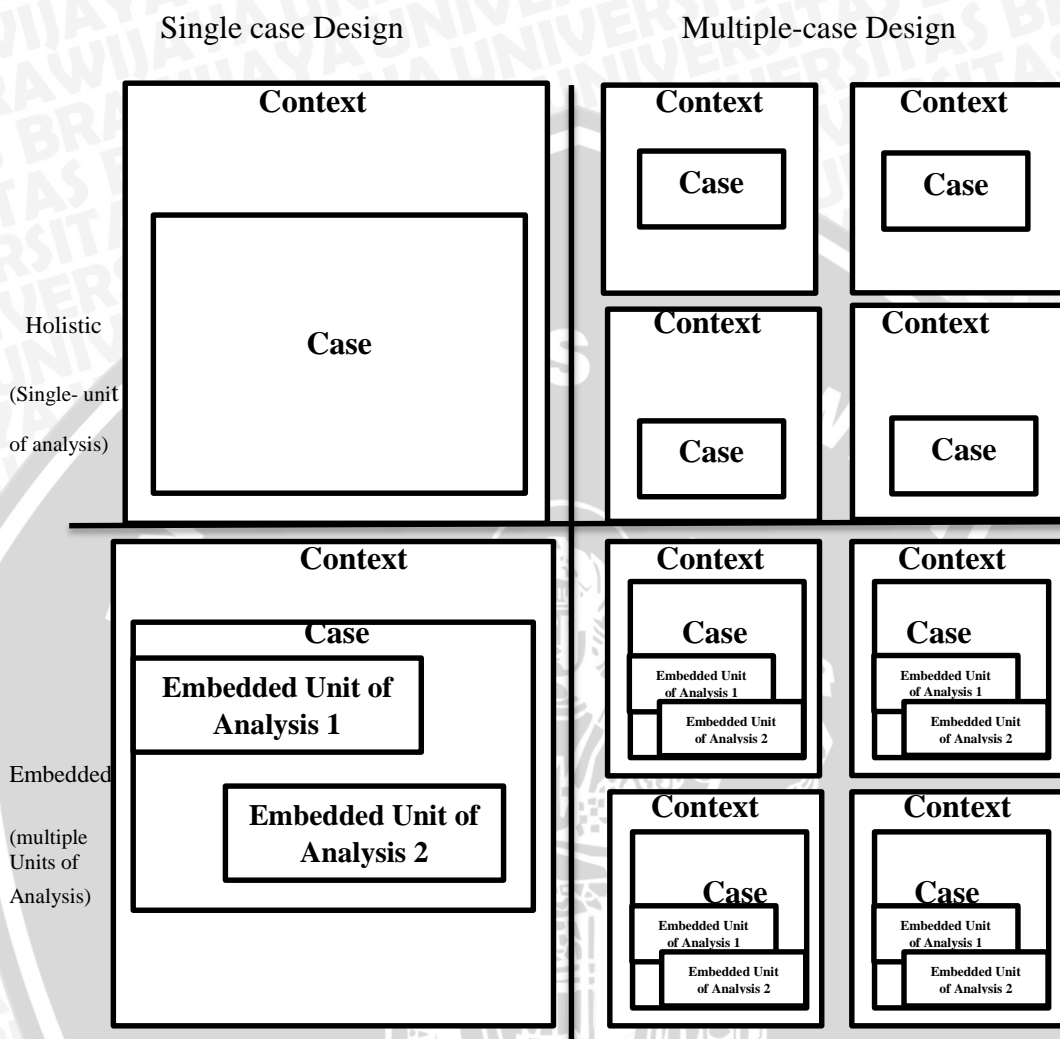
##### A. Type of Research

This study was used a qualitative research. Research case study is a study that describes a problem with detailed restrictions, has deep data retrieval, and include a variety of information sources. In addition, a case study is more directed efforts in studying problem or unique phenomenon and interesting to researched in depth. Research case study is not merely to describe the object examined but rather explain existence and reason cases could be happen (Yin, 2009:11). Research case study is to describe public services program for elderly people welfare, to describe quality of public services for elderly people welfare and to describe supporting and inhibiting factor related to public service program for to elderly people welfare at Social Agency in Malang City and Malang Regency.

Basically, case study was using a descriptive analysis, namely research conducted focused on a particular case to be observed and analyzed. Case study can be differentiated into single case study and multiple case study. Single case study putting one case as research focus. There are several studies focusing on researcher's reason one case; (1) Selected case is a unique case; (2) Selected case is a typical case or representative of the other knowledge; and (3) Selected case is a special opportunity for researcher. Multiple case study is research study that used more than one case. The use of multiple case studies are objective to get data widely and details of some cases (Yin, 2009:45-46). Figure describe single case study and



multiple case study.



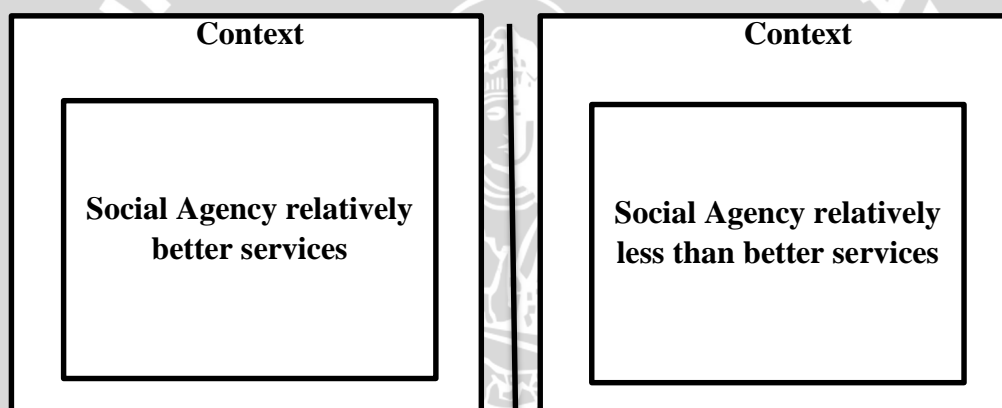
**Figure 3.1 Basic Types of Designs for Case Studies**

*Sources: COSMOS Corporation in Yin (2009:46)*

Researcher is use multiple case study. Expected by using this method, researchers can find the core of the cases. This case discussed about public services programs for elderly people welfare, the differences quality of public services for elderly people welfare and also supporting and inhibiting factors related to public services programs at Social Agency in Malang City and Malang Regency.

## B. Location and Site of Research

Location will be place of research is an area of East Java province, namely Malang City and Malang Regency as one of the areas that have the largest number of the elderly people. There are 2 (two) site of research at Social Agency in Malang City and Social Agency in Malang Regency. Researcher is take Social Agency relatively better services and Social Agency relatively less than better services. Comparing both of Social Agency based on public services program for elderly people.



**Figure 3.2 Comparison public services at Social Agency in Malang City and Malang Regency with using multiple case study**

*Sumber: COSMOS Corporation dalam Yin (2009:46), Reprocessed by author.*

Researcher is can know the differences public service program for elderly people welfare, the differences about quality of public service for elderly people welfare and supporting and inhibiting factor with public service program for elderly people welfare at Social Agency in Malang City and Malang Regency. This is important things because public service is one of concentration in public administration. Researcher is get important information about types and objectives of public services program, targets of public services program and budgets of public

services programs, quality of public services, supporting and inhibiting factors related to public service program for elderly people welfare at Social Agency Malang City and Malang Regency.

### C. Focus of Research

Focus of research is to limit the study in a research. So that, the researcher can focus the researched. Some of the things that became focus of researcher is as follows:

1. Public services programs for elderly people welfare at Social Agency in Malang City and Malang Regency. The differences of public service program in terms of:
  - a. Types and objectives of public services program for elderly people welfare;
  - b. Targets of public services program for elderly people welfare;
  - c. Budget of public services program for elderly people welfare.
2. Quality of public services for elderly people welfare at Social Agency in Malang City and Malang Regency. To find out the difference a quality of public services for elderly people, to compare elderly people welfare using several indicators, and to measure the quality of public services. Decision of *Menteri Pendayagunaan Aparatur Negara* No. 63/KEP/M.PAN/7/2003 which later developed into 14 elements that are "relevant", "valid" and "reliable", as the minimal elements that must exist for measurement of IKM basis is as follows;  
*Services procedure, services requirements, services personnel clarity, services*



*personnel clarity, services personnel responsibility, services personnel ability, services speed, fairness get the services, courtesy and friendliness of the officer, reasonableness of fees, certainly charge of services, certainly schedule of service, environmental comfort, services security.* Reseracher is take 3 (three) indicators that are relevant to Social Agency in Malang City and Malang Regency, namely:

- a. Transparency (related to transparency of budget);
  - b. Accountability (responsibility of public servant);
  - c. Justice to provide public service.
3. Suporting and inhibiting factors related to public services program for elderly people welfare at Social Agency in Malang City and Malang Regency. It is includes factors such as the following:
- a. Supporting factor
  - b. Inhibiting factor

#### **D. Data Sources and Techniques of data collection**

As for the data sources are use to obtain information and data. Types of data used in this research is Moleong (2005:157) in Wibisono (2010:39) explained that the main data sources in qualitative research is the words, actions and the additional data such as documents. Type of data that is divided into an action, statements and written data sources. In the study, researchers obtained data types derived from the following:

**Table 3.1 Data Sources and Techniques of data collection**

No	Data Sources	Techniques of data collection	Explanation
1.	Primary Data	Interview	<p>Interview conducted at Social Agency in Malang City that is:</p> <ol style="list-style-type: none"> <li>1. Head of Social Rehabilitation Children and Elderly People Section;</li> <li>2. Staff of Social Rehabilitation Children and Elderly People Section;</li> <li>3. Head of Social Participation of the disabled Section and Social Elucidation;</li> <li>4. Social Worker;</li> <li>5. Community get public services program for elderly people.</li> </ol> <p>Interview conducted at Social Agency in Malang Regency that is:</p> <ol style="list-style-type: none"> <li>1. Head of <i>Swadaya</i> Social Development Sector;</li> <li>2. Head of Planning and Reporting Sub-Section;</li> <li>3. Head of Family and elderly people welfare Development;</li> <li>4. Head of Providing aid and Social Security section;</li> <li>5. Community get public services program for elderly people.</li> </ol>
		Observation	<p>Observations were made by the research focus is public services program for elderly people welfare, the differences quality</p>

No	Data Sources	Techniques of data collection	Explanation
			of public services for welfare of the elderly people welfare and supporting and inhibiting factors quality of public services at Social Agency Malang City and Malang Regency. And also, observation situation related to public services for elderly people welfare.
2.	Secondary Data	Documentation	The document that will be able to include Renstra Social Agency in Malang City and Malang Regency, Renstra Social Agency in Malang City and Malang Regency, general overview Social Agency in Malang City and Malang Regency, type and objectives of public services program for elderly people welfare, budget of public services program for elderly people welfare and data community get public services program for elderly people.

*Source: Reprocessed by author.*

# 1. Primer Data

## a) Interview

Interview is performed to obtain information in full if secondary data does not yet exist. Primary data is obtained through interviews sourced from Public Servants of Social Agency in Malang City and Malang Regency. The interviews were conducted in a structured manner to collect data and informants. Researchers asking about public service program for elderly people



welfare include types and objectives of public service program, target of public service program, Budget of public service program. Then, quality of public service for elderly people welfare at Social Agency in Malang City and Malang Regency include transparency, accountability and justice. And then, asking about supporting and inhibiting factors public services program for the elderly people welfare. Whereas, for the number of people interviewed is sufficiency of information obtained in research. In this study using snowball sampling. In the determination of sample are first selected one or two people, but in the data collection, if the researcher feels that data retrieved less complete then the researcher found the others people who know more view about information. Reasearcher is considered a key informant who can complement the data provided by one or two people.

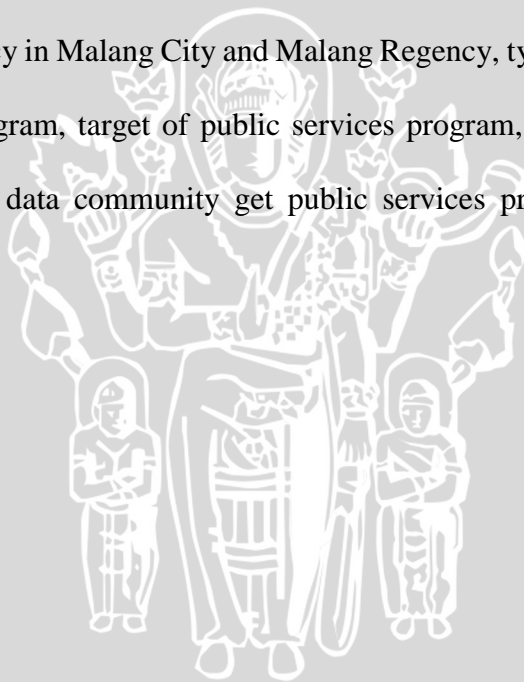
b) Observation

Observation was done in order to observing the events that occur. Observation is a tool data collection implementation by way of observing and noting the symptoms were investigated. Technique of data collection by observation is used for research regarding human behavior and work process (Narbuko 2007:70). Observation was done in a way to observing the variety of situations and conditions related to the public services program for elderly people welfare include types and objectives of public services program, targets of public services program, budget of public services program. Then, quality of public service for elderly people welfare at Social Agency in Malang City and Malang Regency include transparency, accountability and justice. And

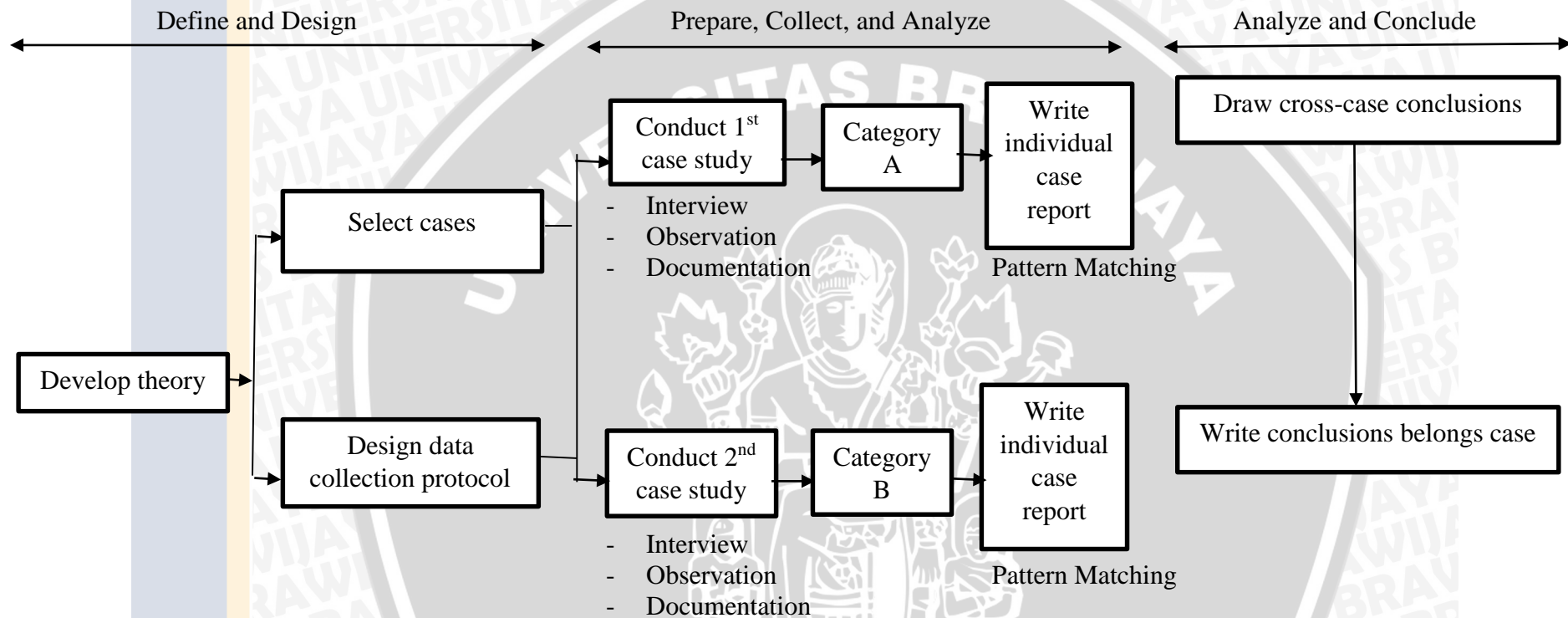
then, supporting and inhibiting factors related to public services program for elderly people welfare.

## 2. Secondary Data

Secondary Data were obtained from the document. Document data or reports that have been available in the field. The document may take the form of writings or images with engineering documentation (Bungin 2011:154-155). Secondary data include: Renstra Social Agency in Malang City and Malang Regency, Renstra Social Agency in Malang City and Malang Regency, general overview Social Agency in Malang City and Malang Regency, types and objectives of public services program, target of public services program, budgets of public services program and data community get public services program for elderly people.



### E. Techniques of Data Analysis



**Figure 3.3 Component of Data Analysis**

*Source: Yin (2009:57) Reprocessed by author*



There are several analytical techniques that can be used to analyze the data. First, researchers using the technique of data analysis with pattern matching. Pattern matching is engineering analysis techniques which researchers compared data from observations (predictions or previous assumptions) for corrected with empiric data. If it correct, it can be used to support that data analysis process. By using pattern matching analysis of researchers can easily obtain valid data in the process of research (Yin, 2009:140-146). As for the data analysis techniques for the research the following, namely:

1. Conduct Data Collection

This research uses interview techniques, observation and documentation related to the public services program for elderly people welfare include types and objectives of public services program, target of public services program, budget of public service program. Then, quality of public services for elderly people welfare at Social Agency in Malang City and Malang Regency include transparency, accountability and justice. And then, supporting and inhibiting factors related to public services program for elderly people welfare. It is categorized into 2 (two cases), first cases with category Social Agency relatively better services and Social Agency relatively less than better services.

2. Write individual case

Write individual cases is use the pattern matching analysis techniques. Researchers is using pattern matching between previous assumptions as a result of the data in a field that has been done. Researchers was done pattern matching with assumptions related to public service program for elderly people welfare

include types and objectives of public services program, target of public services program, budget of public services program. Pattern matching with assumptions related to quality of public services for elderly people welfare at Social Agency in Malang City and Malang Regency include transparency, accountability and justice. Pattern matching with assumptions related to supporting and inhibiting factors public services program for elderly people welfare with empirical data in the field.

### 3. Cross Case Analysis

Cross cases Analysis intended to combine and compare the findings resulting from the whole of the case. The steps taken in the analysis of the data traffic of this site are as follows:

First, in this study there are two cases, namely the first case by category Social Agency relatively better services and Social Agency relatively less than better services. Second, performs analysis in one case based on findings generated in each category. Findings while the Social Agency relatively better services mixed similarities and differences compared with the intern findings of case Social Agency relatively less than better services. So, generating cross-analysis case findings Social Agency relatively better services and Social Agency relatively less than services. This finding which is the final findings of the research.

#### 4. Write the conclusion between cases

From pattern matching result and cross-case analysis researchers can draw conclusions between the cases and further toward final conclusions that are able to answer the problems faced.

### **F. Validity of Data**

#### 1. Credibility

Credibility data is intended to prove a successful data collected in accordance with the real world. So, to achieve the value of triangulation techniques used source credibility, checking of data, extend the presence of researchers in the field, discussion, observation and constantly checking the adequacy of reference. So that, to support the credibility of a research nature at Social Agency in Malang City and Malang Regency must hold a research to plunge directly into the field in a longer period of time in order to get the data are valid, then checked the data returned from the data obtained. So that, there is no duplication of data. Then using triangulation techniques are which means that checked according to the data source. The data is public services program for elderly people welfare include types and objectives of public services program, target of public services program, budget of public service program. Then, quality of public services for elderly people welfare at Social Agency in Malang City and Malang Regency include transparency, accountability and justice. And then,



supporting and inhibiting factors related to public services program for elderly people welfare.

## 2. Transferability

Testing technique of data is a standard test data which how to enrich the description of the background and context of research object, will add a valid research results (Moloeng, 2002 in Dewi (2015:93)). Public services program for elderly people welfare include types and objectives of public service program, target of public services program, budget of public service program. Then, quality of public service for elderly people welfare at Social Agency in Malang City and Malang Regency include transparency, accountability and justice. And then, supporting and inhibiting factors related to public services program for elderly people welfare. Objective of Transferability is to understand qualitative research results. So that, the research result are given detailed description, clear, systematic and credible.

## 3. Dependability

Dependability is used to maintain prudence will be the occurrence of possible errors in collecting and interpreting data. So that, data obtained should be accounted for through the dependability audit by independent auditors to review the activities undertaken researchers. The research was implemented researchers public service program for elderly people welfare include types and objectives of public services program, target of public services program, budget of public services program. Then, quality of

public services for elderly people welfare at Social Agency in Malang City and Malang Regency include transparency, accountability and justice. And then, supporting and inhibiting factors quality of public services for elderly people welfare. This research can be performed by the auditor. Research auditor is academic supervisor.

#### 4. Confirmability

Confirmability used to assess the results of public services program for elderly people welfare include types and objectives of public services program, target of public services program, budget of public services program. Then, quality of public services for elderly people welfare at Social Agency in Malang City and Malang Regency include transparency, accountability and justice. And then, supporting and inhibiting factors quality of public services for elderly people welfare. Researcher was done check the data, information and interpretation which will be confirmed by the various parties in order to join the review, process research. So that, fact findings can be justified scientifically through the process of testing the accuracy of earnings research. When the results of the research function and the process of research was done. So, research has fulfill the standard of confirmability.

## CHAPTER IV

### RESEARCH RESULTS AND DISCUSSION

#### A. Case study of Social Agency relatively better services and Social Agency relatively less than better services

##### 1. Case Study I: Social Agency in Malang City

###### a. General Overview

Social Agency in Malang City is an institution in social areas. Social Agency previously under the authority of employment and Social Agency. Then, in 2013 Social Agency stand alone. Based on the mandate Constitutions of 1945 Local government authority to control and manage the affairs of government based on the principle of autonomy and duty of assistance. Thus, Government in Malang City is an autonomous region have the right and duty to regulate and to manage their own household based on policy and funding initiatives undertaken by local government and central government that has been regulated in law.

Social Agency in Malang City has a fundamental duty to implement part of household affairs in the area of Social Sector which includes planning and organizing in social affairs and to control in accordance with the policy of Mayor. Health organizing local autonomy is objective to realize compatibility between the principles and practices of Local Autonomy, Government in Malang City with Regulation of Malang Mayor No. 55 of 2012 about Description, Duties, Functions and



Working Procedures Social Agency in Malang City. Social Agency in Malang City is one of local government to implement social functions in local autonomy are real, dynamic and responsible.

Social Agency in Malang City as executive element Government in Malang City. It is provide care to improve public services in social sector. So that, It has the vision and mission as a reference to implement the functions and tasks to achieve the goals. Vision and Missions Social Agency in Malang City are as follows:

Vision:

“Realization of Society *Penyandang Masalah Kesejahteraan Sosial* (PMKS) welfare and dignified”.

Missions:

1. Improving level of social welfare through the implementation of social welfare;
2. Encourage improvement and expansion of implementation social welfare development by the Government and Community;
3. Improving information systems and reporting social sector;
4. Improving quality of services in social sector.

Position:

1. Social Agency in Malang City is an element local government in social sector;
2. Social Agency is led by a Head of Agency, domiciled and responsible to the Mayor through the Local Secretary.

Social Agency in Malang City have main tasks:

Social Agency in Malang City implementing their main tasks formulation and implementation of local policy in social sector;

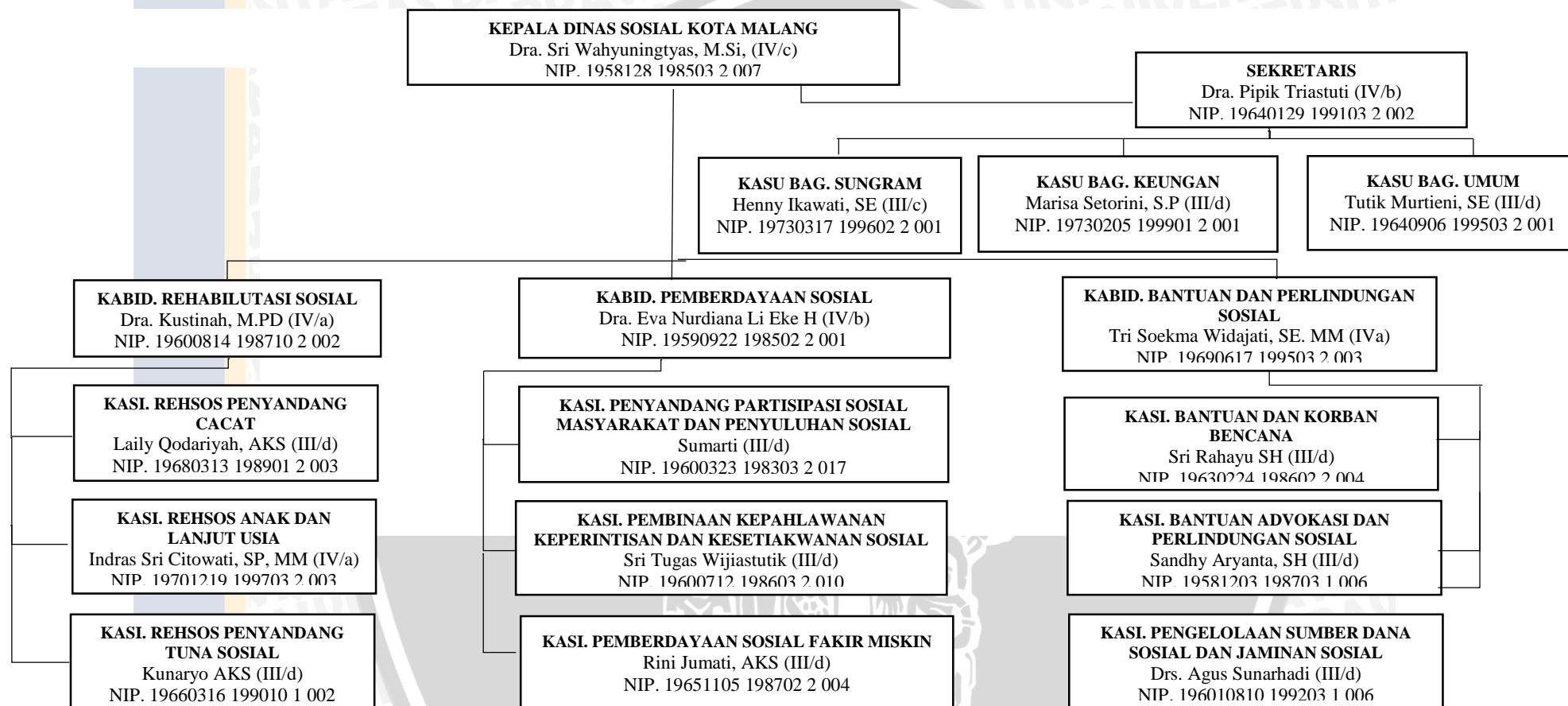
Social Agency in Malang City Function:

1. Formulation and implementation of technical policy in social sector;
2. Formulation of program planning and implementing in social sector;
3. Implementation of communication, consultation, coordination, and cooperation in social sector;
4. Implementation of the empowerment of the poor and *Penyandang Masalah Kesejahteraan Sosial (PMKS)* and others;
5. Implementation of rehabilitation services and social welfare;
6. Implementation of guidance abandoned children, the disabled, orphanages/nursing homes, ex-people with social diseases, an ex-con, *Pekerja Seks Komersial (PSK)*, drug and other social ills;
7. Implementation of guidance, empowerment for the homeless, beggars, scavengers, street children, psychotics;
8. Implementation of institutional empowerment of social welfare;
9. Implementation of guidance, empowerment *Karang Taruna*, *Karang Werdha*, *Pekerja Sosial Masyarakat (PSM)*, *Tenaga Kerja Sosial Kecamatan (TKSK)*, *Wahana Kesejahteraan Sosial Berbasis Masyarakat (WKSMB)*, *Wanita Pemimpin Kesejahteraan Sosial (WPKS)*, *Organisasi Sosial (ORSOS)*;

10. Implementation of the maintenance and utilization *Loka Bina Karya* (LBK) *Pandanwangi, Barak Sukun, Taman Makam Pahlawan, Makam Pahlawan Trip*;
11. Providing recommendations client to the *Panti Sosial Bina Remaja* (PSBR), *Panti Rehabilitasi Sosial* (PRS), *Panti Sosial* (PS), *Panti Sosial Asuhan Anak* (PSAA), *Panti jompo* and *Panti Balita*;
12. Guidance and supervision of the implementation *Undian Gratis Berhadiah* (UGB) and *Pengumpulan Uang dan Barang* (PUB);
13. Implementation of the handling of refugees from disaster victims;
14. Awarding of technical considerations licensing in social field;
15. Awarding and revocation of licenses in social sector under its authority;
16. Implementation of investigation the criminal violations in social sector in accordance with legislation provision;
17. Implementation of purchase or acquisition or construction of tangible fixed assets to be used in the course of the duties and functions;
18. Implementation of maintenance of local property used in the course of the duties and functions;
19. Implementation of asset management policies that are in their control area;
20. Implementation of non-tax revenue collection;



21. Public administration management includes program planning, management, administration, finance, personnel, housekeeping, equipment, public relations, literature and archival;
22. Implementation of *Standar Pelayanan Minimal* (SPM);
23. Formulation and implementation of *Standar Pelayanan Publik* (SPP) and *Standar Operasional and Prosedur* (SOP);
24. Implementation of measurement *Indeks Kepuasan Masyarakat* (IKM) and / or implementation of customer periodically polls show that aims to improve quality of service;
25. Management of public complaints in social sector;
26. Submission of data development results and other information related to public services on a regular basis through the web site of Local Government;
27. Empowerment and development of functional positions;
28. Implementation of *Unit Pelayanan Terpadu* (UPT) and functional positions;
29. Evaluation and reporting implementation of the basic tasks and functions;
30. Implementation of the other duties assigned by the Mayor in accordance with its duties and functions.



**Figure 4.1 Organizational Structure Social Agency in Malang City**

*Source: Local Regulation in Malang City No. 6 of 2012 Jo Malang Mayor Regulation No. 55 of 2012, Reprocessed by author*





Head of Agency have the tasks:

1. As Policymakers;
2. Authority and responsibility for social services and programs which implemented by Social Agency in Malang City.

Secretary have the tasks:

Secretary in charge of carrying out basic tasks and general administrative management which includes program planning, management, administration, finance, personnel, housekeeping, equipment, public relations, library and archival office. Secretary consists of:

1. Sub Division of Programs in charge of implementing the main tasks of the program, evaluation and reporting;
2. Sub Division of Finance in charge of implementing the basic tasks of budget management and financial administration;
3. Sub Division of Public duty in implementing basic tasks include the management of common administrative procedures, administration, staffing, housekeeping, equipment, public relations, library and archives.

Rehabilitation Social Division have the tasks:

Rehabilitation Social Division tasked of implementing the main tasks of the organization Rehabilitation Social for people with *tuna sosial*, disabled, children and the elderly people who are socially consists of:

1. Rehabilitation Social people with *tuna sosial* Section;
2. Rehabilitation Social people with disabled Section;

### 3. Rehabilitation Social people with children and the elderly people Section.

Social Empowerment Division have the tasks:

Social Empowerment Division tasked of implementing the main tasks of the guidance and social welfare empowerment consists of:

1. Guidance of social participation society and counseling social section;
2. Guidance of Heroism, pioneer and Social Solidarity section;
3. Social Empowerment of Poor people section;

Social Aid and Protection Division have the tasks:

Social Aid and Protection Division tasked of implementing the main tasks of management Ai dand Social Protection consists of:

1. Social Aid and Disaster Section;
2. Advocacy Aid and Social Protection Section;
3. Management Resources and Social Security Social Fund Section.

UPT have the tasks:

UPT tasks as operational and/or support activities Social Agency in Malang City.

Functional Position Group has the task:

Functional Position Group tasked of implementing some tasks of the City Government with their skills and needs.

The Apparatus Resources of Social Agency in Malang City consist of *Pegawai Negeri Sipil* (PNS), *Pekerja Sosial* (Peksos) and *Petugas Pendamping* (PKH) are as follows:

1. Based on the status of staffing and personnel placement are:
  - a. Head of Agency : 1 people
  - b. Secretary : 12 people
  - c. Social Empowerment Division : 8 people
  - d. Rehabilitation Social Division : 6 people
  - e. Social Aid and Protection Division : 5 people
2. Based on Education, Rank/Group and Level

**Table 4.1 Data of employee according to Education, Rank/Group and Level**

No	Gol.	Jml		General Education						Level Education				
		L	P	SD	SMP	SMA	D3	S1	S2	Struktural			Fungsional	
										PIM IV	PIM III	PIM II	PPNS	Lain2
1	2	3		4	5	6	7	8	9	10	11	12	13	14
1.	IV-d													
	IV-c													
	IV-b	1	1						2		1	1		
	IV-a	1	3					2	2		2			
2.	III-d	3	3				1	5		6				
	III-c	1	4			1		2	2	4				
	III-b		1			1								
	III-a		1					1						
3.	II-d		1			1								
	II-c	1				1								
	II-b	4	1			5								
	II-a	3				3								
4.	I-d	1			1									
	I-c	1				1								
	I-b			1										
	I-a													
Amount		15	15	1	1	12	1	10	6	10	3	1		
5.	CPNS	1												
6.	PTT													
Total Amount		16	15	1	1	12	1	10	6	10	3	1		

Source: Renstra 2014-2018 Social Agency in Malang City

**Table 4.2 Data of Peksos and PKH**

No	Gol.	Jml		Pendidikan Umum						Pendidikan Penjejjangan			
		L	P	SD	SMP	SMA	D3	S1	S2	Teknis/ Fungsional		Lain-2	
1	2	3		4	5	6	7	8	9	10	11	12	13



No	Gol.	Jml		Pendidikan Umum						Pendidikan Penjurusan		
		L	P	SD	SMP	SMA	D3	S1	S2	Teknis/ Fungsional		Lain-2
1.	Peksos	1	4			2	1	2				
2.	Petugas Pendamping PKH	8	11					19				
<b>Jumlah Total</b>		19	15					19				

Source: Renstra 2014-2018 Social Agency in Malang City

## b. Public Service Program for Elderly People Welfare at Social Agency in Malang City

Malang city development are increasingly growing rapidly adapt to the community needs related to public services. Public Service at Social Agency in Malang City have objectives to achieve decent life and to fulfill basic needs of their rights and to achieve social welfare. Public Service for elderly people welfare at Social Agency in Malang City expected to provide services in a planned, purposeful and sustainable. If the public service can run with both of social welfare can be realized. Social welfare is a condition in which the fulfillment of material needs, spiritual and social communities in order to earn a decent living and to develop themselves. So that, it is can implementing a social function properly. Implementation of public service functions for elderly people social welfare. Government is useful for fulfill the basic needs of community, which includes:

1. Social Rehabilitation which objective to restore and to develop the ability of a person who experienced social dysfunction. Social

rehabilitation have objectives to perform their social function appropriately, persuasive, motivating, coercive, whether in family, community and social parlor. Social rehabilitation is implementing in the form of motivation and diagnosis of psychosocial, vocational training and fostering entrepreneurship, mental guidance of spiritual, physical, social and psychosocial counseling, accessibility of services, social of aid and protection, guidance resonalitation, advanced guidance and referrals;

2. Social security is objective to ensure the poor people, displaced people, displaced elderly people with physical disabilities, mentally, physically and mentally, the ex-former with chronic diseases who have problems of socio-economic incompetence that fulfill the basic needs. In addition, the appreciation of services are to pioneer freedom fighters, and the family hero. Social security insurance is given in the form of social welfare and sustainable direct assistance;
3. Social empowerment objective to empowerment of PMKS in order to fulfill their needs independently. In addition, to increase the participation of agency and/or individuals as PSKS the implementation of social welfare, social empowerment through: an increase in the willingness and ability, calling the basic values, potential and resources, the provision of access , and provision of business support.

4. Social protection is objective on individuals, families, groups, or communities that suffered shocks and social vulnerability. It is can continue to live, either temporary or ongoing in the form: direct aid, provision of accessibility and or strengthening of institutions.

PMKS is an individual, family, group or community as an obstacle, difficulty, or distractions cannot perform their social function. So that, it cannot be fulfill their needs like physical, spiritual and social adequate and reasonable. Implementation of social welfare is prioritized to those who have a life that is not feasible humanitarian and social issues appropriate criteria. According to attachment Regulation of Social Ministry No. 8 of 2012 about Guidelines for Data Collection and Data Management PMKS and PSKS

1. Childhood Displaced;
2. Children Displaced;
3. Children in conflict with the law;
4. Street Children;
5. *Anak Dengan Kedisabilitasn* (ADK);
6. Children being Victims of Violence / Treated Wrong;
7. Children who require special protection;
8. Elderly people Displaced;
9. People with Disabilities;
10. Indecent;
11. Homeless and Homeless psychotic;



12. Beggars;
13. Scavengers;
14. Minorities Group;
15. *Bekas Warga Binaan Lembaga Permasayarakatan* (BWBLP);
16. People with HIV/AIDS (ODHA);
17. Victims of Drug Abuse;
18. Victims of Trafficking;
19. Victims of Violence;
20. *Pekerja Migran Bermasalah Sosial* (PMBS);
21. Victims of Natural Disasters;
22. Social Disaster Victims;
23. Women Prone Socioeconomic;
24. Poor People;
25. Social Psychological Troubled Families;
26. Remote Indigenous Communities.

Data of PSKS:

1. *Pekerja Sosial Profesional* (PSP);
2. *Pekerja Sosial Masyarakat* (PSM);
3. *Taruna Siaga Bencana* (TAGANA);
4. *Lembaga Kesejahteraan Sosial* (LKS);
5. *Karang Taruna*;
6. *Lembaga Konsultasi Kesejahteraan Keluarga* (LK3);
7. Family Pioner;

8. *Wahana Kesejahteraan Sosial Keluarga Berbasis Masyarakat* (WKSBM);
9. Women Leaders Social Welfare;
10. Social Instructor;
11. *Tenaga Kesejahteraan Sosial kecamatan* (TKSK);
12. Business World.

Based on PMKS above shows that Social Agency in Malang City has a wide range of programs related to social services. One of elderly people displaced into one of problem social welfare. Miss Indras Sri Citowati, SP, MM as Head of Social Rehabilitation Children and Elderly People Section at Social Agency in Malang City. She was in charge of providing public services to the elderly people.

Elderly people social services was done by Social Agency in Malang City came from City Government Policy, Province Government nor Social Ministry. Elderly people consist of potential and non-potential. Researcher is getting full explanation of Head of Social Rehabilitation Children and Elderly People Section at Social Agency in Malang City about public service for elderly people. Based on interview result with Mrs. Indras Sri Citowati, SP, MM:

*“Lanjut usia itu terdiri dari Lanjut Usia potensial dan Lanjut usia tidak Potensial. Program yang diberikan berbeda-beda. Jika untuk lanjut usia yang tidak potensial kami memberikan bantuan ASLUT yang didapat Rp. 200.000,-/perbulan. Jika untuk yang potensial dan terlantar kami memfasilitasi rujukan ke panti-panti”. (Wawancara, 25 Oktober 2016).*

“Elderly people consist of potential and non-potential. The given program is different. If for the elderly people non-potential, we are



provide to assistance ASLUT obtained Rp. 200.000, -/ month. If for elderly people non-potential and displaced, we are giving facilities referrals to social parlor". (Interview, October 25<sup>th</sup> 2016).

According to statement from Mrs Indras Sri Citowati, SP, MM, Putri as staff of Social Rehabilitation Children and Elderly People Section at Social Agency in Malang City providing same argument about public service for elderly people, namely:

*"ASLUT ini digunakan sebagai salah satu pelayanan sosial yang di dapat dari Kementerian. Selain itu juga ada pelayanan LIPONSOS, Pemberian bantuan sembako baik dari Provinsi maupun Daerah, Rujukan ke Panti Sosial Milik Provinsi. Semua pelayanan yang diberikan sesuai dengan kriteria lanjut usia. Intinya lanjut usia itu memang sangat membutuhkan bantuan baik berupa perlindungan, perawatan. Nah, Dinas Sosial ini sebagai jembatan untuk memberikan pelayanan sosial dengan baik". (Wawancara, 26 Oktober 2016).*

"This ASLUT is used as one of the social services obtained from the Ministry. There was also a service LIPONSOS, Providing of basic food aid either from the Provincial and Regional, Referral to Social Parlor Provincial Owned. All services are provided in accordance with the criteria of the elderly people. In essence it is the elderly people in need of aid in the form of protection, care. Well, this Social Agency as a bridge to provide better social services." (Interview, October 26<sup>th</sup>, 2016).

Based on the previous explanatory. It can be concluded that the public services for elderly people is leading to social services provided to the elderly people have aged 60 or above who need special attention. Elderly people are consist of elderly people potential and non-potential. Hopefully, elderly people services can provide economic and social welfare. Social Agency in Malang City as one place to provide social services for elderly people to right target effectively and efficiently.



Local Regulation in Malang City No. 13 of 2015 about elderly people welfare asserts that elderly people need to improve the welfare, protection and development potential and productivity. It has objective to realize elderly people who useful life, quality and independent which is expected to be developed, to advance welfare of themselves, their families and communities. Elderly people are who have reached aged 60 or above. Elderly welfare have objectives to provide an order of social life and livelihood are suffused by a sense of safety, decency and peace of mind. So that, elderly people can fulfill the needs of physical, spiritual and social as well as possible to uphold human rights.

According to Local Regulation in Malang City No. 13 of 2015 about elderly people welfare. Based on statement from Mrs. Indras Sri Citowati, SP, MM about public services for elderly people at Social Agency in Malang City:

*“Dinas Sosial Kota Malang itu sendiri bukan hanya focus pada lanjut usia saja namun seluruh Penyandang Masalah Kesejahteraan Sosial. Jika ditanya tentang pelayanan sosial lanjut usia ya seperti ASLUT itu kebijakan dari Kementerian. Kemudian ada juga pemberian sembako namun ini tidak tentu. Pemberian sembako dari provinsi pernah dari daerah juga pernah. Lalu ada juga Lingkungan pondok sosial (LIPONSOS), kemudian ada juga tentang Rujukan ke Panti Sosial bagi Lanjut Usia yang terlantar. Kalau masalah lansia kami lebih ke Lanjut usia yang terlantar. Untuk lanjut usia yang tidak terlantar lebih diarahkan ke pemberian sembako. Itupun, pemberian sembako juga untuk seluruh masyarakat yang kurang mampu”. (Wawancara, 25 Oktober 2016).*

“Social Agency in Malang City is not only focus on elderly people but all social welfare problems. When asked about social services for elderly people such as ASLUT this policy from Ministry. Then there is also the provision of basic needs aid, but not necessarily. The provision of basic foods aid from provinces and local. And then, there is LIPONSOS, and about Referral to Social Parlor for

displaced elderly people. If the problem elderly people is focus on displaced elderly people. Un-displaced elderly people get provision of basic foods. Even then, provision of basic food aid as well for all the poor people”. (Interview, October 25<sup>th</sup>, 2016).

As for public services for elderly people described by Mrs. Putri as staff of Social Rehabilitation Children and Elderly People Section at Social Agency in Malang City expressed as follows:

*“Kalau pelayanan khusus lanjut usia sebenarnya hampir sama ya mbak dengan pelayanan PMKS. Hanya saja yang khusus itu ASLUT (Asistensi Lanjut Usia Terlantar) dan Rujukan ke Panti Sosial milik Provinsi. Panti Sosial Milik Provinsi ini ada di beberapa daerah. Seingat saya di Blitar, Pandaan, Jombang, Banyuwangi. Kota Malang atau Kabupaten Malang belum memiliki panti sosial khusus Lanjut Usia. Ada tapi milik swasta”.* (Wawancara, 26 Oktober 2016).

“If special services for elderly people almost the same with PMKS services. *Asistensi Sosial Lanjut Usia Terlantar* (ASLUT) and Referral to Social Parlor Provincial Owned are special services. Social Parlor in Blitar, Pandaan, Jombang, Banyuwangi. Malang City or Malang Regency not have a special social parlor for elderly people. There is social parlor private owned”. (Interview, October 26<sup>th</sup>, 2016).

In addition, with regard to the requirements of social services for elderly people is as follows based on a statement Mrs. Indras Sri Citowati, SP, MM:

*“Dinas Sosial Kota Malang ini tidak menangani semua lanjut usia melainkan yang ditangani adalah lanjut usia yang terlantar istilahnya lanjut usia yang tidak produktif. Lanjut usia yang butuh dampingan. Makanya, ada yang namanya Petugas Sosial Masyarakat (PSM) yang bertugas memberikan pendampingan dan perlindungan bagi lanjut usia. Kalau lanjut usia yang terlantar lainnya biasanya di rujukan ke Panti Sosial baik milik swasta atau pemerintah tergantung kuota tapi yang lebih diutamakan ke pemerintahnya”.* (Wawancara, 26 Oktober 2016).

“Social Agency in Malang City just handled displaced elderly people. Displaced elderly people is elderly who are not productive. Elderly people who need assistance. Hence, there is such thing



*Petugas Sosial Masyarakat* (PSM) tasked with providing assistance and protection for elderly people. If the displaced elderly people are more generally referral social parlor private owned or provincial owned. It is depend on quotas but Social Agency in Malang City are preferred to provincial owned”. (Interview, October, 26<sup>th</sup> 2016).

Thus, it can be concluded that the social services for elderly people have objective to provide elderly people welfare. Basically, elderly people in need of protection, assistance and guidance. Social Service for elderly people at Social Agency in Malang City more preferred non-potential and displaced elderly people. So, social service for elderly people such as *Asistensi Lanjut Usia Terlantar* (ASLUT), *Operasional Loka Bina Karya Pandanwangi* as *Lingkungan Pondok Sosial* (LIPONSOS), providing of basic food aid, referral services to social parlor Provincial Owned, repatriation of displaced people to the origin region, Social guidance and coaching of elderly people, along with *Karang Werda* empowerment. Following is a table overview public service program for elderly people welfare at Social Agency in Malang City:

**Table 4.3 Types and Objectives Public Service Program for Elderly People Welfare at Social Agency in Malang City**

No	Types of Program	Objectives
1	ASLUT	<ul style="list-style-type: none"> <li>- To provide protection and assistance;</li> <li>- To providing relief on the burden of life to fulfill daily needs.</li> </ul>
2	<i>Operasional Loka Bina Karya Pandanwangi</i> as LIPONSOS	<ul style="list-style-type: none"> <li>- To provide facilitate PMKS displaced in order to obtain temporary residence;</li> <li>- To helps in the health service and fulfill needs of eating and drinking.</li> </ul>
3.	Providing of Basic food Aid	<ul style="list-style-type: none"> <li>- To relieve the burden of living in fulfilling the basic needs.</li> </ul>



No	Types of Program	Objectives
4.	Referral Services to Social Parlor Provincial Owned	- To provide a referral for displaced elderly people in order to obtain a guarantee of protection that is shared dwelling; - Providing a good facility.
5.	Repatriation of displaced people to the origin region	- To provide budgets for relief on the cost of return to origin place;
6.	Social Guidance and Development of Elderly People	- To provide guidance and motivation for elderly people in order to socialization; - To fostering elderly people in order to grow.
7.	Karang Werda Empowerment	- To provide facility to make activity and develop the business.

Source: Interview of Researcher.

**Table 4.4 Targets of Public Services Program for Elderly People Welfare at Social Agency Malang City**

No	Type of Program	Targets	Region that get program
1	ASLUT	Displaced or non-productive Elderly people, elderly people who do not have relatives and elderly people still have a place to stay although join in the home.	- Klojen District: Kauman, Bareng, Oro-oro Dowo Sub-district; - Kedungkandang District: Buring, Bumiayu, Kedungkandang, Lesanpuro, Sawojajar Sub-district; - Sukun District: Cipto Mulyo, Bandungrejosari, Gadang, Sukun, Tanjungrejo, Pisang candi, Mulyorejo, Kebonsari Sub-district
2	Operasional Loka Bina Karya	Displaced PMKS. It is do not have place to	All of displaced PMKS in Malang City.

No	Type of Program	Targets	Region that get program
	<i>Pandanwangi</i> as LIPONSOS	stay permanent but healthy condition.	
3.	Providing of Basic food Aid	For Poor People and PMKS include elderly people.	All of Poor People and PMKS includes elderly people in Malang City.
4.	Referral Services to Social Parlor Provincial Owned	Displaced elderly people, healthy condition elderly people, elderly people do not have relatives and elderly people still have a place to stay although join in the home.	Displaced Elderly people, healthy condition, do not have relatives and still have a place to stay although join in the home, in Malang City.
5.	Repatriation of displaced people to the origin region	Displaced people in Malang City include elderly people.	Displaced People in Malang City.
6.	Social Guidance and Coaching of Elderly People	Productive elderly people that have potential.	Elderly people productive that have potential in Malang City
7.	<i>Karang Werda</i> Empowerment	Productive elderly people, representative every district.	All of district in Malang City: Kedungkandang, Lowokwaru, Klojen, Sukun, Blimbing

Source: Interview of Researcher.

**Table 4.5 Budgets of Public Service Program for Elderly People Welfare at Social Agency in Malang City**

No	Type of Program	Budget	Source
1	ASLUT	Rp. 130.800.000,-/year (in 2015, 50 people)	Social Ministry
2	<i>Operasional Loka Bina Karya Pandanwangi</i> as LIPONSOS	Rp. 82.546.500,-/year (in 2016)	APBD of City
3.	Providing of Basic food Aid	Rp 75.000.000,-/year (in 2016, 350 basic food)	APBD of City, APBD of



No	Type of Program	Budget	Source
			Province and Social Ministry
4.	Referral Services to Social Parlor Provincial Owned	Rp 200.000.000,-/ year (in 2016)	APBD of Province
5.	Repatriation of displaced people to the origin region	Rp 21.900.000,-/ year (in 2016, 150 people)	APBD of City
6.	Social Guidance and Coaching of Elderly People	Rp 125.000.000,-/ year (in 2016, 200 people)	APBD of City
7.	Karang Werda Empowerment	Rp 125.000.000,-/ year (in 2016, 1000 people)	APBD of City
TOTAL BUDGET		Rp. 760.246.500,-.	

*Source: Matrix of Activity Program, Rentra 2014-2016 at Social Agency in Malang City.*

Based on table above, total budget for public service for elderly people welfare in Social Agency Malang City is Rp. 760.246.500,-. Public Service Program; First, ASLUT which meant that program of Social Ministry the purpose for provide social protection to displaced elderly people in the form of cash. ASLUT is can be used to fulfill basic needs. So, is expected to maintain the level of social welfare. ASLUTprogram are given to 50 people in Malang City.





**Figure 4.2 Asistensi Lanjut Usia Terlantar (ASLUT) in Klojen District, October 2016**

Source: Taken by researchers.

*Asistensi Lanjut Usia Terlantar (ASLUT) is needed to guarantee elderly people welfare. Elderly people in Malang City needed to protection and accompaniment. This was confirmed by Mr. Nunang.*

*“Lanjut Usia yang kita kunjungi ini sangat kasian mbak Heldha, Rumahnya benar-benar hanya sepetak ya yang digunakan sebagai sholat, tidur, dan memasak untuk mandi harus mengantri di tempat mandi umum. Hal ini memang perlu diperhatikan mbak, padahal ini di Kota masih saja ada Lanjut Usia yang Terlantar”. (Wawancara, 21 Oktober 2016).*

*“Elderly people that has been visitis poor Mbak Heldha, Their house is really just a patch used as praying, sleeping, and cooking to bathing must queue up at public baths. It is worth noting, when this city was still there displaced elderly people.” (Interview, October 21<sup>th</sup>, 2016).*

Based on interview result above show that ASLUT Program is needed by displaced elderly people. It is expected with this program the displaced elderly people get more attention of local authorities. Protection in the form of health control and also the provision of budgets of Rp. 200.000,-/month.

Second, *Operasional Bina Karya Pandanwangi as Lingkungan Pondok Sosial* (LIPONSOS) has objective to accommodate *Penyandang Masalah Kesejahteraan Sosial* (PMKS) temporarily which will be restored to their proper place. This meant that not many displaced of vagrants and beggars in Malang City. Besides that, This *Lingkungan Pondok Sosial* (LIPONSOS) is a temporary place for elderly people which later will referral services to social parlor provincial owned. Based on statement from Mrs. Putri as staff of Social Rehabilitation Children and Elderly People Section at Social Agency in Malang City stated that:

*“LIPONSOS ini adalah satu-satunya pelayanan yang berbeda dengan Dinas Sosial lain, bisa mbak bandingkan dengan Dinas Sosial Kabupaten Malang pasti tidak ada LIPONSOS. Dulunya LIPONSOS ini ada disebelah Dinas Sosial Kota Malang sekarang pindah di daerah pandanwangi. Tujuan adanya LIPONSOS ini adalah untuk penampungan sementara bagi masyarakat yang terlantar. Biasanya, kami mengadakan razia bagi gelandangan dan pengemis kemudian kami tempatkan mereka ke tempat penampungan sementara yang lebih layak huni.”* (Wawancara, 26 Oktober 2016).

“LIPONSOS is one of difference services with another Social Agency, you can compare with Social Agency in Malang Regency surely no LIPONSOS. Formerly this LIPONSOS no side Social Agency in Malang City now moving in the Pandanwangi Region LIPONSOS is objective a temporary place for displaced people. Normally, we are conduct raids for vagrants and beggars and then we can put them to temporary place more livable.” (Interview, October 26<sup>th</sup>, 2016).

Based on interview result earned a describe LIPONSOS services help people in order to get a temporary residence more viable. LIPONSOS can be called as *Loka Bina Karya* (LKB). The residences of LIPONSOS



is will be renovated and constructed better. For while, it is still able to accommodate 10-15 people with consists of 7 bedrooms.



**Figure 4.3 LIPONSOS Pandanwangi in Malang City**

*Source: Taken by researchers.*



**Figure 4.4 Condition of bedroom Lingkungan Pondok Sosial (LIPONSOS) Pandanwangi in Malang City**

*Source: Taken by researchers.*

Third, Providing of Basic food Aid. Basically, Providing of Basic food Aid is to lighten the burden of the poor people and PMKS and others. Basic Food Aid is given useful to meet the daily basic objectives. It has objective to provide welfare for the poor people and PMKS include elderly



people. As a statement from Mrs. Titis “*Bantuan sembako ditujukan kepada masyarakat yang kurang mampu, sekitar 350 sembako kami bagikan. Kalau tidak salah anggarannya ada yang dari APBD Kota ada juga dari APBD Provinsi*”. (Wawancara, 25 Oktober 2016). “Basic food Aid is addressed to the poor people, we distributed about 350 Basic Food. If there are not any budget from the APBD of City budget also from APBD of Province”. (Interview, October 25<sup>th</sup>, 2016). Therefore, good basic food aid have objectives to ease the burden of life and to fulfill daily needs. Thus, public not imposed on basic necessities is getting more ride.



**Figure 4.5 First Milestone *Rumah Tidak Layak Huni* (RTLH) and Providing of Basic food in Malang City**

Source: [dinsos.malangkota.go.id](http://dinsos.malangkota.go.id)

Fourth, Referral Services to Social Parlor Provincial Owned is services for displaced elderly people still have good health condition. If there are elderly people suffering, Social Agency in Malang City referral to Hospital previously. After that, if there are elderly people health, Social Agency in Malang City referral to Social Parlor Provincial Owned based on requirement and provision.



**Figure 4.6 Referral Services PMKS to Syaiful Anwar Hospital**  
 Source: [dinsos.malangkota.go.id](http://dinsos.malangkota.go.id)

Referral Services to Social Parlor Provincial Owned is not an easy. Services are requires a degree of patience because not all elderly people want to referral service social parlor provincial owned. It is narrated by Mrs. Putri staff of Social Rehabilitation Children and Elderly People Section at Social Agency in Malang City which usually handles it.

*“Menjadi pekerja sosial memang dituntut untuk bersabar mbak. Contohnya seperti merujuk lanjut usia ke Panti Sosial baik. Karakter lanjut usia yang kembali seperti anak kecil membutuhkan bimbingan dan perlindungan harus pelan-pelan dengan sedikit merayu agar lanjut usia itu mau ditempatkan. Banyak alasannya lansia tidak ingin dirujuk ke panti ada yang sudah nyaman dengan tempat tinggal sekarang meskipun dibawah jembatan. Ada juga yang merasa terkekang hidupnya tidak sebebas jika diluar panti. Macam-macam mbak alasanya”.* (Wawancara, 26 Oktober 2016).

“Being a social worker is required to be patient. For examples: one of better action is elderly people referred to the social parlor. Character elderly people are back like a child in need of assistance and protection. So, to protect elderly people should be slowly with little woo that the elderly people would be placed. There are many reasons elderly people do not want to be referred to the social parlor. Because elderly people are comfortable with homestay although under the bridge. There is a feeling constrained lives. It is various the reason”. (Interview, October 26<sup>th</sup>, 2016).



Based on interview result above describes that Referral Service to Social Parlor Provincial Owned are requires a high level of patience. Services are given to elderly people as well as possible. Social Agency in Malang City has provided referral facility that objective to provide shelter and a decent environment. Fifth, Repatriation of displaced people to the origin region. This services directed not only to elderly people but to community that has purpose to visit one of her relatives in Malang City but cannot find it. Repatriation has objective to avoid any overcrowding that will be made in Malang City as place to urbanization. Services have lasted a long time and get a good response from the community.



**Figure 4.7 Penyandang Masalah Kesejahteraan Sosial (PMKS)  
In street**

Source: [dinsos.malangkota.go.id](http://dinsos.malangkota.go.id)



As told by Mr. Teguh. *“Bekerja di Dinas Sosial ini sebenarnya tidak susah mbak. Sama saja dengan menabung kebaikan. Saya pernah memulangkan orang ke tempat asalnya, orang yang terlantar ini butuh dampingan karena orangnya sudah tua. Kemudian, kami mengantarnya sampai rumah asalnya rasanya begitu lega dan senang ketika melihat orang tersebut kembali bersama keluarganya”*. (Wawancara, 24 Oktober 2016). *“Working in the Social Department is actually not difficult. Same thing with saving goodness. I am never repatriate people to their origin place. Displaced people are need assistance because of his old age. Then, we are drove up to origin place. He is felt happy when back with his family”*. (Interview, October 24<sup>th</sup>, 2016). Repatriation of displaced people to origin region is supported by community as a means of social service facilities provider. Things before the repatriation was a raid homeless and beggars. If there are people who have been abandoned or lost then sent back to their origion region.

Sixth, Social Guidance and Coaching of Elderly People is service program provide to elderly people in order to be able to socialize planting motivation for others. Besides that, Social Guidance is used as a tool to provide encouragement to the elderly people for living a daily life. Target of Social Guidance is displaced elderly people.



**Figure 4.8 Mental guidance Penyandang Masalah Kesejahteraan Sosial Masyarakat (PMKS).**

Source: [www.dinsos.malangkota.go.id](http://www.dinsos.malangkota.go.id).

Different to Social Guidance Services, coaching of elderly people is used as a tool to foster the elderly people to have knowledge family problem conflicts. It is like the story from Mrs. Putri *"Bimbingan ini biasanya dilaksanakan di gedung sebelah mbak, bimbingan sekaligus pembinaan yang dibahas ya masalah konflik keluarga. Istilahnya seperti curhat dan nanti diberikan solusi terhadap permasalahan tersebut."* (Wawancara, 26 Oktober 2016). "This Guidance is usually held in the building next door, guidance and coaching discussed about family problem conflict. It is term as a shoulder to cry on and later given a solution to these problems. "(Interview, October 26, 2016). It is illustrates that guidance service and coaching very needed.

Seventh, *Karang Werda* Empowerment has objective to help place for elderly people to be able to stay in touch between people. Member of *Karang Werda* are elderly people aged 60 or above and elderly people community aged 45-59. Besides that, there are activity of *Karang*



*Werdha* empowerment like celebrations, *Posyandu* activities in RW level and special treatment of the elderly people. This statement was confirmed by Mrs. Indras Sri Citowati, SP, MM as Head of Social Rehabilitation Children and Elderly People Section at Social Agency in Malang City.

“Ada wadah untuk lanjut usia berkembang. Semacam karang taruna. Untuk lanjut usia namanya karang werdha yang seluruh anggotanya lanjut usia yang produktif.” (Wawancara, 25 Oktober 2016). “There is a place for growing elderly people. A kind of *Karang Taruna*. *Karang Werdha* is for elderly people. Member of *Karang Werdha* is productive elderly people”. (Interview, October 25<sup>th</sup>, 2016).



**Figure 4.9 Competition of Karang Werdha  
Achievement level of East Java**

Sumber: [www.dinsos.malangkota.go.id](http://www.dinsos.malangkota.go.id)

Thus, it can be concluded that public service for elderly people welfare is more directed to social services. Social services was done by Social Agency in Malang City consist of 7 (seven) kind of services, namely: *Asistensi Lanjut Usia Terlantar* (ASLUT), *Operasional Loka*



*Bina Karya Pandanwangi as Lingkungan Pondok Sosial (LIPONSOS), Providing of Basic food Aid, Referral Services to Social Parlor Provincial Owned, Repatriation of displaced people to origin region, Social Guidance and Coaching of Elderly People among the Karang Werda Empowerment. Every social services provided has objective to improve elderly people welfare.*

**c. Quality of Public Services at Social Agency in Malang City**

Based on principle of service established in accordance Decision of *Menteri Pendayagunaan Aparatur Negara* No. 63/KEP/M.PAN/7/2003 which later developed into 14 elements that are "relevant", "valid" and "reliable", as the minimal elements that must exist for *Indeks Kepuasan Masyarakat (IKM)* basis is as follows; *Services procedure, services requirements, services personnel clarity, services personnel clarity, services personnel responsibility, services personnel ability, services speed, fairness get the services, courtesy and friendliness of the officer, reasonableness of fees, certainly charge of services, certainly schedule of service, environmental comfort, services security.* Based on the researchers took (3) three indicators that are relevant to Social Agency in Malang City namely: Transparency (related to transparency of budget); Accountability (responsibility of public servant); Justice to provide public service.

Therefore, researchers interviewed as many as 23 (twenty three) respondents consisting of 5 (five) respondents of ASLUT, 3 (three)

respondents of *Operasional Loka Bina Karya Pandanwangi* as LIPONSOS, 3 (three) respondents of Assistance of Basic food Aid, 3 (three) respondents of Referral Services to Social Parlor Provincial Owned, 3 (three) respondents of Repatriation of displaced people to origin region, 3 (three) respondents of Social Guidance and Coaching Elderly People, 3 (three) respondents of *Karang Werda* Empowerment. It is used to know about quality of public service for elderly people welfare at Social Agency in Malang City.



**Table 4.6 Interview Result related to Quality of Public Service at Social Agency in Malang City**

No	Program	Transparency		Accountability		Fairness	
		Better	Less than Better	Better	Less than Better	Better	Less than Better
1	ASLUT	5 informant	0 informant	5 informant	0	4 informant	1 informant
2	<i>Operasional Loka Bina Karya Pandanwangi as LIPONSOS</i>	3 informant	0	3 informant	0	2 informant	1 informant
3.	Providing of Basic Food Aid	3 informant	0	3 informant	0	2 informant	1 informant
4.	Referral Services to Social Parlor Provincial Owned	3 informant	0	2 informant	1 informant	3 informant	0
5.	Repatriation of displaced people to origin region	1 informant	2 informant	3 informant	0	1 informant	2 informant
6.	Social Guidance and Development Elderly People	2 informant	1 informant	3 informant	0	1 informant	2 informant
7.	<i>Karang Werda Empowerment</i>	1 informant	2 informant	2 informant	1 informant	3 informant	0

Source: (Observation and Interview Result, October and November 2016).



**Table 4.7 Research Result of Quality of Public Service People at Social Agency in Malang City**

No	Program	Transparency	Accountability	Fairness
1	ASLUT	ASLUT is provide budgets for Rp 200.000,-/ month. Transparency is <b>better</b> .	Accountability was done by Social Agency in Malang City already run <b>better</b> . This was seen when Social Agency in Malang City participate to control and to provide ASLUT directly.	Community is assumes that ASLUT program Fairness and <b>better</b> .
2	<i>Operasional Loka Bina Karya Pandanwangi</i> as LIPONSOS	LIPONSOS has provided assistance better. Such as shelter, food and daily necessities. So, transparency is considered to be <b>better</b> .	Accountability from Social Agency in Malang City and LIPONSOS nanny is already <b>better</b> value.	Fairness perceived by the public is considered to be <b>better</b> .
3.	Providing of Basic Food Aid	Providing of basic food aid is transparent. Corresponding amount given is 150 basic food. That is to say transparency is <b>better</b> .	Accountability of Social Agency in Malang City is <b>better</b> because providing of basic food aid made directly.	Community assumes that information provided are less thoroughly. So, there are people are not getting basic food aid. Thus, Fairness is still <b>less than better</b> .
4.	Referral Services to Social Parlor Provincial Owned	Referral Services to Social Parlor Provincial Owned was done openly by seeing elderly people. Accordance to criteria. Thus, it can be said that Referral Services to Social Parlor Provincial Owned is <b>better</b> .	Employees of Social Agency in Malang City has done a job <b>better</b> . By the way, trying to give the elderly people care with patience.	Fairness was <b>better</b> . No distinction of race and class.

No	Program	Transparency	Accountability	Fairness
5.	Repatriation of displaced people to origin region	Repatriation of displaced people to origin region response from the community is <b>less than better</b> because people are not know of the money that should have been given.	Accountability of Social Agency in Malang City has done its job <b>better</b> appropriate goals and objectives.	Fairness is still <b>less than better</b> because not all displaced people can be repatriated to the place of origin.
6.	Social Guidance and Development Elderly People	Social Guidance and Development Elderly People in terms of transparency is <b>less than better</b> . Community is did not know the nominal budgets spent in the administration Social Guidance and Development Elderly People.	Accountability was done Social Agency in Malang City already run <b>better</b> with given social guidance and development elderly people expected to run daily life.	Not all elderly people get social guidance and development elderly people directly from Social Agency in Malang City. So, Fairness is still <b>less than better</b> .
7.	Karang Werda Empowerment	Transparency Karang Werda Empowerment is already run <b>less than better</b> .	Transparency Social Agency in Malang City still <b>less than better</b> because Karang Werda Empowerment management handed over to the local sub-district.	Fairness in the election of members Karang Werdha is <b>better</b> because adjusting criteria.

Source: (Observation and Interview Result, October and November 2016).

Based on interview and observation research in Social Agency in Malang City, villagers recipient public service program for welfare of the elderly people in the Klojen District, Kedungkandang District and Malang City Community then obtained the following data:

1. Transparency is service that must be open in terms of any kind. Transparency has objective to provide better service and adequate. The total budget has been spent on public service program for elderly people was welfare is Rp. 760.246.500,-. While the overall activities of total budget is Rp 7.150.000.000,-. If the calculated then:

$$\frac{\text{Total budget of public service for elderly people}}{\text{Total budget of overall activities}} \times 100\%$$

$$\frac{\text{Rp. 760.246.500,-}}{\text{Rp. 7.150.000.000,-}} \times 100\% = 10,7\%$$

Transparency was done in some of the following programs: first ASLUT are considere better due to the Social Agency in Malang City. It has provided an explanation of the related budgets received by the elderly people namely Rp 200.000,-/month. ASLUT in Malang City amounted to 50 people recipients are given directly by the assistance of ASLUT existng at each district. This is apparent from interviews result with Mami Grandmother as people recipient of ASLUT program in Klojen District. *“Saya sering dikunjungi mbak oleh pak Nunang. Dapat Rp 200.000,- lumayan untuk membantu kehidupan sehari-hari.”* (Wawancara, 21 Oktober 2016). *“I am often visited by Mr. Nunang. Get Rp. 200.000,- fair to help every daily-life”.*



(Interview, October 21<sup>th</sup>, 2016). This illustrates that for the ASLUT has done well by the Social Agency in Malang City.

Second, *Operasional Loka Bina Karya Pandanwangi* as LIPONSOS.

Transparency is done by the Social Department of Malang City has done well. LIPONSOS as a temporary place for PMKS which consist of elderly people. Miss Tri as LIPONSOS nanny sataed that:

*“LIPONSOS itu penampungan sementara, dalam sebulan tidak tentu menampungnya. Lanjut Usia ada yang keluar masuk kurang lebih ada 5 orang. Saya juga kadang menangani orang terlantar yang telah keluar dari rumah sakit dibawa kesini. Kamarnya disini ada 7, kurang lebih bisa dihuni 15 orang. Kalau masalah makan sehari-hari saya sering dibantu sama mbah raminten. Uang yang diberikan Dinas Sosial cukup mbak sekitar Rp 1.500.000,- ”. (Wawancara, 8 November 2016).*

“LIPONSOS it’s temporary shelters, in a month is not necessarily them. There are elderly people out more or less incoming 5 people. Sometimes, I am is deal with internally displaced who have been out of the hospital be brought here. There is 7 (seventh) rooms, more or less could be settled 15 people. If about daily eating problems. I am often assisted with raminten grandmother. The given Social Department money is enough around Rp 1.500.000,- ”. (Interview, November 8<sup>th</sup> 2016).

Based on the interview results above get describes that the nanny of LIPONSOS understand the activities that are performed by Social Agency in Malang City. Related to budget given Social Service also Malang is not confidential. Allowances are given to eat every day at LIPONSOS amounting to Rp. 1.500.000,-/month.

Thirdly, Providing of basic food aid as a means to provide PMKS.

Basic food is given to 350 people PMKS which included inside are elderly people. Providing of basic food is given to the entire

community in a transparent manner are collected. Providing of basic food in every year there is always obtained from the APBD of city, APBD of province and Social Ministry Budgets as a whole amounted to 350 basic food. This is as told by Mrs. Putri as staff of Social Rehabilitation Children and Elderly People Section at Social Agency in Malang City. *“Bantuan sembako ini diberikan melalui 2 tahap yaitu pada bulan maret dan mei. Di tahun 2016 ada 350 sembako. Kalau masalah APBD nya berasal dari APBD Kota, Provinsi dan Kementerian Sosial”*. (Wawancara, 26 Oktober 2016). “These are providing of basic food aid through two stages in March and May. In 2016 there are 350 people. If problem APBD comes from cities, provinces and Social Ministry”. (Interview, October 26<sup>th</sup> 2016). Thus it can be concluded that transparency providing the basic food has better.

Fourth, Referral Services to Social Parlor Provincial Owned. Transparency has better. Elderly people who are still displaced and productive can be given the reference to the social homes. Whereas, for elderly people who are sick could be referred to hospital. It has objective to get treatment. This is as told by Mrs. Putri as staff of Social Rehabilitation Children and Elderly People Section at Social Agency in Malang City. *“Anggarannya dari provinsi mbak, besarnya saya kurang tahu. Yang jelas selama ini kami tidak pernah kekurangan dana untuk menangani rujukan”*. (Wawancara, 26



Oktober 2016). “Total budget is came from province, amount of budget I don’t know. We are never lack of budgets to deal with the reference”. (Interview, October 26<sup>th</sup>, 2016).

Fifth, Repatriation of displaced people to origin region. The community is felt that Social Agency in Malang City still less transparent because providing relief budgets or expenses given to displaced people. Repatriation of displaced people was done in order to help people to return to place of origin safely. Based on the interview result with Mr. Sarto from Trenggalek.

*“Saya cari saudara saya di Malang tidak ada lalu tas saya hilang saya lapor polisi tidak ada tanggapan lalu saya berjalan dari sukun mencari Dinas Sosial katanya bisa memulangkan orang. Kemudian saya cari setelah bertemu saya tidak diberikan ongkos pulang langsung masih tunggu beberapa hari. Saya berharap cepat bisa balik semoga ongkos yang diberikan cukup”.* (Wawancara, 27 Oktober 2016).

“I’m looking for my brother in Malang City. I cannot found them. I’ve lost my bag and report to police. There is no response. So, I walking from Sukun to looking for Social Department. People said that it could repatriation of displaced people. Then I found it, after meeting me not given guarantee directly still wait a few days. I hope that can quickly back in original region and I hope that guarantee given enough”. (Interview, October 27<sup>th</sup>, 2016).

Based on the interview results above illustrates that Mr. Sarto doesn’t know guarantee back home. Therefore, the Social Agency in Malang City is supposed to deliver the transparency. Related to associated nominal value provided. It can be said that transparency is still less than better.

Sixth, Social Guidance and Coaching of Elderly People can be used as a form of knowledge to implement elderly people. Process of



transparency afforded is related to openness budget in social guidance and coaching of elderly people still rated poorly by community. It is based on a statement from Khayati Grandmother. *“Saya senang dengan kegiatan ini, seperti acara di TV mama dede. Berapa dana yang dikeluarkan saya tidak tahu”*. (Wawancara, 7 November 2016).

“I am happy with this activity, such as the event on TV mama dede. How the budgets are issued I don't know”. (Interview, November 7<sup>th</sup>, 2016). In accordance with the statement above illustrates that transparency in the Social Guidance and Coaching of Elderly People is still less than better. Elderly people do not know the huge budgets spent in the event.

Seventh, *Karang Werda* Empowerment. This empowerment was followed by the entire elderly people, aged 60 or above and who is still productive and aged 49-60. *Karang Werda* Empowerment fully handled in their respective of sub-district for matters relating to the budget. Members of *Karang Werda* are seeking funding itself coupled with budgets from Social Agency in Malang City. Based on interviews with Mrs. Sumarti as the head of the Social Participation of the disabled Section and Social Elucidation. *“Pengelolaan karang werdha sepenuhnya kelurahan yang tahu, anggaran dana kami tidak bisa menjawab”*. (Wawancara, 25 Oktober 2016). “The management of the *Karang Werdha* completely the sub-district knows, budget we cannot answer”. (Interview, October 25<sup>th</sup>, 2016). This gives the

describe transparency related to budget is still less than better. As the community services are should not hesitate to give a response.

Thus, it is can be concluded that transparency was done by Social Agency in Malang City. There is run better and less than better. From the seven public services program. Transparency that was better there are 4 (four) namely ASLUT, *Operasional Loka Bina Karya Pandanwangi* as LIPONSOS, Providing of Basic food Aid and Referral Services to Social Parlor Provincial Owned . As for the transparency has was less than better there are 3 (three), namely Repatriation of displaced people to origin region, Social Guidance and Coaching Elderly People and Empowerment of *Karang Werda*. However, transparency calculation performed was done Social Agency in Malang City is 10% total budget to provided elderly people welfare.

2. Accountability. Service must be accounted for in accordance with the provisions of the law. Accountability as a form of commitment of public service to provide better service in accordance with the interests of the public. Accountability made by the Social Agency in Malang City can be seen from to care and to provide services. First, ASLUT is a Social Agency in Malang City provided to elderly people have aged 60 or above which do not have relatives. Based on interviews result with Mami Grandmother in Klojen as recipient ASLUT stated that: “*Saya ingat ini ibu yusuf, ibu mukhtar, dan pak nunang sering*



*kesini. Maaf mbak rumahnya kotor.” (Wawancara, 28 Oktober 2016).*

“I remember this Miss Yusuf, Miss Mukhtar, and Mr. Nunang often here. Sorry, its very dirty house”. (Interview, October 28<sup>th</sup>, 2016). This illustrates that Social Agency in Malang City has a high level of accountability. Every 3 or 4 months make a visit to the displaced elderly people. It have objectives to control the health of elderly people and to provide budgets of Rp. 200,000.0-directly. This is done by a social worker, *Pak RW*, *Pak Lurah* and a Officer of Social Agency in Malang City.

Second, *Operasional Loka Bina Karya Pandanwangi as Lingkungan Pondok Sosial* (LIPONSOS). In terms of Accountability of Social Agency in Malang City has better. In *Lingkungan Pondok Sosial* (LIPONSOS) there is a nanny on duty to maintain, check and control condition of client. Based on interviews result with Mrs. Tri as a nanny at *Operasional Loka Bina Karya Pandanwangi as LIPONSOS* said that:

*“Saya sebagai pengasuh juga awalnya tidak sengaja mbak, kemudian daripada saya menganggur saya kerja jadi pengasuh saja. Dinas Sosial Kota Malang memberikan bimbingan bagi pengasuh. Tidak sembarang orang bisa jadi pengasuh. Ada seleksinya mbak”. (Wawancara, 8 November 2016).*

“I am as nanny of initially unintentionally, later than unemployed I work became nanny. Social Agency in Malang City provides guidance for nanny. Not just anyone could be nanny. There is selection”. (Interview, November 8<sup>th</sup>, 2016).

Based on statements from Mrs. Tri illustrates that the Social Agency in Malang City served well in choosing a nanny of LIPONSOS not



everyone can become a nanny. It should be through the some selection. In addition, it periodically guidance is also given to the nanny. It has objective to avoid the nanny who acted ruthlessly against the client.

Thirdly, Providing of basic food. Social Agency in Malang City that seen accountability has run better duties and obligations. It is based on statements from one Malang City community who recipient basic food that is Mrs. Rupiah address at Merjosari. *“Sembakonya itu beras, minyak goreng pokoknya kebutuhan kebutuhan sehari-hari. Ya sangat lumayan membantu mbak. Dibagikannya di lapangan gajayana”*. (Wawancara, 12 November 2016). “This Basic Food like rice, cooking oil. This is household needs. It’s very helping daily life. Shared in Gajayana Field”. (Interview, November 12<sup>th</sup>, 2016). Based on the interview results illustrate that the community was pleased with providing of basic food aid. In fact, this target is that the poor people are included elderly people.

Fourth, Referral Services to Social Parlor Provincial Owned is one of the services provided to the elderly people who are still displaced and productive. Responsibility of Social Agency in Malang City is seen in dealing with the health problems suffered by elderly people clients who immediately signed in the hospital. According to the story of Mrs. Putri as staff of Social Rehabilitation Children and Elderly People Section at Social Agency in Malang City are as follows.

*“Kami selalu siap memberikan pelayanan tapi terkadang lanjut usianya yang susah diajak kerjasama mbak. Ada lanjut usia yang sering sekali keluar masuk panti ada yang kabur ada yang tidak nyaman. Pokoknya macam-macam, kami selalu cepat bertindak”. (Wawancara, 26 Oktober 2016).*

*“We are always ready to provide services but sometimes elderly people difficult to partnership. There are elderly people who are often out there who escaped the entrance there is an uncomfortable. It's many type of elderly people, we are always quick to act”. (Interview, October 26, 2016).*

All that is done in Social Agency in Malang City is interest of public services especially for elderly people. Elderly people are given the Referral Services to Social Parlor Provincial Owned not all can accept it. As a public servant of Social Agency in Malang City was responsible with the given task.

Fifth, Repatriation of displaced people to origin region. It has objective to relieve the burden of the community who abandoned on the street. Social Agency in Malang City is addressing problem with responsible. So that, it could be said that accountability Social Agency in Malang City has been better. Based on the response from the community being displaced Mr. Sarto from Trenggalek. *“Saya rasa Dinas Sosial Kota Malang tanggungjawab kok mbak, tapi biasa yang didahulukan yang dekat”. (Wawancara, 27 Oktober 2016).* “I think Social Agency in Malang City have responsibility, but the usual precedence nearly homes”. (Interview, October 27, 2016). It is show that Social Agency in Malang City run better. Statement was added by Mr. Teguh as Public Servant at Social Agency in Malang City.



*“Pemulangan orang terlantar hampir setiap bulan ada, sekitar 10-15 orang. Macam-macam rumahnya ada yang di luar Jawa juga ada. Tapi kebanyakan lanjut usia sih mbak yang cari anaknya di Malang tapi ndak ketemu”. (Wawancara 26 Oktober 2016).*

*“Repatriation of displaced people almost every month, there are about 10-15 people. A variety of her house that is outer Java. But, most elderly people who found relative in Malang but not met him”. (Interview October 26, 2016).*

Sixth, Social Guidance and Coaching of Elderly People. Accountability Social Agency in Malang City in dealing with this service is better. Elderly people are feel enthusiastic in following the guidance of the social. The usual social guidance was discussed in the related issues of conflict settlement with the family. While coaching for elderly people are conducted in the Hall of Social Agency in Malang City. In accordance with story Khayati Grandmother as follows. *“Bimbingannya masalah keluarga mbak hehe. Pertengkaran sama anak di rumah, senang dan tidak membosankan daripada di rumah”. (Wawancara, 7 November 2016).* “This guidance about Family problem. The quarrel with the children at home, I am so happy and not boring than at home.” (Interview, November 7, 2016). It has objective to elderly people can think are better solving in family problem. Therefore the response of community related responsibility of Social Guidance and Coaching of Elderly People is better.

Seventh, *Karang Werda* Empowerment done by the Social Department of Malang City with a means of control. Activities fully associated management, establishment of organizational structure



implemented by the sub-district. Empowerment of *Karang Werda* in Malang City is usually done in the Hall of the Social Service of Malang. Construction of the existing elderly health in Malang as gymnastics and choir of *Karang Werda*. An enthusiastic member of *Karang Werda* is very better. It is based on a statement from Santoso Grandfather as a Secretary of *Karang Werda* Tlogomas. "*Karang werdha solid, kami semangat menyehatkan lanjut usia*". (Wawancara, 14 November 2016). "*Karang Werda is solid, we are spirit to healthy of elderly people*". (Interview, November 14<sup>th</sup>, 2016). Enthusiastic community is not balanced with the coordination of the Social Department of Malang City that votes are still less than better, this coordination is carried out by PSM and TKSK based on the interview results with Mr. Nunang. "*Koordinasi untuk menjalankan kegiatan kadang kurang mbak, contohnya kegiatan pemberdayaan lalu pembinaan kadang kurang tenaga sosial*". (Wawancara, 21 Oktober 2016). "Coordination for running activities are sometimes less, for example the activities empowerment and coaching then sometimes less social worker". (Interview, October 21, 2016). Therefore, it can be concluded that the Responsibility Social Agency in Malang City in *Karang Werdha* Empowerment is still less than better.

Thus it can be concluded that the accountability was done by Social Agency in Malang City there is run better and less than better. From

the seven public service program. Accountability that was better there are 6 (six) namely ASLUT, *Operasional Loka Bina Karya Pandanwangi* as LIPONSOS, Providing of Basic food, Referral Services to Social Parlor Provincial Owned, Repatriation of displaced people to origin region, Social Guidance and Coaching of Elderly People. As for the accountability was less than better there is only 1 (one), namely *Karang Werdha* Empowerment.

3. Fairness is service that not doing the discriminatory views of tribe, race, region, class, social status and others. Fairness is important assessments done in providing the service. Based on social services for the elderly people, namely: first, ASLUT given to the elderly people displaced amounted to 50 people. Not all of the elderly people get it. Based on the response from the recipient of ASLUT Mami Grandmother is as follows: "*Banyak yang dapat tapi saya tidak kenal, saya kenal salah satu mbah diujung sana itu juga dapat*". (Wawancara, 21 Oktober 2016). "A lot of elderly people get ASLUT but I am not familiar with him/her, I know one of the elderly people get it". (Interview, October 21, 2016). It can be said that the reception of ASLUT already given equally to all displaced elderly people in accordance with the considerations of criteria.

Secondly, *Operasional Loka Bina Karya Pandanwangi* as LIPONSOS is seen in terms of Fairness has better. LIPONSOS have 7 (seven) bedrooms which can be inhabited by approximately 15



people. It is adapts to client needs. LIPONSOS has bedroom facilities, TV rooms, a bathroom, a dining room, and family room. Clients who get services from LIPONSOS is the all of PMKS without exception. It has service system used in turns. This is told by Grandmother Raminten: *“Saya disini sudah 2 bulan, kalau orang lain disini keluar masuk tidak tentu. Berniat cari saudara ternyata tidak ketemu. Suami saya meninggal 1 tahun lalu pensiunan ABRI dan rumah saya yang di Jakarta di gusur”*. (Wawancara, 8 November 2016). “I am here already 2 months, if anyone else here is not long time. I have relatives him/her but was not found. My husband died 1 year ago retired ABRI and home in Jakarta be evicted”. (Interview, November 8<sup>th</sup>, 2016). So, it can be stated that the Social Agency in Malang City has submitted a social service at LIPONSOS in a fair manner.

Third, Provision of basic food aid. Seen in the Fairness community feel in the providing of basic food aid that not all get. There is social jealousy happens between people. Social Agency in Malang City has recorded people who are supposed to get basic food but in a Community register belongs to the poor and prevalen. It's based on statements from one of the recipient of basic food aid. Miss Rupiah address at Merjosari: *“Kalau masalah rata atau tidak rata saya rasa belum merata mbak, masalahnya pendataannya dari RT jadi tergantung RT nya”*. (Wawancara, 12 November 2016). “If the problem providing of basic food aid. I think is not prevalen. This is



depend on *pak RT*". (Interview, November 12<sup>th</sup>, 2016). Based on the statement of Fairness in providing the basic food aid is less than better.

It is felt by Malang City community.

Fourth, Referral Services to Social Parlor Provincial Owned is one of the services provided to the displaced and productive elderly people.

Social Agency in Malang City has a displaced elderly people guarantee to get a decent place to live. Given Fairness also has been running with either. This is in accordance with statement of Mrs. Putri as staff of Social Rehabilitation Children and Elderly People Section at Social Agency in Malang City:

*"Rujukan lanjut usia ke panti ini ada prosedurnya mbak, sementara ditampung di LIPONSOS lalu di cek memenuhi kriteria atau tidak, yang melakukan pengecekannya pun bukan Dinas Sosial Kota Malang melainkan petugas dari UPT. Setelah lolos pengecekan baru diberikan izin untuk mendapatkan rujukan. Penempatannya menyesuaikan kuota Panti Sosial tersebut". (Wawancara, 26 Oktober, 2016).*

"There are procedure to doing the Referral Services to Social Parlor Provincial Owned, while accommodated in LIPONSOS and then check of the elderly people from UPT. After qualifying, elderly people are get Referral to Social Parlor Provincial Owned. Adjust the placement of quotas Social Parlor". (Interview, Oktober 26<sup>th</sup> 2016).

This illustrates that Referral Services to Social Parlor Provincial Owned really well done according the procedure. Not all elderly people can be referred to the social parlor. Elderly people who are meet requirement that could be Referral Services to Social Parlor Provincial Owned. Elderly people requirement is who are displaced, productive, healthy and can still be run daily life. Public Servant of

Social Agency in Malang City as a bridge, it's means that relation between elderly people to public servant from Province. So, it can be said that Fairness has been better.

Fifth, Repatriation of displaced people to the region of origin. Seen from the Fairness perspective, namely by not differentiating tribes, groups, religions, races and cultures is still less than better. The number of return internally displaced people every month about 10-15 people that consists of adulthood and elderly people. It has objective to relieve the burden of the community who abandoned on the street. As told by Mr. Sarto from Trenggalek. *"Kurang adil saya rasa. Saya sudah dua hari tapi kalau ada orang tua atau yang rumahnya lebih dekat lebih didahulukan daripada saya"*. (Wawancara, 27 Oktober 2016). "Less than Fairness. I've been two days. Beside that, if there are parents house closer more precedence than me ". (Interview, October 27, 2016). The response from the public about the Social Agency in Malang City in dealing with the problem of Repatriation of displaced people to origin region is still less than better in terms of Fairness. Supposed to give better service doesn't discriminate.

Sixth, Social Guidance and Coaching of Elderly People viewed from Fairness perspective is still less than better. Elderly people need protection, guidance and mentoring. Social Agency in Malang City submitted place to Exchange related information handling family



problems. Not all elderly people can attend Social Guidance and Coaching of Elderly People. Related to service, community response that follows the guidance was Khayati Grandmother

*“Kebanyakan yang ikut ya dari yang ikut karang werdha mbak, teman-teman dapat informasinya dari Dinas Sosial Kota Malang langsung”. (Wawancara, 7 November 2016).*

*“Most of Social Guidance and Coaching is Elderly People came from Karang Werdha, my friends get information from Social Agency in Malang City directly”. (Interview, November 7, 2016).*

Social Guidance and Coaching give a positive impact to Elderly People. However, if the information is not prevalen elderly people can not follow the Social Guidance and Coaching Program of Elderly People. So, information is very important things.

Seventh, *Karang Werdha* Empowerment is seen in terms of Fairness has been better. Member of *Karang Werdha* consists of elderly people has aged 60 or above and elderly people aged 45-59. The election of the members of the *Karang Werdha* based on productive and not displaced elderly people. It has objective to provide a place for elderly people to increasingly health body. Social Agency in Malang City is provide *Karang Werdha* Empowerment never nepotism. This is as told by the Mrs. Sumarti. *“Karang werdha dipegang kelurahan masing-masing, kalau ada pembinaan ya kami undang semua kelurahan yang memiliki karang werdha”*. (Wawancara, 25 November 2016). *“Karang Werdha held by sub-district. If there's a coaching we are invite all sub-district that have Karang Werdha.”*



(Interview, November 25, 2016). Therefore, it can be said that the Fairness *Karang Werdha* Empowerment has been better.

Thus it can be concluded that the Fairness was done by Social Agency in Malang City there is run better and less than better. From the seven public service program. Fairness that was better there are 4 (four) namely; ASLUT, *Operasional Loka Binas Karya Pandanwangi* as LIPONSOS, Referral Services to Social Parlor Provincial Owned, and *Karang Werda* Empowerment. As for the Fairness was less than better there are only 3 (three), namely; Providing of Basic food, Repatriation of displaced people to origin region and Social Guidance and Coaching of Elderly People.

#### **d. Supporting and Inhibitings Factor related to Public Service Program at Social Agency in Malang City**

**Table 4.8 Research Result Supporting and Inhibiting Factors public service program at Social Agency in Malang City**

No	Supporting Factors	Inhibiting Factors
1.	Better Transportation	Mentality of elderly people
2.	Mobility service delivery	Existence of potential misuse of information
3.	Structured bureaucracy	Limit of Social Parlor
4.	Have Social Worker	

Source: (Observation and Interview Result, October and November, 2016).

##### **1) Supporting Factor**

##### **a. Better Transportation**

Transportation is the supporting factor in implementation of public service for elderly people welfare. Transportation owned by

Social Agency in Malang City is Toyota Avanza 2006 as car vehicle operations. It is used as the operational facilities in public services for the elderly people. Examples are: Repatriation of displaced people to origin region in East Java. When outside of East Java region given the budgets to go home. It is told by Mr. Teguh.

*“Kalau fasilitas mobil Dinas Sosial juga ada biasanya digunakan untuk pemulangan orang terlantar. Ada juga mobil yang digunakan untuk razia gelandangan dan pengemis kan banyak banget mbak di Kota Malang”. (Wawancara, 24 Oktober 2016).*

*“Car facilities are came from Soccial Agency. There are commonly used for Repatriation of displaced people to origin region. There is car used for raids Tramp and beggar in Malang City”. (Interview, October 24<sup>th</sup>, 2016).*

In addition, this transportation is used as to pick up people who are displaced in the Malang City. Social Agency in Malang City are excited to provide services for the *Penyandang Masalah Kesejahteraan Sosial (PMKS)*. Responsibility given by the Government to a Public Servant in Social Agency in Malang City became the great responsibility the social services to the elderly people. Therefore, a facility used must be better because to providing of basic food aid. As the statement from Mr. Teguh: “Providing of basic food aid is already done 2 times. It’s very crowded. Many elderly people follow it (healthy elderly people). If there is an activity usually all of the employees Social Agency in Malang City follow it”. (Interview, October 24th, 2016). *“Pemberian sembako ini sudah dilakukan 2 kali. Wuh, ramai sekali mbak. Banyak juga lanjut usia yang ikut tapi tentu saja yang masih sehat. Kalau ada*



*kegiatan biasanya seluruh pegawai Dinas Sosial Kota Malang ikutkan”.*

(Wawancara, 24 Oktober 2016). Based on the interview results above illustrates that existence of better transportation can provide a positive impact in the providing of basic food aid.

b. Mobility service delivery

Malang City is one city that has extensive 252.1 km<sup>2</sup> with the recipient's public service for elderly people welfare resides not far from the Social Agency in Malang City. One of the programs is ASLUT, there is a distribution in accordance with the recipient of this program. Assistance is divided to prevalen so that all elderly people get better service. As for the assistance of ASLUT in Malang City is as follows:

**Table 4.9 Assistance of ASLUT in Malang City**

No	Name	District
1	Nunang	Kedungkandang
2	Mukhtar	Klojen
3	Yusuf	Sukun

Source: Interview, October 21<sup>th</sup> 2016.

Social Agency in Malang City has a high mobility because of provide service for elderly people nearly. So, always on prepared to provide services. Preparedness of public servant is visible when Referral Services to Social Parlor Provincial Owned. As the statement by Mrs. Putri as staff of Social Rehabilitation Children and Elderly People Section at Social Department of Malang City:

*“Lanjut usia terlantar ini kami rujuk ke panti sosial tapi tidak semuanya. Ada prosedur tertentu sesuai dengan keinginan Petugas Panti Sosial Provinsi. Agak susah memang memahami lanjut usia mbak. Keinginanya berbeda-beda. Ya intinya, kami sudah berusaha*



*siap sedia dalam memberikan pelayanan". (Wawancara, 26 Oktober 2016).*

"We are Referral Services to Social Parlor Provincial Owned to Elderly people displaced but not all. There are certain procedures in accordance to the wishes of the employees of Social Parlor Provincial Owned. Rather difficult indeed understand what the elderly people want. Elderly people has different desire. Its point, we've been trying to ready in providing service". (Interview, October 26<sup>th</sup>, 2016).

Based on the interview results get description of that preparedness, thoroughness, piteousness in providing public services to elderly people. It has objective to provide the best service to the elderly people. Therefore, at Social Agency in Malang City has the high mobility in the providing of public services for elderly people welfare.

#### c. Structured Bureaucracy

Organizational culture in Social Agency in Malang City became supporting factors from quality of public services for elderly people welfare. The establishment of culture is better but with the habits in the workplace, as well as with the structure of a systematic and complex bureaucracy. This can be seen from what was said by the Mrs. Indras Sri Citowati, SP, MM as Head of Social Rehabilitation Children and Elderly People Section at Social Agency in Malang City:.. (Interview, October 25, 2016).. *"Disini sudah ada masing-masing tugas yang jelas dan ada yang manangani rehabilitasi sendiri dan ada juga yang menangani bansos". (Wawancara, 25 Oktober 2016).* "In Social Agency in Malang City, there are tasks that clearly address the

rehabilitation and a handle social assistance”From the answer proves that every employee has a role and tasks respectively.

In addition, the organizational culture which is described in the Social Agency in Malang City is culture of bureaucracy are structured. It have objectives to facilitate and to provide of public services. This is describes by Mr. Teguh. *“Kalau disini kerjanya enak mbak, sudah ada tupoksi kerja yang jelas. Staf lanjut usia misalnya menangani lanjut usia, biasanya bisa terjun langsung”*. (Wawancara, 25 Oktober 2016). *“I am working in Social Agency in Malang City because it’s fun and clearly task. For example staff of elderly people can help directly”* (Interview, October 25<sup>th</sup>, 2016). Based on result interview illustrates that an employee has the task and function to running the performance. Bureaucratic culture formed by the existence of the role of all members. Where is the role, in this case formed from the role all employees in the Social Agency in Malang City. If the organizational culture better structured public service will be achieved properly.

d. Have Social Worker

Social Worker is Non-Civil Servants Worker. Responsibility of social worker in Social Agency in Malang City has role in helping and facilitating public services. For examples is nanny in *Lingkungan Pondok Sosial* (LIPONSOS) have responsibility to handle their clien and to help providing services. Base on the statement from Miss Indras Sri Citowati, SP, MM as Head of Social Rehabilitation Children and



Elderly People Section at Social Agency in Malang City: *“Saya disini tidak sendirian dibantu mbak putri, kadang yang terjun langsung dan lebih tahu mbak putri”*. (Wawancara, 25 Oktober 2016). “I am here is not alone, I have staff her name is Mrs. Putri. Mrs. Putri have role that work directly and more know about condition of services.” (Interview, October 25<sup>th</sup>, 2016).

Social Agency in Malang City have social workers and assistance consist of men and women numbered 34. Social workers must have patient attitude to handle clients in there. Social workers are helpful in providing a public service for elderly people welfare and PMKS. Therefore, social workers are required to behave friendly and patient. As the statement of the Ms. Tri as a nanny of LIPONSOS.

*“LIPONSOS ini satu-satunya tempat singgah sementara yang berbeda dengan Dinas Sosial lain, saya yakin itu. Setahu saya Kota Malang saja yang punya, mengingat jumlah PMKS di Kota Malang semakin lama semakin meningkat. Pengasuhnya juga ada dua mbak. Satpam penjaga di depan dan ibu-ibu yang biasa masak buat klien. Sebaik mungkin Dinas Sosial memberikan bimbingan pada pengasuh untuk tetap sabar. Yang namanya orang mbak di LIPONSOS menampung berbagai macam karakter orang ada yang dari rumah sakit jiwa, ada yang mantan narkoba ada juga yang lanjut usia terlantar semua macam-macam. Jadi kalau mau menjadi pengasuh benar-benar harus sabar”*. (Wawancara, 8 November 2016).

“LIPONSOS is only a temporary place. It has different other Social Agency, I am sure of it. As so far as I know the Malang City who had a LIPONSOS, given the amount of PMKS in Malang more increasingly. There are have two nanny. Security guards at the front and nanny who cooking to clients. As well as the Social Agency provides guidance on caregiver to remain patient. LIPONSOS accommodates a wide variety of characters people for exmaple people from mental hospitals, former drug and an elderly people displaced. So if you want to become a nanny really have to be patient”. (Interview, November 8, 2016).



## 2) Obstacles Factors

### a. Mentality of Elderly People

Mentality of Elderly People depends on one's personal especially in Malang City has a different character. Elderly People tend to have a desire that must be obeyed. The character of Elderly People want to live free and to get protection. She is as told by Mrs. Putri as staff of Social Rehabilitation Children and Elderly People Section at Agency in Malang City:

*“Ada mbak lanjut usia yang sudah dirujuk ke Panti Sosial kabur, ada juga yang suka dengan lawan jenis ingin menikah lagi, ada juga yang nyaman. Memahami karakter lanjut usia ini susah tidak bisa ditebak. Kadang Dinas Sosial sendiri kewalahan. Karena sudah dirujuk ke panti sosial di Blitar misalnya kembali lagi kabur bisa mbak tanyakan sendiri dengan orangnya alasan kaburnya kenapa. Sama mbah sarinah yang biasanya kluyuran di area alun-alun Malang”.* (Wawancara, 26 Oktober 2016). There's kind of elderly people character who have been Referral Services to Social Parlor Provincial Owned elderly people was blurred, elderly people love with the opposite sex and want to get married again, and elderly people comfortable. Understand the character of the elderly people is difficult because not predictably. Social Agency itself sometimes overwhelmed. Because it has been Social Parlor Provincial Owned in Blitar but elderly people is blurred again. You can ask her what is the reason blurred. Her name is Sarinah. She is on the hapless square area ". (Interview, October 26<sup>th</sup>, 2016).

Based on interviews result above that the character of elderly people that are difficult to control. This is a factor restricting for the public service for elderly people welfare. The character of the elderly people who tend to become emotional characters.

#### b. Existence Potential Misuse of Information

Public services for elderly people be potential existence of a misuse of information related to recipient of services. Social Ministry gives plot procedure in receipt of services program for the elderly people. The potential negative impact that happened for example service program of ASLUT. ASLUT is information causing the information submitted could not be received clearly.

If seen from the number of the poor people in Malang City. A number of elderly people more increasingly. Service of the Poor people in the city to provide assistance. However, the response of the community towards the given service still less than better. Based on the interviews results with people recipient that is Ms. Rupiah: "*Sembako ini ndak semua dapat. Alhamdulillah saya dapat*". (Wawancara, 14 November 2016). "Not all people get basic food aid. Alhamdulillah I get it". (Interview, November 14<sup>th</sup>, 2016).

#### c. Limit of Social Parlor

The number of elderly people who are displaced in Malang City there are approximately 300 people. It has objective to fulfill of daily life needs. It is giving Social Parlor Provincial Owned to the elderly people who are displaced. It expected elderly people to get better service.

**Table 4.10 Data of *Penyandang Masalah Kesejahteraan Sosial (PMKS)* Per Desember 31<sup>th</sup> 2013**

NO	TYPE OF <i>PENYANDANG MASALAH KESEJAHTERAAN SOSIAL (PMKS)</i>	GENDER		THE NUMBER OF
		M	F	
1	2	3	4	5
<b>POPULATION DATA OF POOR FAMILIES</b>				
1	Poor Families	<b>20946</b>	<b>15340</b>	<b>36286</b>
<b>POPULASI PMKS PRIORITAS</b>				
1	Street Children	196	31	227
2	Indecent	0	35	35
3	Beggars	74	110	184
4	Homeless and Homeless psychotic	26	30	56
<b>THE NUMBER OF PMKS</b>				
		<b>296</b>	<b>206</b>	<b>502</b>
<b>POPULATION OF OTHER PMKS</b>				
1	Childhood Displaced	2	2	4
2	Children Displaced	40	17	57
3	Children in conflict with the law	10	8	18
4	<i>Anak Dengan Kedisabilitasn (ADK)</i>			
	a. Body	54	30	84
	b. Netra	12	4	16
	c. Rungu Wicara	26	17	43
	d. Mental	52	31	83
	e. Cacat Ganda	1	1	2
5	Children being Victims of Violence / Treated Wrong	0	2	2
6	Children who require special protection	48	22	70
7	Elderly People Displaced	65	109	174
8	People with Disabilities ( <i>Orang dengan Kedisabilitasn (ODK)</i> & Former sufferer of chronic disease)			



NO	TYPE OF <i>PENYANDANG MASALAH KESEJAHTERAAN SOSIAL (PMKS)</i>	GENDER		THE NUMBER OF
		M	F	
	a. Body	99	80	179
	b. <i>Netra</i>	41	31	72
	c. <i>Rungu Wicara</i>	26	20	46
	d. Mental	136	64	200
	e. <i>Cacat Ganda</i>	3	2	5
	f. Former sufferer of chronic disease	0	0	0
9	Scavengers	13	18	31
10	Minorities Group	0	0	0
11	<i>Bekas Warga Binaan Lembaga Pemasyarakatan (BWBLP)</i>	150	19	169
12	People with HIV/AIDS (ODHA);	279	71	350
13	Victims of Drug Abuse	48	3	51
14	Victims of Trafficking / Vulnerable Family	46	87	133
15	Victims of Violence			
	a. Female	0	30	30
	b. Male	0	0	0
	c. Elderly People	0	5	5
16	<i>Pekerja Migran Bermasalah Sosial (PMBS)</i>	0	0	0
17	Victims of Natural Disasters	15	20	35
18	Victims of Social Disaster	0	0	0
19	Women Prone Socioeconomic	0	303	303
20	Social Psychological Troubled Families	32	57	89
21	Remote Indigenous Communities	0	0	0
22	Family have <i>Rumah Tak Layak Huni (RTLH)</i>	122	207	329
THE NUMBER OF OTHER PMKS		1320	1260	2580

NO	TYPE OF <i>PENYANDANG MASALAH KESEJAHTERAAN SOSIAL (PMKS)</i>	GENDER		THE NUMBER OF
		M	F	
THE TOTAL NUMBER OF (POOR FAMILIES, PMKS PRIORITY AND OTHER PMKS)		22562	16806	39368

Source: RENSTRA Social Department of Malang City, 2014-2018.

Based on the statement of Mrs. Indras Sri Citowati, SP, MM as Head of Social Rehabilitation Children and Elderly People Section at Social Agency in Malang City.

*“Jumlah Lansia yang terlantar kurang lebih 300 orang data tahun 2015, kalau jumlah lansia secara keseluruhan saya tidak hafal ya. Karena yang ditangani Dinas Sosial Kota Malang ini lebih mengarah ke Lansia yang terlantar. Kami berikan lansia terlantar itu rujukan ke panti sosial tapi ya gak semua dapat tertampung, jumlah lansia kota Malang kan banyak”. (Wawancara, 25 Oktober 2016).*

“The number of Elderly people who displaced approximately 300 people in 2015. Data number of elderly people as a whole I am not memorized it. Because of the Social Department of Malang City handled is displaced Elderly people. We are to provide elderly people displaced it Social Parlor Provincial Owned but not all can be accommodated, the number of elderly people in Malang city is many”. (Interview, October 25<sup>th</sup>, 2016).

Therefore, can be stated that the number of elderly people is more increasingly. It is can not consider to the number of Social Parlor Provincial Owned that used to entire elderly people in East Java. As a statement of Mrs. Putri as staff of Social Rehabilitation Children and Elderly People Section at Social Agency in Malang City: "The number of Social Parlor were limited, if not wrong can accommodate 50-100



elderly people. This is not balance with a number of elderly people, 300 elderly people”. (Interview, October 26, 2016). *“Jumlah panti sosial terbatas sekali, kalau tidak salah bisa menampung 50-100 lansia sepanti. Tidak seimbang kan mbak dengan jumlah lansianya yang kurang lebih ada 300an”*. (Wawancara, 26 Oktober 2016). This is emphasized as the table below:

**Table 4.11 Social Parlor East Java Province for Elderly People**

No	Social Homes	Adress	Capacity
1	UPT Social Service for Elderly People in Jember	Jl. Raya Puger No. 19 Jember Telp	70 People
2	UPT Social Service for Elderly People in Pasuruan	Jl. Dr. Sutomo Pandaan-Pasuruan	162 People
3	UPT Social Service for Elderly People in Blitar	Jl. P. Sudirman No. 17 Wlingi Blitar	135 People
4	UPT Social Service for Elderly People in Jombang	Jl. Merdeka No. 15 Jombang	155 People
5	UPT Social Service for Elderly People in Magetan	Jl. Raya Progo Galo Sari Magetan	113 People
6	UPT Social Service for Elderly People in Banyuwangi	Jl. Jeber No. 186 Krikilan Bnayuwangi	70 People
7	UPT Social Service for Elderly People in Bondowoso	Jl. Dr. Sucipto Bondowoso	90 People

Source: Data of Social Department of Malang City. 2015. *“Unit Pelayanan Terpadu for Elderly People in East Java Province”*.

Based on the table above described that there are 7 (Seven) of Social Parlor in East Java with average could hold 70-160 people. Social Parlor Provincial Owned have affordability near of the Malang City is in Pasuran and Blitar. Therefore, the quantity of Social Parlor for Elderly People became the obstacles factor.



## 2. Case Study II: Social Agency in Malang Regency

### a. General Overview

Social Agency in Malang Regency is Government agency in the area of province/regency/city under the auspices of Social Ministry. Social Agency in Malang Regency is one of the Government agencies that are required to perform the duties of Government in social welfare efforts. It has objective to improve the accountability of the disabled, to decrease social welfare Problems in Malang Regency and to fulfill the basic needs. The importance of social welfare community are objectives to minimize the disabled problems, to make it more independent and productive among the to optimize the fulfillment system as service source.

In addition, Social Agency in Malang Regency is needed to encourage, support expansion and improvement implementation of social welfare development by the Government and the community such as increase community awareness; social empowerment; and development potential and social welfare resources. Social Agency in Malang Regency was formed based on the Regent Regulations in Malang Regency No. 7 of 2008 about Organizational Device of Social Agency. Social Agency in Malang Regency Positions is element of executor Government of Malang Regency led by the Head of Agency. Head of Agency has responsibility of Regent and through the Secretary Region. Target of Social Agency in Malang City is to achieve these objective, to provide social services to *Penyandang Masalah Kesejahteraan Sosial (PMKS)* through Social

Service and Rehabilitation of Children, Social Service and rehabilitation of Elderly People, Social Service and rehabilitation of disabled, Service and rehabilitation of *tuna sosial*, Social Service and rehabilitation of Victims of Drug Abuse and each other.

Social Agency in Malang Regency Location is on Majapahit Street No. 5. It is one of the Government organizations have the vision and missions for exercise of its duties and functions in order to achieve objective. Vision is a future in the Organization's view will be brought and developed in order to maintain its existence. Vision of becoming one of the motivation of an organization to have an innovative attitude and creative. So, missions are long-term view of an organization. Mission are based on the philosophy of public means to reflect the quality and concept of organization to be provided by the community. Missions are something that must be implement. Vision that has been set to achieve objectives of organization. As for the vision and missions of Social Agency in Malang Regency are as follows:

Vission:

“Realization of social welfare community through joint effort of Government and community”.

This vision means that development social welfare field that has been, is, and will be conducted by the Government and society are intended to bring about a condition of community which enter into the category of *PMKS*.

Mission:

1. Increasing the accessibility of social protection to ensure the fulfilment of basic needs, social empowerment social services social welfare guarantees for PMKS;
2. Increasing the professionalism of service and social protection in the shape of social assistance, rehabilitation, empowerment and social security as a method of poverty reduction;
3. Increasing and preserving the values of heroism, and faithfulness social to guarantee the sustainability of community participation in implementing social welfare;
4. Increasing the social participation as well as improve PSKS community harmoniously;
5. Developing of social security and protection of the PMKS;
6. Increasing transparency and accountability in the social organization of social welfare.

In addition, Social Agency in Malang City also has values and objectives as follows:

Corporate Values:

The lofty values that developed in the community and provide spirit in developing social welfare efforts in Malang Regency, among others:

1. A sense of togetherness and mutual corporation;
2. Tolerance;
3. Spirit of Social Solidarity.



Objectives:

Realization of fast service and precise;

1. Increasing resource quality of apparatus;
2. Increasing development of reporting performance systems and financial;
3. Eradicating PMKS;
4. Realization of protection and social security as well as social solidarity society;
5. Realization of the role and responsibilities of social community in handling social welfare issues;
6. Everlasted, Planted and Applied values of patriotism, pionnering and struggle.

As for the target and policy Social Agency in Malang Regency as follows:

Target:

1. Increasing the quality of public services, especially basic services, public services, and excellent services;
2. Increasing the expansion of the range of social services to the disabled, social welfare issues;
3. Increasing and optimizing the resources and potential of the social welfare and the role of the community in the development of the field of social welfare;

4. Increasing quality of life for PMKS against social services, basic facilities, public services and social welfare guarantees;
5. Developing and coordinating policies for the handling of strategic issues pertaining to social welfare issues.

Policy:

1. Increasing the quality of administration service;
2. Increasing resource quality apparatus;
3. Increasing reporting performance systems and financial;
4. Increasing guidance against the disabled, social welfare issues;
5. Eradicating victims of natural disasters and internally displaced persons;
6. Increasing guidance against the PSKS;
7. Utilization of TMP/TMB as a means of preservation and practice the values of patriotism, pioneering and struggle.

In addition, the position, basic tasks and functions of the Social Agency in Malang Regency are as follows:

1. Social Agency in Malang Regency Position
  - a) Social Agency is element of executor Local Autonomy in social sector;
  - b) Social Agency led by Head of Agency that is under the responsibility of the Regent and through the Secretary Region;
2. Social Agency in Malang Regency basic tasks:

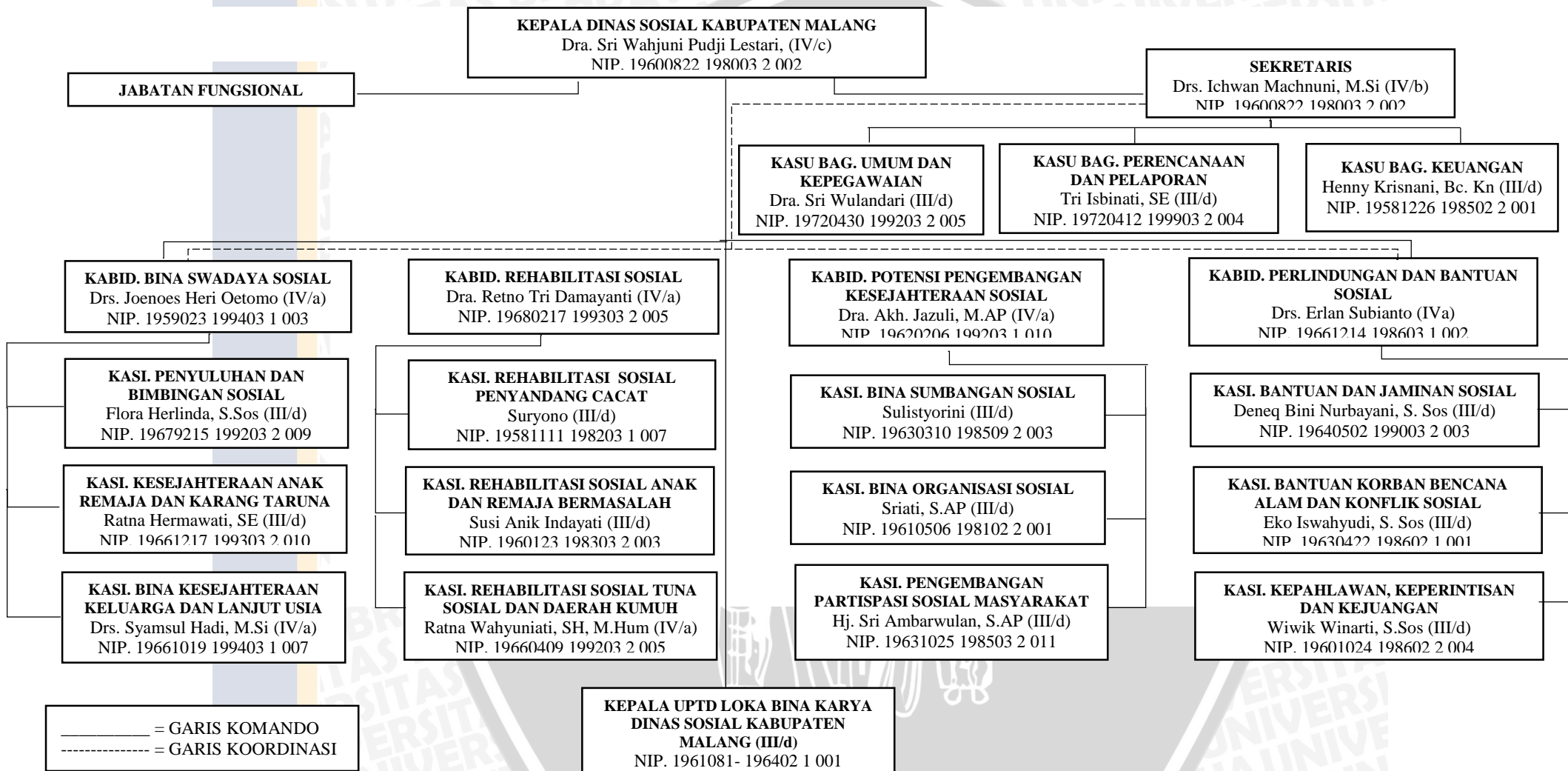
- a) Implementing local government affairs in social sector based on principle of autonomy and assistance task;
- b) Implementing other task given by Regent in accordance with the task sector.

### 3. Social Agency in Malang Regency Functions

- a) Collection, management and control of the data in the form of a data base and data analysis for the preparation of program activities;
- b) Strategic planning on Social Agency;
- c) Policy Formulation technical social sector;
- d) Implementation of government affair and public service of social sector;
- e) Guidance and implementation task of social sector;
- f) Implementation, monitoring, evaluation and reporting as well as control of social sector program;
- g) Implementing social minimum service standard;
- h) Organizers of the secretarial office;
- i) Guidance of *Unit Pelaksana Teknis Daerah* (UPTD);
- j) Coordination, integration and synchronize activities at Social Agency offices environments;
- k) Coordination in order to increase the role of the relevant agencies as well as for social welfare and other social undertakings and with public institutions;



- l) Guidance and coaching technical guidance and supervision in the framework of the social enterprises service include: *Asuhan Parlor*, Social Rehabilitation Parlor, social institutions that have to do with social welfare activities of the community;
- m) Implementation of the maintenance of the *Taman Makam Pahlawan*;
- n) Preparation of recommendations for the process of providing of the aid and the development of the activities of the social welfare service and religious;
- o) The making of recommendations and the process of licensing the erection of social homes and the adoption of the child;
- p) Implementation of preventive efforts, curative and rehabilitative as well as promotes in handling social welfare;
- q) Supervision of the implementation of the placement of professional social work social homes private;
- r) Providing of social raffle permits recommendations with the scale of the region;
- s) Control and implementation of the lottery on local level;
- t) Construction permits the collection of money/items of the local scale;
- u) Control the collection of monies/goods local scale.



**Figure 4.10 Organizational Structure at Social Agency in Malang Regency**

Source: Data of Social Agency in Malang Regency, (2016) Reprocessed by Author





Head of Agency have the tasks:

1. Head of Social Agency in the formulation, policy planning, implementation techniques development and maintenance facilities as well as organizes licensing, construction, coordination, supervision and operational techniques control in the social sector;
2. Implementation other task given to Regent in accordance to task sector.

Secretariat consist of:

1. Sub-Division of Public and Personnel;
2. Sub-Division of Financial;
3. Sub-Division of Planning, Evaluation and Reporting.

*Swadaya* Social Development have the tasks:

1. Implementation of some task Social Agency in *Swadaya* Social Development Sector;
2. Implementation other task given by Head of Agency in accordance task sector.

*Swadaya* Social Development Sector, consist of:

1. Counseling's and Guidance Social Section;
2. Development of welfare children, adolescent, and *Karang Taruna* Section;
3. Development of welfare family and elderly people Section.

Rehabilitation Social Development have the tasks:

1. Implementation of some task Social Agency in Rehabilitation Social Sector;
2. Implementation other task given by Head of Agency in accordance task sector.

Rehabilitation Social Sector, consist of:

1. Social Rehabilitation of disability Section;
2. Social Rehabilitation Children and adolescent problematic;
3. Social Rehabilitation, *Tuna Sosial* and slums local.

Potential social welfare Development Sector have the tasks:

1. Implementation of some task Social Agency in Potential Social Welfare;
2. Implementation other task given by Head of Agency in accordance task sector.

Potential social welfare Development Sector, consist of:

1. Social Contribution Development Section;
2. Social Organization Development Section;
3. Social Community Participation Development Section.

UPTD

1. Social UPTD is element of executor some task techniques operational and/or support activities Social Agency in certain regions.

2. Social UPTD formed with Regent Regulation based on needs of the Region and met the criteria and conditions that have been set in accordance with the regulations.

#### Functional Position Group

1. Functional Position Group has task implementation some task of Local Government in accordance to skill and needs;
2. Functional Position Group consist of consist of social worker, group correspond skill sector, are determine based on the needs and workload.

#### Protection and Social Aid Sector have the tasks:

1. Implementation of some task Social Agency in Protection and Social Aid;
2. Implementation other task given by Head of Agency in accordance task sector.

#### Protection and Social Aid Sector, consist of:

1. Aid and Social Security Section;
2. Aid Victims of Natural Disasters and Social Conflict Section;
3. Patriotism, Pioneering and Struggle Section.

As for Apparatus Resources Social Agency in Malang Regency are amounted to 48 people consist of 40 civil servants and 8 people social worker. The details are as follows: A head of agency, Secretary, Head of UPTD, 4 people of Head of Sector, 4 people Head of Sub-section, 12 people Head of Section, 17 people of staff, and 8 people *Tenaga Harian*



*Lepas* (THL). The following is based on the employee data, education and personnel status presented in table as follows:

**Table 4.12 Data of employees in Social Agency in Malang Regency based on Echelon**

No.	Echelon	Total number	Percentage
1	II/b	1 people	4.5%
2	II/a	1 people	4.5%
3	III/b	4 people	18.2%
4	IV/a	16 people	72.8%
	Total	22 people	100%

Source: RENSTRA Social Agency in Malang Regency 2011-2015

**Table 4.13 Data of employee Social Agency in Malang Regency based on Group**

No.	Group	Total Number	Percentage
1	II/a	4 people	10%
2	II/b	1 people	2,5%
3	II/c	-	-
4	II/d	3 people	7,5%
5	III/a	2 people	5%
6	III/b	9 people	22.5%
7	III/c	3 people	7,5%
8	III/d	9 people	22,5%
9	IV/a	7 people	17,5%
10	IV/b	1 people	2,5%
11	IV/c	1 people	2,5%
	Total	40 people	100%

Source: RENSTRA Social Agency in Malang Regency 2011-2015

**Table 4.14 Data of Employee Social Agency in Malang Regency based on Education**

No.	Education	Total Number	Percentage
1	ELEMENTARY SCHOOL	-	-
2	JUNIOR HIGH SCHOOL	-	-
3	SENIOR HIGH SCHOOL	17 people	42,5%
4	D-III	2 people	5%

No.	Education	Total Number	Percentage
5	D-IV	-	-
6	Bachelor's degree (S-1)	12 people	30%
7	Bachelor's degree (S-2)	9 people	22,5%
	Total	40 people	100%

*Source: RENSTRA Social Agency in Malang Regency 2011-2015*

**Table 4.15 Data of Personnel Status Social Agency in Malang Regency**

No.	Personnel status	Total Amount
1	Employees Remain	40 people
2	Employees are not fix	8 people
	Total	40 people

*Source: RENSTRA Social Agency in Malang Regency 2011-2015*

#### **b. Public Service for Elderly People Welfare at Social Agency in Malang Regency**

Public service in Social Agency in Malang Regency has objective to development of social welfare in Malang Regency and to the residents of disadvantaged communities and vulnerable. Implementation of community welfare known as PMKS and poor people as a target of social service. PMKS is reflected in the social indicators, such as the coverage of social services on the one hand and a decrease in the number of poor people and the PMKS, independence and function social of PMKS, poor people. It is reflected on the growing and developing social institutional, social organization, social institution, the pillars of social participation, and the values of social solidarity that became characteristic of the society at the intermediate level down.

Besides the achievement of social welfare development is visible from other social indicators: an increase in the productivity of the poor people and PMKS as human resources who can actively participate in every aspect of community life. A range of social welfare service provision by various interests in Malang Regency has risen enough means from time to time. However the service efforts are still far from the expected when compared to the population of PMKS a much larger amount and its spread, compared with the resources provided and the interventions that have been done. PMKS are as follows:

1. Service and Social Rehabilitation of Children;
2. Service and Social Rehabilitation of Elderly People;
3. Service and Social Rehabilitation of People with Disabilities;
4. Service and Rehabilitation of *Tuna Sosial*;
5. Service and Social Rehabilitation of Victims of Drug Abuse.

Based on PMKS above the Service and Social Rehabilitation of Elderly People as one of the social welfare problem. Drs. Joenoes Heri Oetomo as Head of *Swadaya* Social Development Sector in Social Department of Malang Regency that handle some of the social services provided to the Elderly People.

Social service for elderly people is program was done by Social Agency in Malang Regency that came from Local Government, Province Government and Social Ministry. Elderly people get social service consist of Elderly people are productive and non-productive. Researcher get full



explanation from Drs. Joenoes Heri Oetomo as Head of Swadaya Social Development Sector at Social Agency in Malang Regency about social service for elderly people:

*“Lanjut Usia yang mendapatkan pelayanan yang sesuai dengan program kerja kami. Diantaranya ada Asistensi Lanjut Usia Terlantar (ASLUT) yaitu program Lanjut Usia dari Kementerian Sosial yang ditujukan untuk Lanjut Usia yang terlantar. Di Kabupaten Malang yang mendapatkan ASLUT ada 2 Kecamatan yaitu Kecamatan Donomulyo desa Mentaraman dan Sumberoto dan Kecamatan Bantur Desa Sumber Bening dan Srigonco. Secara keseluruhan berjumlah 50, sebenarnya Dinas Sosial Kabupaten Malang telah mengajukan tambahan Lanjut Usia yang terlantar namun belum ada tanggapan dari Kementerian.”(Wawancara, 18 Oktober 2016).*

“Elderly people who get services in accordance with our programme of work. That is *Asistensi Lanjut Usia Terlantar ASLUT* program from Social Ministry is aimed to Elderly People who are displaced. In Malang Regency that get ASLUT Program that is 2 District namely Donomulyo, Mentaraman and Sumberoto Village and Bantur District, Sumber Bening and Srigonco Village. Overall, it's actually 50 elderly people, Social Agency in Malang Regency has submitted additional elderly people are displaced but there has been no response from the Ministry”. (Interview, October 18<sup>th</sup>, 2016).

In accordance with the statement from Drs. Joenoes Heri Oetomo, Tri Isbinati, SE as Head of Planning and Reporting Sub-Section in Social Agency in Malang Regency have a same argument about public service for elderly people welfare, namely:

*“Pelayanan Sosial bagi lanjut usia sangat penting untuk dilakukan karena pada dasarnya lanjut usia membutuhkan bantuan dari Dinas Sosial terkait dalam kelangsungan hidupnya. Lansia digolongkan menjadi lansia produktif, lansia non produktif, lansia terlantar. Masing-masing lanjut usia mendapatkan pelayanan sosial yang berbeda menyesuaikan kebutuhan si lansia”. (Wawancara, 14 Oktober 2016).*

“Social services for the elderly people is very important to do because it's basically the elderly people need help from Social Agency related in his survival. Elderly people are classified into

productive, non productive and elderly people are displaced. Each of the elderly people get different social services adjust to elderly people". (Interview, October 14, 2016).

Based on the statement above that public service for elderly people welfare is about social service for elderly people aged 60 or above. Social services is provided upon the condition of the elderly namely elderly people of productive, non-productive, displaced. The existence of social services for elderly people are expected to provide relief from the burdens of life run by elderly people. Social Agency as one of government agency has task as a bridge to provide social service for elderly people. So, public service for elderly people on target effectively and efficiency.

Local Regulation in Malang Regency No. 10 of 2015 about Elderly People Welfare confirms that elderly people who get public services are the elderly people have aged 60 or above. Elderly people welfare is needed to set up social life and social livelihood elderly people include a sense of safety and decency to meet physical, spiritual and social as well as possible with the upholding of human rights. Elderly people consist of elderly people potential, non-potential and displaced. While, agency that handles elderly people namely *Karang Werdha* and *Werdha Homes*. Efforts are being made to provide the public services for the elderly people by way of coaching, social Aid and social protection and others.

In accordance to Local Regulation in Malang Regency No. 10 of 2015 about elderly people welfare. As statement from Mrs. Tri Isbinati,



SE about public service for elderly people in Social Agency in Malang Regency:

*“Pelayanan public bagi lanjut usia di Dinas Sosial Kabupaten Malang sebenarnya tidak secara spesifik berasal dari Dinas Sosial Kabupaten Malang sendiri melainkan dari berbagai hal. Contohnya seperti program pelayanan yang diberikan oleh Kementerian yaitu ASLUT, kemudian dari provinsi yaitu memberikan rujukan lanjut usia yang terlantar ke Panti Sosial Lanjut Usia milik Provinsi yang ada di Blitar, Pandaan, Jember dan Banyuwangi. Sedangkan pelayanan public bagi lanjut usia yang berasal dari APBD yaitu Penyelenggaraan Kegiatan Fasilitasi Manajemen Usaha Bagi Usaha Miskin dalam Program Pemberdayaan Fakir Miskin, KAT dan PMKS lainnya di Kabupaten Malang tahun 2014. PMKS didalamnya terdapat lanjut usia yang mengikuti program tersebut, selain itu itu Dinas Sosial Kabupaten Malang juga memberikan bantuan sosial terhadap masyarakat yang termasuk dalam penyandang masalah kesejahteraan sosial yang termasuk juga lanjut usia. Besar kecilnya bantuan yang diberikan tergantung pada APBD yang disesuaikan dengan rencana kerja kedepan”.* (Wawancara 14 Oktober 2016).

*“Public Service for the elderly people at Social Agency in Malang Regency is actually not specifically originate from Social Agency in Malang Regency itself but rather from a variety of things. Examples include the program services provided by the Ministry, namely Asistensi Lanjut Usia Terlantar (ASLUT). Then from the province providing the Referral Services to Social Parlor Provincial Owned which is in the Blitar, Jember and Banyuwangi, Pandaan. While the public services for the elderly people which is derived from APBD that is Implementation Facility Business Management activities for Poor Effort in Empowering the poor people, Komunitas Adat Terpencil (KAT) and Penyandang Masalah Kesejahteraan Sosial (PMKS) in Malang Regency of 2014. Elderly people and Penyandang Masalah Kesejahteraan Sosial (PMKS) follow it. In the other side, Social Agency in Malang Regency also provide social Aid to the community that are included Penyandang Masalah Kesejahteraan Sosial (PMKS) and elderly people. Amount of Aid provided depends on APBD in accordance to future work plan”.* (Interview October 14, 2016).

As for the public service for elderly people welfare was explained by Drs. Joenoes Heri Oetomo Head of Swadaya Social Development



Sector in Social Agency in Malang Regency including about family and elderly people welfare states the following:

*“Pelayanan Sosial bagi lanjut usia sebenarnya bermacam-macam, contohnya seperti ASLUT (Asistensi Lanjut Usia Terlantar) program ini berasal dari Kementerian yang setiap Kabupaten atau Kota mendapatkan diberikan bantuan Rp 200.000,-/bulan, jumlah penerima ASLUT hanya 50 orang. Disamping itu Pemberdayaan Karang Werda di setiap kecamatan juga ada, Karang Werda sama halnya dengan Karang Taruna hanya saja Karang Werda yang menaungi adalah lanjut usia yang masih produktif kegiatan mereka salah satunya adalah mengembangbiakkan kambing. Setiap kecamatan memiliki ide yang berbeda dalam mengembangkan suatu usaha yang produktif. Sehingga, Dinas Sosial Kabupaten Malang sebagai wadah jembatan menaungi keinginan Karang Werdha yang bertujuan untuk meningkatkan kesejahteraan”. (Wawancara, 18 Oktober 2016).*

*“Social services for the elderly people are in fact an assortment, e.g. Asistensi Lanjut Usia Terlantar (ASLUT) program came from the Ministry that each Regency or City getting Aid given Rp 200.000,-/month. The number of recipients Asistensi Lanjut Usia Terlantar (ASLUT) only 50 people. Besides that, Karang Werdha Empowerment in each district. Karang Werdha, as well as Karang Taruna. Membership of Karang Werdha is productive elderly people, the activities is developing a goat. Every sub-district have different ideas in developing a productive effort. So, Social Agency in Malang Regency as bridge a place wishes of elderly people. Karang Werdha has objective to enhance the welfare”. (Interview, October 18, 2016).*

In addition to the statement above regarding the requirement of social services for elderly people are as follows based on Mrs. Tri Isbinati, SE statement:

*“Sebenarnya Pelayanan Sosial bagi Lanjut Usia lebih mengarah pada pelayanan rujukan ke panti sosial lanjut usia yang sering dilakukan. Lanjut Usia yang dapat dirujuk ke panti sosial itu bukan sembarang lanjut usia, dalam arti lanjut usia yang bisa dirujuk adalah lanjut usia yang sehat jasmani dan rohani. Oleh karena itu, terkadang jika ada lanjut usia yang terlantar belum memiliki tempat tinggal harus di tes terlebih dahulu kesehatannya jika ia sakit maka harus dibawa ke rumah sakit terlebih dahulu untuk disembuhkan*

*baru bisa di bawa ke Panti Sosial yang ada di bawah naungan provinsi". (Wawancara, 14 October 2016).*

"Actually the social services for the Elderly People more leads to Referral Services to Social Parlor Provincial Owned who often do. Not all elderly people get Referral Services to Social Parlor Provincial Owned only healthy elderly people in physical and spiritual. Therefore, sometimes if there are elderly people who have not yet abandoned the residence must be first tests of his health. If elderly people was sick then elderly people is brought to the hospital and then to Social Parlor Provincial Owned". (Interview, 14 October 2016).

From the interview results above can that public services for the elderly people more leads to social services. Social services provided not merely providing relief against the elderly people but also of empowerment such as motivation and guidance. Most of social services for elderly people depends on the number of elderly people who reside in the region. Social services for the elderly people such as ASLUT, Poor People and *Karang Werdha* Empowerment, Referral Services to Social Parlor Provincial Owned and Providing of Aid and social security. The following is a table describe public Service for elderly people welfare in Social Agency in Malang Regency:

**Table 4.16 Type of and Objective Public Service Program for Elderly People Welfare at Social Agency in Malang Regency**

No	Type of Program	Objective
1	ASLUT	<ul style="list-style-type: none"> <li>- To lighten the load of elderly people living;</li> <li>- To decrease displaced elderly people.</li> </ul>
2	Poor People and <i>Karang Werdha</i> Empowerment	<ul style="list-style-type: none"> <li>- To provide facilitate Business Management for Poor Family in Malang Regency;</li> <li>- To efforts of the fulfillment of basic needs;</li> </ul>



		- To improve social welfare with an improvement of income, food, clothing, fulfillment, health, mobility and social relationships.
3.	Referral Services to Social Parlor Provincial Owned	- To provide a fulfillment daily needs; - To provide of Warranty protection in the form of Social Homes
4.	Providing of Aid and social security	- To provide relief in daily needs.

Source: Interview of Resercher.

**Table 4.17 Target of Public Services for Elderly People Welfare at Social Agency in Malang Regency**

No	Type of Program	Target	Region that get program
1	ASLUT	Displaced elderly people, elderly people don't have relative and elderly people have a place to stay although join in the home.	- Donomulyo District: Mentaraman and Sumberoto Village; - Bantur District: Sumber Bening and Srigonco Village.
2	Poor People and Karang Werdha Empowerment	- Wanita Rawan Sosial Ekonomi (WRSE) - Elderly People	- Kedungsalam Village Donomulyo District; - Bangelan Village Wonosari District; - Urek-urek Village Gondanglegi District; - Randu Agung Village Singosari District
3.	Referral Services to Social Parlor Provincial Owned	Elderly people do not have relative and a place to stay although join in the home.	All displaced elderly people not has a place to stay in Malang Regency.
4.	Providing of Aid and social security	<i>Penyandang Masalah Kesejahteraan Sosial</i> (PMKS) including Elderly People.	All of displaced <i>Penyandang Masalah Kesejahteraan Sosial</i> (PMKS) in Malang Regency.

Source: Interview of Researcher.



**Tabel 4.18 Budgets of Public Services Programs for Elderly People Welfare at Social Agency in Malang Regency**

No	Type of Program	Budget	Source
1	ASLUT	Rp. 132.000.000,-/year (in 2015, 50 people)	Social Ministry
2	Poor People and Karang Werdha Empowerment	Rp. 115.159.000,-/year (in 2015, 200 people)	APBD of Regency
3.	Referral Services to Social Parlor Provincial Owned	Rp. 473.790.000,-/year (in 2015)	APBD of Province
4.	Providing of aid and social security	Rp. 1.125.240.000,-/year (in 2015 divided to all of <i>Penyandang Masalah Kesejahteraan Sosial</i> (PMKS)).	APBD of Regency
TOTAL BUDGET		Rp. 1.846.189.000,-	

*Source: Report of Assistance Coordinator Asistensi Sosial Lanjut Usia terlantar (ASLUT) Program in Malang Regency, January s/d April of 2015 and Renstra 2011-2015 in Social Department of Malang Regency.*

Based on the table above, total budget for public service for elderly people welfare in Social Agency in Malang Regency is Rp. 1.846.189.000,-. Public Service Program; First, is ASLUT. Elderly people are displaced which meant that elderly people condition has economic crisis, government policy not populist and natural disaster. Hopefully, ASLUT program are can make elderly people get protection and attention from government.



**Figure 4.11 Asistensi Lanjut Usia Terlantar (ASLUT) Bantur District 2015**

*Source: Report of Assistance Coordinator ASLUT Program in Malang Regency Januaryis/d April of 2015.*

ASLUT are used as one of the suggestions to channel aid from Social Ministry handle about elderly people. Elderly people need to protection and attention in daily-life. ASLUT program at Social Agency in Malang Regency providing control to elderly people related to elderly people healthy. This statement came from Mr. Siarhartanto as Aid of ASLUT program: *“Bapak Joenos sering kesini mbak, bersama saya melakukan survey keadaan lanjut usia yang dapat ASLUT. Kalau sakit juga ditangani ke puskesmas mbak.”* (Wawancara, 23 Oktober 2016). “Mr. Joenos often came here. I am and Mr. Joenos doing a survey condition of elderly people recipient of ASLUT program. If elderly people get sick Social Agency in Malang Regency referral to *puskesmas*.” (Interview, October, 23<sup>th</sup>, 2016). It can be inferred that the *Asistensi Sosial Lanjut Usia terlantar* (ASLUT) program very beneficial for elderly people.



Second, Poor People and *Karang Werdha* Empowerment in Implementation Facility of Business Management activities for Poor Effort in Empowering the poor people, *Komunitas Adat Terpencil* (KAT) and *Penyandang Masalah Kesejahteraan Sosial* (PMKS) has objective to improve social welfare. Among them is a selection of potential attendee's guidance motivation for elderly people and Social Motivation Guidance for elderly people. It has objective to provide a positive impact for the elderly people through daily-life.



**Figure 4.12 Implementation of Social Motivation Guidance Activities for elderly people at Malang Regency of 2014.**

*Source: Report of Implementation Facility Business Management activities for Poor Effort in Empowering the poor people, Komunitas Adat Terpencil (KAT) and Penyandang Masalah Kesejahteraan Sosial (PMKS), 2014.*





**Figure 4.13 Karang Werdha Bisma, Sumberporong District  
Lawang District, Malang Regency.**

Source: [www.malangkab.go.id](http://www.malangkab.go.id).

The provision poor people empowerment is not only done the motivation for the elderly people but also the selection of prospective Participants Motivation Guidance for *Wanita Rawan Sosial Ekonomi* (WRSE) and Motivation Guidance for *Wanita Rawan Sosial Ekonomi* (WRSE). It has objective activities of the guidance of the motivation of elderly people is to provide special handling for elderly people to be more spirit in implementation of daily activities. Elderly people are need support not only from community but from family and the Government. It is implement in the framework of social rehabilitation that is re-functionalization and development of poor people. It has objective implementation the function of daily-life. This statement reaffirmed by the Head of Welfare of the Family and Elderly people Development Section at Social Agency in Malang Regency Drs. Syamsul Hadi, M.Si.

*“Upaya Pemberdayaan fakir miskin harus dilakukan dengan baik karena memang pada dasarnya hal itu merupakan tugas dari Dinas Sosial kabupaten Malang. Sehingga Kesejahteraan Sosial dapat terlaksana tergantung pada program kegiatan yang dilakukan”.* (Wawancara, 18 Oktober 2016).

*“Poor People empowerment must do better because it was the obligation of Social Agency in Malang Regency. So, the social welfare concluded depending on program activities conducted”.* (Interview, October 18<sup>th</sup>, 2016).

Similar statements in point out by the Head of Swadaya Social Drs. Joenoes Heri Oetomo that:

*“Pemberdayaan Fakir Miskin dilakukan untuk dapat memberikan dampak positif bagi masyarakat agar dapat mengembangkan suatu usaha. Contohnya ada beberapa desa yang berhasil mengembangbiakkan kambing. Modal yang diperoleh bersumber dari Dinas Sosial Kabupaten Malang hal ini dilakukan untuk memberikan pendapatan tambahan bagi masyarakat setempat.”* (Wawancara, 18 Oktober 2016).

*“Poor people empowerment of the poor give a positive impact for the community in order to develop a business. For example there are several villages that managed to develop the goat. Capital obtained from Social Agency in Malang Regency this is done to provide additional income for the local community.”* (Interview, October 18<sup>th</sup>, 2016).

Third, social service Referral Services to Social Parlor Provincial Owned. Elderly people get referral service is displaced elderly people who still have a better health. Each *Unit Pelayanan Terpadu* (UPT) of social services have a criterion for receiving the elderly people are displaced. It is stated by Mrs.Tri Isbinati, SE Head of Planning and Reporting Sub-Section at Social Agency in Malang Regency.

*“Lanjut usia yang terlantar yang tidak punya sanak saudara itu dirujuk ke panti sosial milik Provinsi yang berada di Pandaan, Jember, Banyuwangi, Blitar dan Jombang, karena di Kabupaten Malang belum memiliki Panti Sosial. Sebenarnya yang menjadi permasalahan adalah kuantitas lanjut usia yang terlantar tidak*



*sedikit. Sehingga, untuk memberikan rujukan juga terbatas tergantung kuota di masing-masing panti sosial". (Wawancara, 14 Oktober 2016).*

"Displaced elderly people who don't have relatives that Referral Services to Social Parlor Provincial Owned in Pandaan, Jember, Banyuwangi, Blitar and Jombang, because in Malang Regency yet have Social Parlor. Actually, the problem was the quantity of elderly people abandoned not least. So, to provide reference also limited depending on quota in each social homes." (Interview, October 14th, 2016).

Based on the statement above regarding interviews Referral Services to Social Parlor Provincial Owned illustrate that Social Agency in Malang Regency has sought to provide the best service. However, things become constraints is affordability counties area and quantity of elderly people who are not comparable to the quota of the Social Parlor Provincial Owned. Therefore, not all elderly people are abandoned can be Referral Services to Social Parlor Provincial Owned. Besides that, there are criteria for elderly people who can enter the Social Homes that is as follows:

1. Male or female with aged maximal 60;
2. From Family of Social Problem;
  - Poor
  - Displaced
  - Ostracized by family and community
3. Healthy physical and spiritual (not diseased/not lame/crazy) as well as getting healthy affidavits from the local doctor;
4. Can take care of herself/self-service (washing, bathing, feeding);
5. Get consent of the family;



6. Get a letter of recommendation from Sub-district/village and local Social Agency stating that people a social problematic;
7. Submit a photo and copy of *Kartu Tanda Penduduk* (KTP) each of the 2 sheets;
8. Was able to keep the entire regulation and the code ethics applicable in *Unit Pelayanan Terpadu* (UPT) social service of elderly people;
9. To qualify for selection/survey from Team Selection UPT social service of elderly people.

Service Facility in *Unit Pelayanan Terpadu* (UPT) Social Service of Elderly People:

1. Eat 3 times a day;
2. Snack 3 times a day;
3. Clothing;
4. Medical control by a Doctor;
5. Tool Equipment hygiene (SOAP, toothpaste, towels etc.);
6. Gymnastics Sports;
7. Recreation Tool (*Hadrah*, Karaoke, Recreation);
8. Worship Tool (*Mushola*, Recitation).

*Source: Data of Social Service Elderly people at Social Agency in Malang Regency, 2016.*

Fourth, social service elderly people through Providing of Aid and social security. It aims to alleviate the burden of life. In fact, providing of Aid and social security is not only for the elderly but for the *Penyandang*

*Masalah Kesejahteraan Sosial* (PMKS). Social security is a program organized to provide social protection to the population in need of service specifically in order to be better protected.



**Figure 4.14 Providing of Aid and Social Security in Malang Regency of 2014 placed in Urek-urek Village Office.**

*Source: Report of Implementation Facility Business Management activities for Poor Effort in Empowering the poor people, Komunitas Adat Terpencil (KAT) and Penyandang Masalah Kesejahteraan Sosial (PMKS), 2014.*

It have objectives to help other PMKS and to fulfill daily needs. Not all villagers get relief and social security. Aid and social security are given differently there through *Rukun Warga* (RW) comes directly to the Village Office. As statement from Ms. Liana. “*Pak RW yang kasih untuk ibuk, tapi tetangga ada juga yang di Balai Desa saya kurang tahu juga apakah bantuan itu sama atau tidak*”. (Wawancara, 22 Oktober 2016). “Mr. RW give aid and social security, but my neighbor came in Village Office. In other hand, I don’t know how many aid get it”. (Interview, October 22<sup>th</sup>, 2016). It can be said that providing of aid and social security



indirectly by the Social Agency in Malang Regency through Mr. RT/RW or Head of Village.

Thus, it can be concluded that the public service for elderly people welfare is more directed to social services. Social services was done by Social Agency in Malang Regency consist of 4 (four) kind of services, namely: ASLUT, Poor People and *Karang Werdha* Empowerment, Referral Services to Social Parlor Provincial Owned, Providing of Aid and social security. Every social services provided have objectives of each to improve elderly people welfare. Therefore, as a good community hopefully can provide criticism and suggestion for most benefits social services.

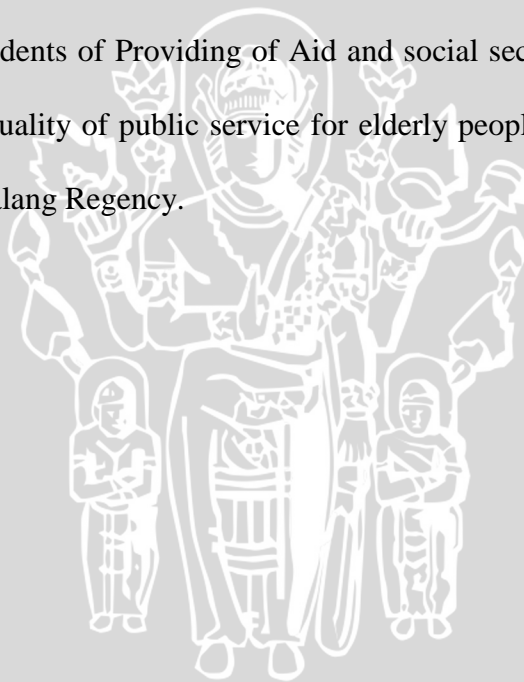
### c. Quality of Public Service at Social Agency in Malang Regency

Based on principle of service established in accordance Decision of *Menteri Pendayagunaan Aparatur Negara* No. 63/KEP/M.PAN/7/2003 which later developed into 14 (fourteen) elements that are "relevant", "valid" and "reliable", as the minimal elements that must exist for *Indeks Kepuasan Masyarakat* (IKM) measurement basis is as follows; *Services procedure, services requirements, services personnel clarity, services personnel clarity, services personnel responsibility, services personnel ability, services speed, fairness get the services, courtesy and friendliness of the officer, reasonableness of fees, certainly charge of services, certainly schedule of service, environmental comfort,*



*services security*. Based on the researchers took (3) three indicators that are relevant to Social Agency in Malang Regency namely: Transparency (related to transparency of budget); Accountability (responsibility of public servant); Justice to provide public service.

Therefore, researchers interviewed as many as 14 (sixteen) respondents consisting of 5 (five) respondents of ASLUT, 3 (three) respondents of Poor People and *Karang Werdha* Empowerment, 3 (three) respondents of Referral Services to Social Parlor Provincial Owned, 3 (three) respondents of Providing of Aid and social security. It is used to know about quality of public service for elderly people welfare at Social Agency in Malang Regency.



**Table 4.19 Interview Result related to Quality of Public Service to Public Service for Elderly People Welfare at Social Agency in Malang Department**

No	Program	Transparency		Accountability		Fairness	
		Better	Less than Better	Better	Less than Better	Better	Less than Better
1	ASLUT	4 informant	1 informant	5 informant	0	2 informant	3 informant
2	Poor People and <i>Karang Werdha</i> Empowerment	0	3 informant	2 informant	1 informant	0	3 informant
3.	Referral Services to Social Parlor Provincial Owned	3 informant	0	3 informant	0	3 informant	0
4.	Providing of Aid and social security	1 informant	2 informant	1 informant	2 informant	0 informant	3 informant

Source: (Observation and Interview Result, October and November 2016).

**Table 4.20 Research Result of Quality of Public Service to Public Service for Elderly People Welfare at Social Agency in Malang Regency**

No	Program	Transparency	Accountability	Fairness
1	ASLUT	Social Agency in Malang Regency helped by ASLUT Assistance provide budgets for Rp 200.000,-/ month. It's provide every 3 (three) or 4 (four) month. So, it can be said that Transparency is <b>better</b> .	Accountability of Social Agency in Malang Regency participate to control and provide ASLUT directly. So, accountability is <b>better</b> .	Providing of ASLUT is less evenly and lack of period data. So, it can be said <b>less than better</b> .
2	Poor People and <i>Karang Werdha</i> Empowerment	Poor people empowerment is <b>less than better</b> in transparency perspective. It's cause realization get insufficient supported by not	Social Agency in Malang Regency have been responsible because attention to poor people. So, accountability is <b>better</b> .	Fairness at Social Agency in Malang Regency already <b>better</b> because directly provide services to the community.

No	Program	Transparency	Accountability	Fairness
		announced how many nominal cost spent.		
3.	Referral Services to Social Parlor Provincial Owned	Elderly people get guidance and health service if get sick. So, transparency is <b>better</b> .	Social Agency in Malang Regency have responsibility and fast to provide service. So, accountability is <b>better</b> .	Fairness attitude is <b>better</b> . The reason is to selection elderly people based on requirement from <i>Unit Pelayanan Terpadu</i> (UPT) Social Service Elderly People Provncial Owned.
4.	Providing of Aid and social security	Not all of the recipients know the amount obtained is equal to another recipient. So, <b>less than better</b> of transparency perspective.	Responsibility of Social Agency is <b>less than better</b> because providing of aid not directly but through <i>Pak RT/RW</i>	Fairness is <b>less than better</b> because community consider that providing of aid and social security based on proximity Head of Village.

Source: (Observation and Interview Result, October and November 2016).



Based on interview and observation for researching in Social Agency in Malang Regency and result of interviews with villagers the recipient public service program for elderly people welfare in the Gondanglegi District, Donomulyo District, and Bantur District then obtained the following data:

1. Transparency is service must be open, easy and accessible to all of parties who needed. Community know about the facilities, budget and soon. The total budget has been spent on public service program for elderly people welfare was Rp. 1.846.189.000,-. While the overall activities of total budget is Rp 7.657.881.900,-. If the calculated then:

$$\frac{\text{Total budget of public service for elderly people}}{\text{Total budget of overall activities}} \times 100\%$$

$$\frac{\text{Rp. 760.246.500,-}}{\text{Rp. 7.657.881.900,-}} \times 100\% = 24,2\%$$

Transparency was done in some of the following programs: first ASLUT are considere better due to the Social Agency in Malang Regency has provided an explanation of the related budgets received. Providing of ASLUT program by Social Agency in Malang Regency helped ASLUT Assistance. This is view from interview result by Mrs. Lilis Subaidah children from Sonirah Grandmother as recipient of ASLUT in Sumber Bening Village of Bantur District.

*“Dinas Sosial sering berkunjung mbak, untuk mengecek kesehatan ibu dan memberikan bantuan dana sekitar Rp.800.000,. Beliau berkata bantuan ini dipergunakan untuk bulan Mei-Agustus”. (Wawancara, 23 Oktober 2016).*

“Social Agency are often visit in here, to check the health of mother and give aid budgets around Rp 800,000. He (ASLUT

Assistance) said the aid is used for the months of May-August". (Interview, October 23th, 2016).

Second, Poor People and *Karang Wedha* Empowerment views from the transparency perspective is less than better. It's because of that recipient of poor people funding have been getting budget. However, it was not announced how much the realization that is given to each recipient poor people empowerment. Poor people empowerment for elderly people are given in the form of relief budget not necessarily revolve around Rp. 500.000,-. Based on interviews results with Mrs. Afifah children from Siti Rohmah Grandmother as recipient of Poor People and *Karang Werdha* empowerment in Urek-urek Village, Gondanglegi district.

*"Dana bantuan yang diterima tidak tentu mbak, tahun kemaren ibu dapat Rp. 500.000,-. Uang yang diberikan biasanya melalui Pak RT dan kadang-kadang kami berkumpul dulu di Balai Desa". (Wawancara, 22 Oktober 2016).*

"Budget from Poor People and *Karang Werdha* Empowerment is received are not of course. My mother get Rp. 500,000,-. The money is usually given through the Mr. RT and sometimes we gathered first at the Village Office". (Interview, October 22th, 2016).

Third, Referral Services to Social Parlor Provincial Owned. This service is given to elderly people who are displaced in Malang Regency. Budgets provided from the Social Agency in Malang Regency based on the provisions of the province. Based on the statements of the interviews results with Mrs. Tri Isbinati, SE as Head of Planning and Reporting Sub-Section in Social Agency in Malang Regency.



*“Dinas Sosial Kabupaten Malang hanya memfasilitasi rujukan diterima atau tidaknya lanjut usia di UPT Pelayanan Sosial Provinsi. Jika lanjut usia tersebut diterima mereka akan diberikan fasilitas seperti makan, tempat tidur, kesehatan. Sedangkan Dinas Sosial Kabupaten Malang memberikan bantuan kesehatan jika lanjut usia yang terlantar tersebut tidak diterima di Panti Sosial tersebut. Dana yang digunakan ya untuk perawatan lanjut usia”. (Wawancara, 14 Oktober 2016).*

*“Social Agency in Malang Regency give facilitate to reference elderly people in the Unit Pelaksana Teknis (UPT) Social Parlor Provincial Owned. If the elderly people are received they will be given facilities such as dining, bedding, health. While the Social Agency in Malang Regency provides health. If displaced elderly people not accepted in the Social Parlor. The budgets used to treatment of elderly people”. (Interview, October 14th, 2016).*

Fourth, aid and social security. If viewed from a given source of budgeting uncertain depending on APBD in Malang Regency. So, the Social Agency in Malang Regency couldn't provide an explanation of the related budget given of the realistically. Therefore the transparency of aid and social security are arguably less than better. Aid and social security is indispensable for people in need. Based on the interviews result with Miss Deneq Bini Nurbayani, s. Sos who served as Head of the Aid and Social Security Section at Social Agency in Malang Regency.

*“Bantuan dan Jaminan sosial yang diberikan tidak diberikan secara percuma, karena setiap tahun pasti ada laporan yang tercatat. Hal itu dilakukan untuk memudahkan monitoring dan evaluasi. Bantuan yang diberikan juga bergantung pada pemerintah setempat. Namun, yang jelas setiap bantuan yang diberikan selalu ada SPJ nya sehingga bisa dikatakan cukup transparan”. (Wawancara, 18 Oktober 2016).*

*“Aid and Social security provided was not given in vain, because every year there's definitely report noted. It is done to facilitate monitoring and evaluation. Aid provided also relies on local*



governments. However, there is *Surat Pertanggungjawaban* (SPJ). So, it could be said better transparent.” (Interview, October 18th, 2016).

Thus, it can be concluded that transparency was done by the Social Agency in Malang Regency there is run better and less than better. From the seven public service program. Transparency that was better there are 2 (two) namely *Asistensi Lanjut Usia Terlantar* (ASLUT) and Poor People and *Karang Werdha* Empowerment. As for the transparency has was less than better there are Referral Services to Social Parlor Provincial Owned among aid and social security. All program provided have aims to want to help in easing the burden of life. However, transparency calculation performed was done Social Agency in Malang Regency is 24% total budget to provided elderly people welfare.

2. Accountability. Services that can be accounted for in accordance with legislation provisions. A commitment should be made to keep a fixed interest of the public in order to run properly. Accountability is done in some of the following programs: first, ASLUT is a better. Accountability means that responsibility from Social Agency in Malang Regency to provide the public service. It can be seen from cares or not to community. Social Agency in Malang Regency visited the elderly people even though the distance to recipient of ASLUT. This is emphasized as the interview result with Mrs. Saniyem children

from Tukiye Grandmother as recipient of ASLUT in Sumber bening Village Bantur District.

*“Bapak Dinas sering kemari mbak bersama dengan pak RW disini namanya pak Siarhatono biasanya Tanya masalah kesehatan dan tidak lupa memberikan uang pada ibu, tapi ya begitu mbak kebutuhan mbah juga banyak jadi ya cukuplah sebulan untuk memenuhi kebutuhan mbah. Saya sangat bersyukur”. (Wawancara, 23 Oktober 2016).*

*“Social Agency in Malang Regency employees came in here. Mr. Siarhartanto as RW give a question about grandmother healthy and give budget. I think this money is enough to fulfill daily need. I'm very grateful”. (Interview, October 23th, 2016).*

Kedua, Poor People and Karang Werdha empowerment in accountability perspective was doing activities that is selection of participant candidate of Social Motivation Guidance for Elderly People and Social Motivation Guidance for Elderly People. Selection of prospective Participants Motivation Guidance for *Wanita Rawan Sosial Ekonomi* (WRSE) and Motivation Guidance for *Wanita Rawan Sosial Ekonomi* (WRSE). Social Agency in Malang regency implementation the responsibility less than better because attention to poor people. Based on interview result with Mrs. Rochmatul Azizah Children from Liana Grandmother.

*“Tanggung jawab atau tidaknya saya kurang paham mbak, namun untuk penyaluran dana yang diberikan bukan dari Dinas Sosial Langsung namun melalui pak RT/RW setempat”. (Wawancara, 22 Oktober 2016).*

*“I don't know how far responsibility of Social Agency. But, about provided budgets through from Pak RT/RW”. (Interview, October 22th, 2016).*



Third, Referral Services to Social Parlor Provincial Owned. Providing of social services has been done properly in accordance with the wishes of the community just limitations in accepting the displaced elderly people became the main obstacle. Not all elderly people can easily accept. There are elderly people who do not want to Referral Services to Social Parlor Provincial Owned because uncomfortable.

As a Social Agency in Malang Regency Officer has sought to persuade the elderly people. Therefore, based on interviews result with Elderly people are displaced Mr. Trimmo that from Kepanjen. *“Saya tidak mau dibawa dengan mobil seperti penjahat. Saya tidak salah. Saya nyaman dengan tempat tinggal saya”*. (Wawancara, 23 Oktober 2016). “I didn't want to be carried with the car as criminals. I'm not wrong. I'm comfortable with where I live.” (Interview, October 23<sup>th</sup>, 2016). Social Agency in Malang Regency very responsible and fast to provided services. Service provided are considered better or not depend on the recipients of service. Based on interview result with Mr. Drs. Joenoes Heri Oetomo as Head of Swadaya Social Sector at Social Agency in Malang Regency:

*“Tidak mudah mengajak orang untuk mengikuti apa yang kita inginkan, perlu adanya pendekatan personal. Contohnya orang yang terlantar dijalan lebih nyaman dengan kehidupannya daripada dengan hal-hal yang baru”*. (Wawancara, 18 Oktober 2016).

“It's not easy to invite people to follow what we want, the need for a personal approach. For example people who are displaced in



the way more comfortable with life than with the new things". (Interview, October 18th, 2016).

Fourth, Providing of aid and social security. Social aid is crucial to do aiming to deliver lightening the load against the everyday life. Then, in terms of social security being are provide to fulfill needs. So that, it is expected to keep the social welfare level. Miss Jumaiah children from Fatonah Grandmother.

*"Tanggung jawab Dinas Sosial cukup baik, karena pemberian bantuan diberikan tidak secara langsung namun melalui Kepala Desa atau Pak RT atau Pak RW". (Wawancara, 22 Oktober 2016).*

"The responsibility of the Social Agency is less than better, since the providing of the aid does not directly but through the Head of Village head or Mr. RT/RW". (Interview, October 22th, 2016).

Thus it can be concluded that the accountability was done by the Social Agency in Malang Regency there is run better and less than better. From the seven public service program. Accountability that was better there are 3 (three) namely ASLUT, Poor People and *Karang Werda* Empowerment, Referral Services to Social Parlor Provincial Owned. As for the accountability was less than better there is only 1 (one), namely Providing of Aid and Social Security. Social Agency in Malang Regency has sought was responsible for providing service to the elderly people viewed from several programs that have been run.

3. Fairness that is service not discriminating in particular tribe, race, religion, class, social status and others. Services are considering

aspects of fairness between giver and receiver of public service. Fairness is done in the following programs: first, ASLUT are consider less than better. Community consider if the services from Social Agency in Malang Regency is still less than better. It is based on statements from one of the villagers as recipient of ASLUT Program from Sumber bening Village Bantur District namely Tukiye Grandmother.

*“Mbah wagiye juga dapat, tapi ada juga yang tidak dapat uang Rp. 200.000,- ini. Mbah yang diatas rumah saya ini juga tua tapi tidak dapat. Tapi orangnya sekarang sedang di Mojokerto baru berangkat pagi tadi”. (Wawancara, 23 Oktober 2016).*

*“Wagiye Grandmother get ASLUT. I think that grandmother have home above not get ASLUT. But, she is go to Mojokerto”. (Interview, October 23<sup>th</sup>, 2016).*

Fairness is considered important communities. Community feel that is if one of his neighbors do not get the same thing. It is considered unfair. Therefore, the required effort to gain the trust of the community. Second, Poor people and *Karang Werdha* Empowerment in Fairness perspective. It has activities namely, selection of participant candidate of Social Motivation Guidance for Elderly People and Social Motivation Guidance for Elderly People. Selection of prospective Participants Motivation Guidance for *Wanita Rawan Sosial Ekonomi* (WRSE) and Motivation Guidance for *Wanita Rawan Sosial Ekonomi* (WRSE). Enthusiastic from community with this activities In addition, in terms of dissemination activities have been done well so that people feel are fair in getting this program related



information. Therefore this statement is emphasized by one participant that follow this activity, namely Liana Grandmother.

*“Kegiatan ini disosialisasikan melalui RT setempat, banyak warga masyarakat yang senang dengan kegiatan ini. Meskipun saya juga kerja disawah tapi saya senang ikut kegiatan ini”.* (Wawancara, 23 Oktober 2016).

*“These activities through local RT socialized, many residents are pleased with this activity. Although I am as farmer but I am so happy to join this activity.”* (Interview, October 23th, 2016).

With the program activities desired by the community. Social Agency in Malang Regency helpful and considered getting the main goal of the activities of the poor people empowerment, namely efforts the fulfillment of community needs. Third, Referral Services to Social Parlor Provincial Owned in Fairness perspective is a better. It has a problem about limitations of the number of elderly people can be received in Social Parlor Provincial Owned. In the other side, elderly people are uncomfortable in Social Parlor. This statement reaffirmed by Mrs. Tri Isbinati, SE as Head of Planning and Reporting Sub-Section in Social Agency in Malang Regency.

*“Lanjut Usia itu cara berfikirnya kembali seperti anak kecil. Sebenarnya Dinas Sosial Kabupaten Malang telah selektif dalam memilih lanjut usia yang harus dirujuk ke Panti sosial. Namun, terkadang Lanjut Usianya sendiri yang tidak mau. Disamping itu, pemilihan lanjut usia yang dirujuk ke Panti Sosial tidak sembarangan karena memiliki kriteria tertentu”.* (Wawancara, 1 November 2016).

Elderly people thinks like childhood. Social Agency in Malang Regency selective to choose elderly people are displace to Referral Services to Social Parlor Provincial Owned But, they didn't want it. In the other side, it has requirement or criteria of elderly people”. (Interview, November 1<sup>st</sup>, 2016).



Fourth, providing of aid and social security. Aid and social security is one of the main goals of Social Agency in Malang Regency. However, it is constrained by channeling Providing of Aid and social security related to the granting of budgets through Mr. RT/RW. This is emphasized by the statement of Drs. Joenoes Heri Oetomo as Head of Swadaya Social Sector at Social Agency in Malang Regency:

*“Dinas Sosial Kabupaten Malang telah memberikan bantuan sesuai dengan data yang diberikan oleh RT/RW dan Kepala Desa setempat yang dianggap kurang mampu. Sehingga, dalam penyaluran dana bantuan juga melalui mereka. Semua informasi yang terkait siapa yang mendapatkan bantuan dan tidak mendapatkan bantuan juga dari mereka. Jika ada masyarakat yang merasa kurang mampu dan tidak mendapatkan bantuan itu berarti kesalahan dari RT/RW dan Kepala Desa setempat yang tidak mengetahui kondisi warganya”. (Wawancara, 18 Oktober 2016).*

“Social Agency in Malang Regency has been providing aid in accordance with the data provided by RT/RW and Head of Villages who are considered less capable. So, in channeling aid funds also through them. All information related to people who get aid or not get aid is came from them. If there are communities that feel less capable or not getting the aid that mean fault of *pak* RT/RW and Head of Village who don't know the condition of its citizens”. (Interview, October 18th, 2016).

Thus it can be concluded that the Fairness which is done by the Social Agency in Malang Regency there is run better and less than better. From the seven public service program. Fairness that was better there are 2 (two) namely; Referral Services to Social Parlor Provincial Owned and Poor People and *Karang Werdha* Empowerment. As for the Fairness was less than better there are 2 (two) *Asistensi Lanjut*

*Usia Terlantar* (ASLUT) and providing of aid and social security. So, Fairness provided public service for welfare of the elderly people at Social Agency in Malang Regency is balanced.

**d. Supporting and Inhibiting Factors related to Public Service Program at Social Agency in Malang Regency**

**Table 4.21 Research Result Supporting and Inhibiting Factors public service program at Social Agency in Malang Regency**

No	Supporting Factors	Inhibiting Factors
1.	Better Transportation	Mentality of elderly people
2.	Mobility service delivery	Existence of potential misuse of information
3.	Structured bureaucracy	Limited of Social Parlor
4.	Have Social Worker	

Source: (Observation and Interview Result, October and November, 2016).

1) Supporting Factor

a. Better Transportation

Social Agency in Malang Regency provided public service to elderly people welfare. Transportation is one of tool to provide public service for PMKS. This is in accordance with statement of Mrs. Tri Isbinati, SE as Head of Planning and Reporting Sub-Section at Social Agency in Malang Regency: “*Dinas Sosial Kabupaten Malang memiliki 2 buah mobil biasanya digunakan untuk mengangkut orang terlantar*”. (Wawancara 14 Oktober 2016). “Social Agency in Malang Regency have 2 car. It use to transport internally people are displaced”. (Interview, October 14<sup>th</sup>, 2016).



Based on the interview result describe that Social Agency in Malang Regency effort to provided public service to community. Based on RENSTRA of Social Agency in Malang Regency 2011-2015 get data that Social Agency in Malang Regency haave 2 (two) car for operational service (Kijang Lx and Kijang Innova of 2011), 2 (two) inflatable boat (2008 and 2009), 1 (one) a truck rescue (2010), 1 (one) a pick up (2009) for natural disaster operations, 1 (one) a pick up double *kabin* Rescue Tehnical Unit (RTU) 2011 to emergency response, 9 (nine) wheeled two vehiclee.

b. Mobility service delivery

Malang Regency is one regency that has extensive 252.1 km<sup>2</sup> with the recipient's public service for welfare of the elderly people who resides not far from the Social Agency in Malang Regency. One of Accountability for providing service to elderly people with increasing quality of public service. One of program is *Asistensi Lanjut Usia Terlantar* (ASLUT). Social Agency in Malang Regency visit directly with this program. It has objective to view displaced elderly people condition. As for the assistance of *Asistensi Lanjut Usia Terlantar* (ASLUT) in Malang Regency is as follows:

**Table 4.22 Assistance of *Asistensi Lanjut Usia Terlantar* (ASLUT) in Malang Regency**

No	Name	District/Village
1	Siarhartanto	Bantur District/Sumberbening Village
2	Marsi	Bantur District/Srignonco Village
3	Taji	Donomulyo District/Mentaraman Village



4	Sriani	Donomulyo District/Sumberoto Village
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*Source: Report of Assistance Coordinator Asistensi Sosial Lanjut Usia terlantar (ASLUT) Program in Malang Regency, January s/d April of 2015 and Renstra 2011-2015 at Social Agency in Malang Regency and Interview October, 23<sup>th</sup>, 2016.*

Social Agency in Malang Regency provide attention and protection for elderly people. Providing the service is done with high mobility. As the statement of Mr. Drs. Joenoes Heri Oetomo as Head of Swadaya Social Sector at Social Agency in Malang Regency.

*“Memberi bukan hanya sekedar mengasihi lalu pergi. Namun, harus ada tindakan pasti yang harus dilakukan. Sebagai pelayanan sosial harus memberikan pelayanan yang terbaik bagi semua kalangan”. (Wawancara, 18 Oktober 2016).*

*“Give something is not just love and then go. However, there must be action sure to be done. As social services must provide the best service for all walks of life”. (Interview, October 18th, 2016).*

This illustrates that the Social Agency in Malang Regency has a high readiness in administering the service. As Public Servants should be responsible for providing service to society whether it be direct or indirect services. The high mobility in provide service is the driving factor in awarding the public service.

#### c. Structured Bureaucracy

Organizational culture is structured is a factor of the quality of public services for the welfare of the elderly people. Social Agency in Malang Regency consist of Head of Divions, Head of Section and Staff. This viewed that Social Agency in Malang Regency has better structure organizational. This statement from Mr. Drs. Joenoes Heri Oetomo as

Head of Swadaya Social Division at Social Agency in Malang Regency.

*“Kepala bidang harus paham apa saja program kerja di setiap kepala sie. Contohnya saya Kepala Bidang Bina Swadaya Sosial disini bawahan saya ada pak Syamsul yang di Lanjut Usia”.* (Wawancara, 18 Oktober 2016). “Head of Division must be know about that program. For example: I am as Head of Swadaya Social Division has a Head of Section namely Syamsul concern in elderly people”. (Interview, October 18<sup>th</sup>, 2016).

Organizational culture at Social Agency in Malang Regency have 4 (four) Head of Division and every divion have 3 Head of Section. It has a task to provide public services to community. Structured bureaucracy used easy to provide service. So, community can know performance of Social Agency in Malang Regency.

b. Have Social Worker

Social Worker can help the public service for the elderly people. Social worker at Social Agency in Malang Regency have 9 (nine) people. Social workers employed are volunteer but given allowances. Based on statements from Mrs. Tri Isbinati, SE as Head of Planning and Reporting Sub-Section in Social Agency in Malang Regency: *“Strukturnya bisa dilihat disini mbak, kalau mbak-mbak yang di depan saya ini yang biasa bantu pekerjaan saya”.* (Wawancara, 18 Oktober 2016). “This is the bureaucracy structure, She is the social worker usually help me”. (Interview, October 18<sup>th</sup>, 2016).



Statement above that social worker at Social Agency in Malang Regency can help administration not directly service to community. Social worker is used to help social service. So, social worker must must have an attitude that is agile and quick response.

## 2) Inhibiting Factor

### a. Mentality of Elderly People

Mentality of Elderly People is depends on one's personal especially in Malang Regency has a different character. Elderly people have emotional character. Public services for elderly people have been given properly. However, the thing that becomes a barrier factor is the mentality of the elderly people that are sometimes incompatible with the policy that has been created. For example, elderly people who escaped from Social Parlor. This has to be one of constraints of Referral Services to Social Parlor Provincial Owned. Elderly people like childhood who need guidance, motivation and protection. As told by Ms. Tri Isbinati, SE as Head of Planning and Reporting Sub-Section in Social Agency in Malang Regency:

*“Melayani Lanjut usia itu harus sabar mbak, membuat rujukan itu juga tidak mudah, Kami (Dinas Sosial Kabupaten Malang) harus dapat menseleksi lansia yang dia bersedia di rujuk ke panti dan dengan keadaan yang sehat”. (Wawancara, 1 November 2016).*

“Provide social service to elderly people must be patient, referral service elderly people is not easy. We must be selective to choose elderly people. Elderly people willing in referral to Social Parlor and has healthy condition”. (Interview, November 1<sup>st</sup>, 2016)



Referral Services to Social Parlor Provincial Owned is better service to provide protection to elderly people. But, not all elderly people can get Referral Services to Social Parlor Provincial Owned. Most of them still reluctant to adapt adjust the previous place of residence to the place of residence as Social Parlor. So, Mentality of Elderly People into a factor restricting the existence of public service program for the elderly people.

b. Existence Potential Misuse of Information

Existence Potential Misuse of Information as one of inhibiting factor recipient of public service to get better services. Information provided related communities that get from Social Agency in Malang Regency. Information is a very important thing to do. For example ASLUT Program. Not all elderly people get this program. Recipient of ASLUT Program provide to 50 people every Regency/City in all Indonesia accordance with policy of Social Ministry. Elderly people get this program is elderly people have aged 60 or above. Elderly people welfare needed to set up social life and social livelihood. The following is the number of recipients ASLUT in Malang Regency.

**Table 4.23 Recipient of Asistensi Lanjut Usia Terlantar (ASLUT) in Malang Regency**

No	Ammount	District/Village
1	13 people	Bantur District/Sumberbening Village
2	12 people	Bantur District/Srignonco Village
3	13 people	Donomulyo District/Mentaraman Village

No	Ammount	District/Village
4	12 people	Donomulyo District/Sumberoto Village

Source: Report of Assistance Coordinator Asistensi Sosial Lanjut Usia terlantar (ASLUT) Program in Malang Regency, January s/d April of 2015 and Renstra 2011-2015 in Social Department of Malang Regency

Information about ASLUT Program provided from district, Head of Village and then to community. Social Agency in Malang not provide information directly. So, the information can't accepted to the community with wholly. For example poor people and Karang Werdha Empowerment. As told by Head of RW 03 Urek-urek Village, Mr. Sukijan:

*"Kalau terkait uang yang diberi berapa dan untuk apa saja tidak dijelaskan mbak. Taunya kumpul saja, kebetulan saya ikut, tapi lupa tahun berapa sekitar 2 tahun lalu". (Wawancara, 22 Oktober 2016).*

*"Talking about money, I don't know. I just know about together in Village Office. I follow it, but I am forget, may be 2 years ago". (Interview, October 22<sup>th</sup>, 2016).*

It is note related information should not discriminate. Therefore, the giving of the information must be given in an open and fair. It has objective to give as a right that must be granted. As told by Head of RW 03 Urek-urek Village, Mr. Sukijan:

*"Pemberdayaan fakir miskin ini dikumpulkan di balai desa, kegiatannya ya untuk masyarakat tapi yang ikut ya gak semua mbak, yang dapat undangan dari kepala desa. Saya waktu itu belum menjabat jadi ketua RW saya tahu dari teman-teman". (Wawancara, 22 Oktober 2016).*

*"Poor people empowerment gathering in Village Office, participant get invitation from Head of Village can follow this activities. For the time of this activities is before I am became*



Head of RW. I know from my friends". (Interview, October 22<sup>th</sup>, 2016).

Based on the interview results obtained to make a conclusion that Fairness is indeed not an easy thing to do. Social Agency in Malang Regency has given authority to the Head of Village give program related information poor people empowerment. Not all communities get the information properly or even society there is less knowing. To that end, the communication is absolutely essential to do so that the information obtained is appropriate. So, the existence of a misuse of the information into the public service is an inhibitor factor given to elderly people.

c. Limited of Social Parlor

Malang Regency have the biggest number of Elderly People. Elderly people is need place use to daily need and live. elderly people of productive and non-productive. Productive elderly people is elderly people have aged 60 or above has a better phisical condition, intelectual and emotional. So, productive elderly people can fulfill the daily-need. Non-productive elderly people is elderly people have aged above 60 years has limitles physical condition, intellectual and emotional. So, limitless in to social interaction with community, to fulfill the daily need, to life depends on others. Meanwhile, elderly people who may be referred to Social Parlor is the elderly people who are displaced but still productive. Based on interviews result with Mrs. Tri Isbinati, SE as



Head of Planning and Reporting Sub-Section in Social Agency in Malang Regency.

“Total number of elderly people roughly 137,000. It is consist of a productive displaced elderly people, productive elderly people not displaced, non-productive elderly people are not displaced, non-productive elderly people not displaced. Well, this Social Department providing protection for productive elderly people are displaced referred to the Social Parlor Provincial Owned. that existed in Blitar, Wlingi Area, Pandaan, Banyuwangi. As for the non-productive Elderly people are displaced given help *Asistensi Lanjut Usia Terlantar* (ASLUT). Set the elderly people is not easy because the number of elderly people is so many. Hosiptal is cannot accommodate all of elderly people”. (Interview, November 1st, 2016).

*“Total Lanjut usia kurang lebih 137.000 itu terdiri dari lanjut usia yang produktif terlantar, lanjut usia produktif tidak terlantar, lanjut usia non-produktif terlantar, lanjut usia non-produktif tidak terlantar. Nah, Dinas Sosial ini memberikan bantuan perlindungan bagi lanjut usia produktif yang terlantar untuk dirujuk ke Panti Sosial Milik Provinsi yang ada di Blitar daerah Wlingi, Pandaan, Banyuwangi. Sedangkan untuk Lansia yang non-produktif terlantar diberikan bantuan Asistensi Lanjut Usia Terlantar (ASLUT). Mengatur lansia tidak mudah mbak, apalagi dengan jumlah lansia yang banyak terkadang rumah sakit pun, menampung lanjut usia yang sakit tidak muat karena terlalu banyaknya jumlah lansia”.* (Wawancara, 1 November 2016).

Increasingly the number of elderly people is not balance with social parlor. The number of elderly people in Malang Regency is 137,000 more or less people. Social Service of elderly people in East Java Social Parlor accommodate all productive displaced elderly people in the whole of East Java.

## B. Cross Case Study Analysis

### 1. Public Service Program for Elderly People Welfare at Social Agency in Malang City and Malang Regency

#### a. Similarities of Public Service for Elderly People Welfare at Social Agency in Malang City and Malang Regency

Law No. 13 of 1998 about elderly people welfare and Social Ministry Regulation No. 39 of 2012 about Implementation of Social Ministry is legal basis for implementation public service for elderly people welfare. Researcher has conducted research related to public service program for elderly people welfare at Social Agency in Malang City and Malang Regency. Both located in the same Province, namely East Java. Both the Social Agency employees who handle public services for elderly people welfare. Employees said that objective is to help the lives of the elderly people and to improve the elderly people welfare in the future. Based on the interview result of Researcher between the similarities to Social Agency related to Service provided elderly people are as follows:

#### 1. ASLUT

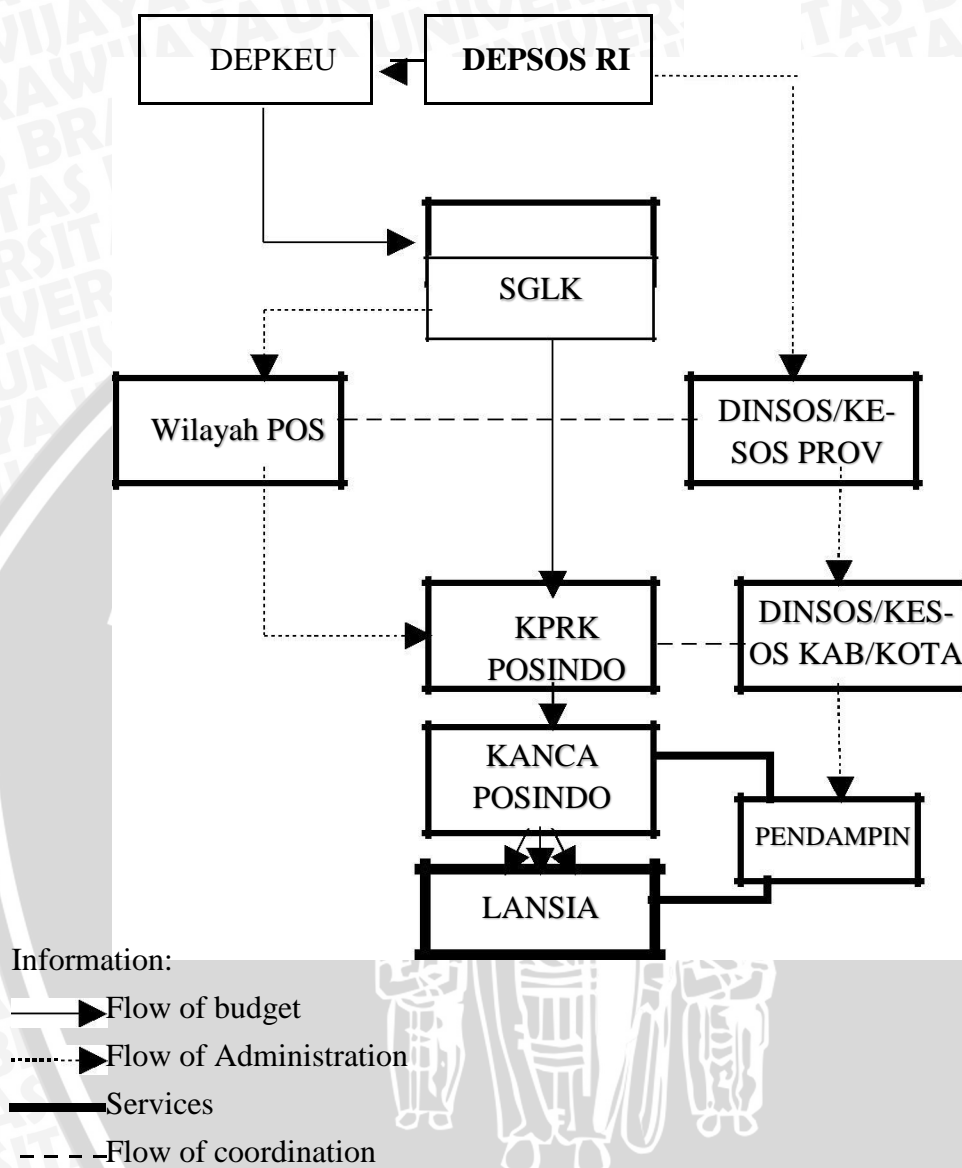
ASLUT is came from 2008. The name is *Jaminan Sosial Lanjut Usia* (JSLU) Program. It is came from directly aid to displaced elderly people and not potential elderly people. Total budget is Rp. 200.000,-/person/month. It is the policy of ASLUT Program is one of policy came from Government. It has objective to provide social protection and respect towards the displaced elderly people. This program in the form of provide



direct money is useful to meet the needs of its base so that it is expected to keep the social welfare level. Special objective program is to provide relief from the burden of expenditure within the framework, to fulfilment of basic needs and to maintaining adequate social welfare so that the elderly people can enjoy life with reasonable.

Target criteria of recipient ASLUT is elderly people have aged 60 or above and are not able to do daily activities, her life depends on the help of others and do not have a fixed source of income. Whereas, for the criteria of ASLUT assistance is a local resident who is not a Civil Servant/Head of Village. Have a high morality and be responsible. The Budget channeling of ASLUT amounting to Rp. 200.000,- is given for 3 (three) or 4 (four) months. This budget will give by ASLUT assistance who channeled through the Head of RT/RW or Head of Village. ASLUT program awarded to 50 elderly people who meet the eligibility criteria in each City/Regency. The number of 50 elderly people consists of several villages/sub-district. Mechanism for distribution of budgets ASLUT program are as follows:





**Figure 4.15 Flow of Proposed Fund Public Services for Elderly People (ASLUT)**

*Source: JSLU Guideliness (2010:17)*

## 2. Referral Services to Social Parlor Provincial Owned

Referral Services to Social Parlor Provincial Owned is a service provided to displaced elderly people who have no places and relatives. Elderly people are displaced are still capable of doing daily activities. It has objective to provide a decent livelihood for the elderly people are displaced. So that, the fulfillment of needs food and clothing are met. There are criteria for elderly people who can enter the Social Parlor that is as follows:

- a. Male or female with age maximal 60 years;
- b. From Family of Social Problem;
  - Poor
  - Displaced
  - Ostracized by family and community
- c. Healthy physical and spiritual (not diseased/not lame/crazy) as well as getting healthy affidavits from the local doctor;
- d. Can take care of herself/self-service (washing, bathing, feeding);
- e. Get consent of the family;
- f. Get a letter of recommendation from Sub-district/village and local Social Agency stating that people a social problematic;
- g. Submit a photo and copy of *Kartu Tanda Penduduk* (KTP) each of the 2 sheets;
- h. Was able to keep the entire regulation and the code ethics applicable in *Unit Pelaksana Teknis* (UPT) social service of elderly people;

- i. To qualify for selection/survey from Team Selection UPT social service of elderly people.

Service Facility in UPT Social Service of Elderly People:

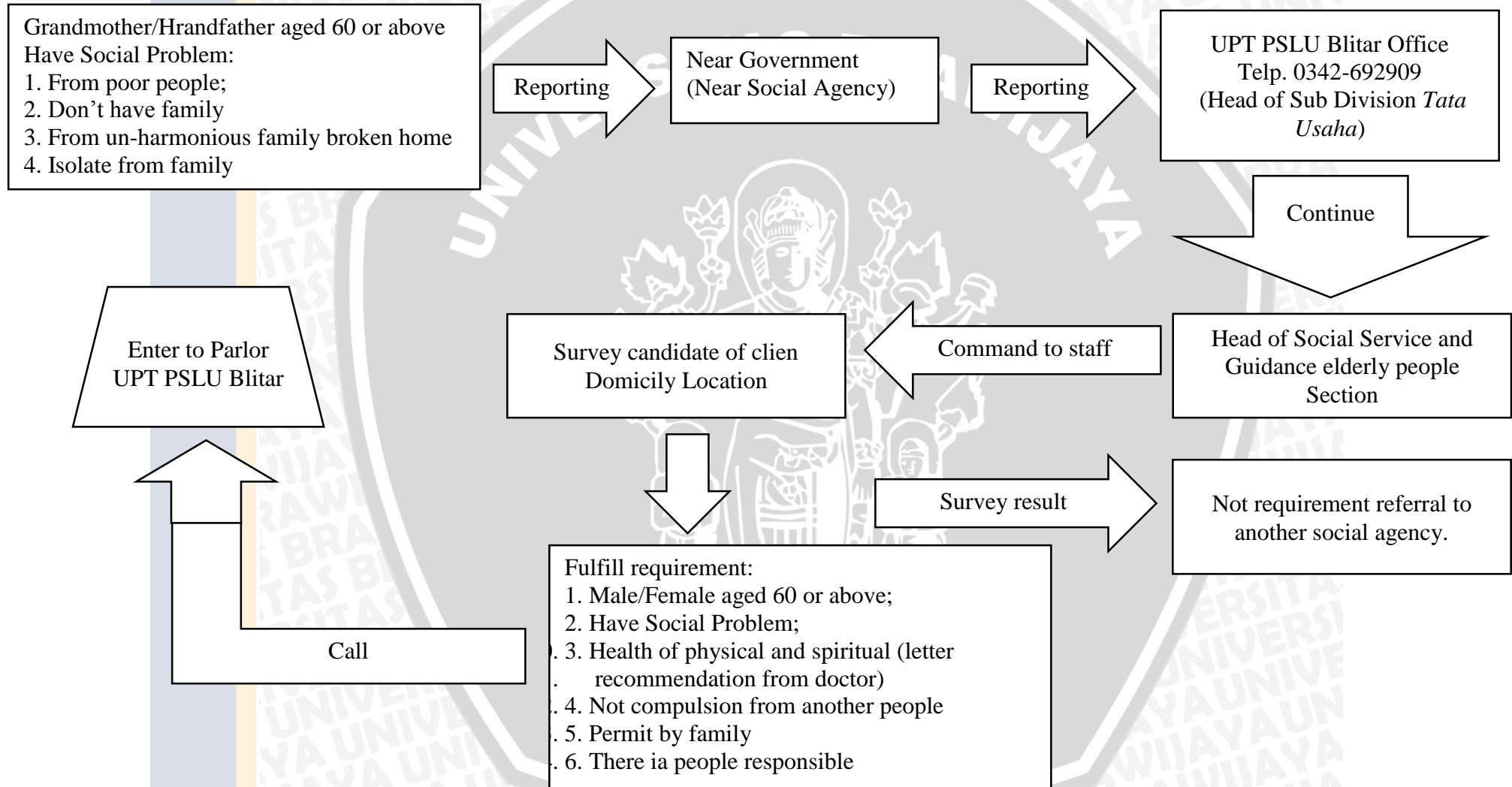
1. Eat 3 times a day;
2. Snack 3 times a day;
3. Clothing;
4. Medical control by a Doctor;
5. Tool Equipment hygiene (SOAP, toothpaste, towels etc.);
6. Gymnastics Sports;
7. Recreation Tool (*Hadrah*, Karaoke, Recreation);
8. Worship Tool (*Mushola*, Recitation).

*Source: Data of Social Service Elderly people in Social Agency in Malang Regency, 2016.*

As for the procedure for inclusion of Elderly People in the Social Parlor Provincial Owned were as follows:



### Prosedure of Clieen enter to Parlor UPT PSLU Blitar



**Figure 4.16 Prosedure of Clieen enter to Parlor UPT PSLU Blitar**



**b. Differences of Public Service for Elderly People Welfare on 2 at Social Agency in Malang City and Malang Regency**

Based on the research result on public services program for elderly people welfare at Social Agency in Malang Regency. Both Social Agency employees are handle elderly people and provides information about public services for elderly people welfare. Public services for the elderly people which leads to social services that have some difference in program services as follows:





**Table 4.24 Differences Types and Objectives of Public Services Program for Elderly People Welfare at Social Agency in Malang City and Malang Regency**

No	Types of Program Social Agency in Malang City	Objectives	Types of Program Social Agency in Malang Regency	Objective
1	ASLUT	<ul style="list-style-type: none"> <li>- To provide protection and assistance;</li> <li>- To providing relief on the burden of life to fulfill daily needs.</li> </ul>	<i>Asistensi Lanjut Usia Terlantar</i> ASLUT	<ul style="list-style-type: none"> <li>- To lighten the load of elderly people living;</li> <li>- To decrease displaced elderly people.</li> </ul>
2	<i>Operasional Loka Bina Karya Pandanwangi</i> as LIPONSOS	<ul style="list-style-type: none"> <li>- To provide facilitate PMKS displaced in order to obtain temporary residence;</li> <li>- To helps in the health service and fulfill needs of eating and drinking.</li> </ul>	Poor People and <i>Karang Werdha</i> Empowerment	<ul style="list-style-type: none"> <li>- To provide facilitate Business Management for Poor Family in Malang Regency;</li> <li>- To efforts of the fulfillment of basic needs;</li> <li>- To improve social welfare with an improvement of income, food, clothing, fulfillment, health, mobility and social relationships.</li> </ul>
3.	Providing of Basic food Aid	<ul style="list-style-type: none"> <li>- To relieve the burden of living in fulfilling the basic needs.</li> </ul>	Referral Services to Social Parlor Provincial Owned	<ul style="list-style-type: none"> <li>- To provide a fulfillment daily needs;</li> <li>- To provide of Warranty protection in the form of Social Homes</li> </ul>
4.	Referral Services to Social Parlor Provincial Owned	<ul style="list-style-type: none"> <li>- To provide a referral for displaced elderly people in order to obtain a guarantee of protection that is shared dwelling;</li> <li>- Providing a good facility.</li> </ul>	Providing of Aid and social security	<ul style="list-style-type: none"> <li>- To provide relief in daily needs.</li> </ul>

No	Types of Program Social Agency in Malang City	Objectives	Types of Program Social Agency in Malang Regency	Objective
5.	Repatriation of displaced people to the origin region	To provide budgets for relief on the cost of return to origin place;		
6.	Social Guidance and Development of Elderly People	- To provide guidance and motivation for elderly people in order to socialization; - To fostering elderly people in order to grow.		
7.	Karang Werda Empowerment	- To provide facility to make activity and develop the business.		

Source: Interview of Resercher

**Table 4.25 Targets of Public Services for Elderly People Welfare at Social Agency in Malang City and Malang Regency**

No	Types of Program Social Agency in Malang City	Targets	Types of Program Social Agency in Malang Regency	Targets
1	ASLUT	Elderly people displaced or elderly people non-productive who do not have relatives and still have a place to stay although join in the home.	ASLUT	Displaced ederly people and don't have relative and have a place to stay although join in the home.

No	Types of Program Social Agency in Malang City	Targets	Types of Program Social Agency in Malang Regency	Targets
2	<i>Operasional Loka Bina Karya Pandanwangi as LIPONSOS</i>	Displaced PMKS. It is do not have place to stay permanent but healthy condition.	Poor People and Karang Werdha Empowerment	- Wanita Rawan Sosial Ekonomi (WRSE) - Elderly People
3.	Providing of Basic food Aid	For Poor People and PMKS include elderly people.	Referral Services to Social Parlor Provincial Owned	Elderly people has not relative and a place to stay although join in the home.
4.	Referral Services to Social Parlor Provincial Owned	Displaced elderly people, healthy condition, do not have relatives and still have a place to stay although join in the home.	Providing of Aid and social security	PMKS including Elderly People.
5.	Repatriation of displaced people to the origin region	Displaced people in Malang City include elderly people.		
6.	Social Guidance and Coaching of Elderly People	Elderly people productive that have potential.		
7.	<i>Karang Werda Empowerment</i>	Elderly people productive, representative every district.		

Source: Interview of Resercher



**Tabel 4.26 Budgets of Public Services for Elderly People Welfare at Social Agency in Malang City and Malang Regency**

No	Types of Program Social Department of Malang City	Budgets	Sources	Types of Program Social Department of Malang Regency	Budgets	Sources
1	ASLUT	Rp. 130.800.000,- /year (in 2015, 50 people)	Social Ministry	ASLUT	Rp. 132.000.000,- /year (in 2015, 50 people)	Social Ministry
2	<i>Operasional Loka Bina Karya Pandanwangi</i> as LIPONSOS	Rp. 82.546.500,-/ year (in 2016)	APBD of City	Poor People and <i>Karang Werdha</i> Empowerment	Rp. 115.159.000,- /year (in 2015, 200 people)	APBD of Regency
3.	Providing of Basic food Aid	Rp 75.000.000,-/ year (in 2016, 350 basic food)	APBD of City, APBD of Province and Social Ministry	Referral Services to Social Parlor Provincial Owned	Rp. 473.790.000,- /year (in 2015)	APBD of Province
4.	Referral Services to Social Parlor Provincial Owned	Rp 200.000.000,-/ year (in 2016)	APBD of Province	Providing of Aid and social security	Rp. 1.125.240.000,- /year (in 2015 divided to all of <i>Penyandang Masalah Kesejahteraan Sosial (PMKS)</i> ).	APBD of Regency
5.	Repatriation of displaced people to the origin region	Rp 21.900.000,-/ year (in 2016, 150 people)	APBD of City			
6.	Social Guidance and Coaching of Elderly People	Rp 125.000.000,-/ year (in 2016, 200 people)	APBD of City			

No	Types of Program Social Department of Malang City	Budgets	Sources	Types of Program Social Department of Malang Regency	Budgets	Sources
7.	Karang Werda Empowerment	Rp 125.000.000,-/ year (in 2016, 1000 people)	APBD of City			
	Total Budget	Rp. 760.246.500,-.		Total Buget	Rp. 1.846.189.000,-	

Source: Matrix of Activity Program, Renstra 2014-2016 at Social Department of Malang City and Report of Assistance Coordinator Asistensi Sosial Lanjut Usia terlantar (ASLUT) Program in Malang Regency, January s/d April of 2015 and Renstra 2011-2015 in Social Department of Malang Regency.

Tabel above describe that public service program for welfare of the elderly people welfare at Social Agency in Malang City and Malang Regency have a differences. First, Type of Program Social Agency in Malang City have 7 (sevent): ASLUT, *Operasional Loka Binas Karya Pandanwangi* as LIPONSOS, Providing of Basic food Aid, Referral Services to Social Parlor Provincial Owned, Repatriation of displaced people to origin region, Social Guidance and Coaching of Elderly People, along with *Karang Werda* Empowerment. Meanwhile, Social Agency in Malang City have 4 (four): ASLUT, Poor People and *Karang Werdha* Empowerment, Referral Services to Social Parlor Provincial Owned and Providing of Aid and social security. Second, target of Program based on form of program. Social Agency in Malang City have main priority to elderly people are displaced. Meanwhile Social Agency in Malang Regency have main priority to all of elderly people productive or non-productive. Third, total budget of the public service program for welfare of the elderly people welfare at Social Agency in Malang City is Rp. 760.246.500,-. Meanwhile, Social Agency in Malang Regency is is Rp. 1.846.189.000,-. Every public service have better objective that is to elderly people welfare.



## 2. Quality of Public Service for Elderly People Welfare at Social Agency in Malang City and Malang Regency

### a. Similarities of Quality of Public Service for Elderly People Welfare at Social Agency in Malang City and Malang Regency

The measurement quality of public service for elderly people welfare are becomes an important judgment in implementing public service established in accordance Decision of *Menteri Pendayagunaan Aparatur Negara* No. 63/KEP/M.PAN/7/2003 which later developed into 14 elements that are "relevant", "valid" and "reliable", as the minimal elements that must exist for community satisfaction index measurement basis is as follows; *Services procedure, services requirements, services personnel clarity, services personnel clarity, services personnel responsibility, services personnel ability, services speed, fairness get the services, courtesy and friendliness of the officer, reasonableness of fees, certainly charge of services, certainly schedule of service, environmental comfort, services security*. Based on the researchers took (3) three indicators that are relevant to Social Department of Malang City namely: Transparency (related with transparency of budget); Accountability (responsibility of public servant); Fairness to provide public service.

**Table 4.27 Research Result of Quality of Public Services at Social Agency in Malang City**

No	Program	Transparency	Accountability	Justice
1	ASLUT	ASLUT is provide budgets for Rp 200.000,-/ month. Transparency is <b>better</b> .	Accountability was done by Social Agency in Malang City already run <b>better</b> . This was seen when Social Agency in Malang City participate to control and to provide <i>Asistensi Lanjut Usia Terlantar</i> (ASLUT) directly.	Community is assumes that ASLUT program justice and <b>better</b> .
2	<i>Operasional Loka Bina Karya Pandanwangi</i> as LIPONSOS	LIPONSOS has provided assistance better. Such as shelter, food and daily necessities. So, transparency is considered to be <b>better</b> .	Accountability from Social Agency in Malang City and LIPONSOS nanny is already <b>better</b> value.	Justice perceived by the public is considered to be <b>better</b> .
3.	Providing of Basic Food Aid	Providing of basic food aid is transparent. Corresponding amount given is 150 basic food. That is to say transparency is <b>better</b> .	Accountability of Social Agency in Malang City is <b>better</b> because providing of basic food aid made directly.	Community assumes that information provided are less thoroughly. So, there are people are not getting basic food aid. Thus, justice is still <b>less than better</b> .
4.	Referral Services to Social Parlor Provincial Owned	Referral Services to Social Parlor Provincial Owned was done openly by seeing elderly people. Accordance to criteria. Thus, it can be said that Referral Services to	Employees of Social Agency in Malang City has done a job <b>better</b> . By the way, trying to give the elderly people care with patience.	Justice was <b>better</b> . No distinction of race and class.

No	Program	Transparency	Accountability	Justice
		Social Parlor Provincial Owned is <b>better</b> .		
5.	Repatriation of displaced people to origin region	Repatriation of displaced people to origin region response from the community is <b>less than better</b> because people are not know of the money that should have been given.	Accountability of Social Agency in Malang City has done its job <b>better</b> appropriate goals and objectives.	Justice is still <b>less than better</b> because not all displaced people can be repatriated to the place of origin.
6.	Social Guidance and Development Elderly People	Social Guidance and Development Elderly People in terms of transparency is <b>less than better</b> . Community is did not know the nominal budgets spent in the administration Social Guidance and Development Elderly People.	Accountability was done Social Agency in Malang City already run <b>better</b> with given social guidance and development elderly people expected to run daily life.	Not all elderly people get social guidance and development elderly people directly from Social Agency in Malang City. So, justice is still <b>less than better</b> .
7.	Karang Werda Empowerment	Transparency empowerment of <i>Karang Werdha</i> is already run <b>less than better</b> .	Transparency Social Agency in Malang City still <b>less than better</b> because Empowerment of <i>Karang Werdha</i> management handed over to the local sub-district.	Justice in the election of members <i>Karang Werdha</i> is <b>better</b> because adjusting criteria.

Source: (Observation and Interview Result, October and November 2016).



**Table 4.28 Research Result of Quality of Public Service at Social Agency in Malang Regency**

No	Program	Transparency	Accountability	Justice
1	ASLUT	Social Agency in Malang Regency helped by ASLUT Assistance provide budgets for Rp 200.000,-/ month. It's provide every 3 (three) or 4 (four) month. So, it can be said that Transparency is <b>better</b> .	Accountability of Social Agency in Malang Regency participate to control and provide ASLUT directly. So, accountability is <b>better</b> .	Providing of ASLUT is less evenly and lack of period data. So, it can be said <b>less than better</b> .
2	Poor People and Karang Werdha Empowerment	Poor people empowerment is <b>less than better</b> in transparency perspective. It's cause realization get insufficient supported by not announced how many nominal cost spent.	Social Agency in Malang Regency have been responsible because attention to poor people. So, accountability is <b>better</b> .	Justice Social Agency in Malang Regency because directly provide service to the community.
3.	Referral Services to Social Parlor Provincial Owned	Elderly people get guidance and health service if get sick. So, transparency is <b>better</b> .	Social Agency in Malang Regency have responsibility and fast to provide service. So, accountability is <b>better</b> .	Justice attitude is <b>better</b> . The reason is to selection elderly people based on requirement from UPT Social Service Elderly People Owned-Province.
4.	Providing of Aid and social security	Not all of the recipients know the amount obtained is equal to another recipient. So, <b>less than better</b> of transparency perspective.	Responsibility of Social Agency is <b>less than better</b> because providing of aid not directly but through <i>Pak RT/RW</i>	Justice is <b>less than better</b> because community consider that providing of aid and social security based on proximity Head of Village.

Source: (Observation and Interview Result, October and November 2016).

From the both of table above it can be know that the assessment of the community about the quality of public services in Social Agency in Malang City and Malang Regency. Based on (3) three elements that is transparency, accountability and Fairness. There are of the similarity as follows:

1. Based on the same program that is ASLUT. There is a similarities from Transparency Perspective related the budget openness of this program Rp. 200.000,-. Accountability perspective namely Social Agency in Malang City and Malang Regency providing directly budget. Fairness Perspective has been awarded equally to elderly people entitled to recipient of ASLUT. Therefore, overall about ASLUT is a better. While the reference service to social parlor provincial owned have similarities that are seen transparency perspektive like openness in selecting appropriate elderly people are eligible to live in Social Parlor, seen accountability perspective like responsibility of Social Agency in Malang City and Malang Regency provide prompt service response and seen Fairness perspective like fair in the selection elderly people who can enter the Social Parlor Provincial Owned in accordance with the requirements. It is therefore about referral service to Social Parlor Provincial Owned were also rated a better by the public;
2. Different service Programs. Transparency Perspective is less than better, Accountability is better, and Fairness is bless than better is a

Social Guidance and coaching Elderly people program and Poor People and *Karang Werdha* Empowerment Program. Transparency of each service with the openness of the budget funds that channeled a better accountability, is a service that considered positive for the elderly people, and the Fairness of each service is related information provided unequal basis;

3. Accountability in the Social Agency in Malang City and Malang Regency are dominated by the community's response to the public service performance.
4. From the researchers observations find common ground that each Social Agency has same purpose that is to provide good services for community welfare. Social Agency in Malang City and Malang Regency has programs and services to *Penyandang Masalah Kesejahteraan Sosial* (PMKS).

**b. Differences of Quality of Public Services at Social Agency in Malang City and Malang Regency**

Differences of Quality for Public Services Welfare at Social Agency in Malang City and Malang Regency, namely:

1. Assessment Social Agency in Malang City tends to be more equal than with the Social Agency in Malang Regency a better views in terms of transparency, accountability and Fairness;
2. Social Agency in Malang City have 7 (seven) program. Based on the 5 (five) program from Social Agency in Malang City is different to



Social Agency in Malang Regency. From 7 (sevent) program dominated to transparency perspective namely ASLUT, *Operasional Loka Bina Karya Pandanwangi* as LIPONSOS, Providing of Basic food Aid, Referral Services to Social Parlor Provincial Owned. Meanwhile, Social Agency in Malang Regency in the transparency perspective balance between better and less than better;

3. From seven service program at Social Agency in Malang Agency in Malang Regency. While, Transparency perspective at Social Agency in Malang City is 10% and Social Agency in Malang Regency is 24%. In the other hand, Transparency at Social Agency in Malang City about the budgets is Rp. 760.246.500,-. While, Social Agency in Malang Regency about the budgets is Rp. 1.846.189.000,-;
4. Based on research the differences from both of Social Agency is came from service program provided the perspective of transparency, accountability and Fairness are Providing Aid and Social Security from Social Agency in Malang Regency.

### **3. Supporting and Inhibiting Factors related to Public Services Program at Social Agency in Malang City and Malang Regency**

#### **a. Similarities of Supporting and Inhibiting Factors related to Public Service Program at Social Agency in Malang City and Malang Regency**

##### **1) Supporting Factors**

There are 4 (four) factor Public Service for elderly people welfare cause quality of public service at Social Agency in Malang City and Malang Regency, namely; Better Transportation, Mobility service delivery, Structured bureaucracy, Have Social Worker. According to supporting factor quality of public service at Social Agency in Malang City and Malang Regency. Reasearcher found that the similarity of supporting factor, namely;

- a) Better Transportation viewed from providing public service was done. In accordance to community need namely car transportation;
- b) Mobility service delivery Social Agency in Malang City and Malang Regency have Assistance of ASLUT Program. Every sub-district/village has a assistance. This aims to provide better services;
- c) Structured bureaucracy at Social Agency in Malang City and Malang Regency have organizational culture like main task and function are set. Every employees have role in accordance to the sector;
- d) Have social worker. Social Worker at Social Agency in Malang City and Malang Regency have task to give social service to community. This task adaptation with community need.

## 2) Inhibiting Factor

There are 3 (three) factor Public Service for elderly people welfare cause quality of public service at Social Agency in Malang City and Malang Regency. Mentality of elderly people, Existence of potential misuse of information, limited of social parlor. According to inhibiting factors quality of public services at Social Agency in Malang City and Malang Regency. Reasearcher found that the similarities of inhibiting factor, namely:

- a. Mentality of elderly people at Social Agency in Malang City and Malang Regency have a same character namely have a similar emotional, elderly people need special attention. Elderly people like childhood need to guidance, protection and treatment;
- b. Existence of potential misuse of information at Social Agency in Malang City and Malang Regency caused distribution of information to recipient of public service program. So, there is the unFairness to provided the information;
- c. Social Parlor Provincial Owned in East Java Province is very limited to provide facilities for elderly people.



**b. Differences of Supporting and Inhibiting Factors related to Public Services Program at Social Agency in Malang City and Malang Regency**

*1) Supporting Factor*

There are 4 (four) factor Public Service Program for elderly people welfare cause quality of public service at Social Agency in Malang City and Malang Regency. Reasearcher found that the differences of suporting factor, namely:

- a. Better Trasportation perspective. Social Agency in Malang City has 1 (one) car namely avanza car. Meanwhile, Social Agency in Malang Regency have 2 (two) car for operational service (Kijang Lx and Kijang Innova of 2011), 2 (two) inflatable boat (2008 and 2009), 1 (one) a truck rescue (2010), 1 (one) a pick up (2009) for natural disaster operations, 1 (one) a pick up double *kabin* Rescue Tehnical Unit (RTU) 2011 to emergency response, 9 (nine) wheeled two vehicle. Beside that, scope to providing service is fastly Social Agency in Malang City because near to the recipient of public service. Malang Regency is far and have large area compare to Malang City;
- b. Social Worker perspective. Social Agency in Malang City have 34 people consist of 19 male and 15 female. Their have task to providing services to PMKS. Meanwhile, Social

Agency in Malang Regency have 9 people consist of 5 people social worker and 4 assistance of ASLUT Program.

## 2) Inhibiting Factor

There are 3 (three) factor Public Service Program for elderly people welfare cause quality of public service at Social Agency in Malang City and Malang Regency. Reasearcher found that the differences of inhibiting factor, namely:

- a. Although the limited of social parlor is same but the increasingly number of elderly people difference city or regency. The number of displaced elderly people in Malang City is 300 people. Meanwhile, the number of all elderly people in Malang Regency is 137.000 people;

## C. Discussion of Research Result

### 1. Public Services for Elderly People Welfare at Social Agency in Malang City and Malang Regency

Public service as public servant to community. Public services have objectives to meet society need in accordance and to fundamental value like Fairness. According to Marcou (2001) in Bauby (2010:8).

Public service are equivalent to the concept of "Civil Service", which means the Administration and civil servants or as the plural of public service concept. "Public Service" related to a wide range of services provided to community by the local authorities, central government, health care, education, police, and others. In the state of United Kingdom public service expressed as "Public Utilities", accordance with the service e.g. as (gas, electricity, water and waste water, post and telecommunications).

Public Service Concept that important element especially service to community. Providing to public service for elderly people welfare. So, Indonesia shaped Social Ministry Regulation No. 8 of 2012 about guidelines for data collection and data management PMKS, PSKS said that the displaced elderly people is one element that requires good service to ensure social welfare.

Malang is one of City that has a growing number of elderly people every years. Public services is provided to the elderly people should be done remains objective and to be able give a positive impact to elderly people. One of the public service is organizing the social services for elderly people welfare. Social services is main of services for a variety daily life especially for the elderly people. Elderly people is have aged 60 or above.

Elderly people are final stages of the human life cycle development marked by the failure of people to maintain the health and condition of equilibrium stress psychology. Elderly people are also related to decreased ability of power life and sensibility farmed ingredients individually. Therefore Elderly People is a people aged 60 or above. As for the elderly people can be classified as follows:

- a. Productive elderly people is someone who has reached aged 60 or above but still have the ability of physical, intellectual and emotional as well as social that can be harnessed to be able to fulfill the needs of his life.
- b. Non-productive elderly people is a person who has reached the aged 60 or above but has limited the ability of physical, intellectual and emotional as



well as social interactions and can interfere with the fulfillment of their life. So that, their life is depend on the help of others.

- c. Elderly people are displaced is categorized as a State of temporary (transient elderly displaced) a situation where the displaced elderly people due to the economic crisis, unpopular government policy and natural disasters.

Several categories of elderly people above require services that concern the Social Ministry and Social Agency. Social Agency has objective to service for elderly people welfare. The efforts undertaken since contended that with social service for elderly people provide protection and care. As mentioned by Mangenot (2005) in Bauby (2010:9). Mangenot (2005) in Bauby (2010:9). Public services concept are regarded as quality of services and protection. It can be seen in countries such as in Northern Europe (Sweden, Finland and Denmark) and the Netherlands, which have not yet adopted the legal definition of the public services to consumers based on legislative intervention. Therefore, every state must be done public services. There are no concept equivalent to public services in Sweden and Finland. This state is regarded as an example of a welfare state. It have active social policy and relative autonomy against public law developed in both states.

According to Savoie (2003:264) in MacCarthaigh (2008:16) Public services concept as a management job that was created for community interest. Public services are capable of delivering a better quality and Fairness for example in Anglo American-democracies. The core holding of public services

is to deliver prosperity to the community. Based on the foregoing needed a program is right on target. Planning an important program to be done in order to achieve the objectives of identifying how the needs of the elderly people who would receive the service. Public services for elderly people is urgently needed in order to provide protection in the exercise of his survival depends not only on the help of others. Public services for the elderly will have an effect on the level of elderly people welfare. According to Adietomo (2014) in book of UNFPA Indonesia *Monograph: Indonesia on the Threshold of Population Ageing*.

“Elderly people welfare associated with the financial security that includes revenues, expenses, employment and social security. If elderly people have sufficient income then elderly people welfare can fulfill the basic needs access to healthy services and can participate social life.”.

Elderly people welfare was shown with the help of others regardless, can work to fulfill the needs of his life. Expected by the existence of the program services can submitted a positive impact for elderly people. Determine target of elderly people is one of the essential parts to doing this doing this program. Selection of elderly people are eligible for service must have a certain criteria. So, public services for the elderly people was doing used method of social service. Elderly people who get services not only about social security but also get protection and care. So that all elderly people get a better service.

Based on Law No. 13 of 1998 about elderly people welfare article 5 until article 21 about rights and obligations namely homage and tribute to elderly people then elderly people were given the right to raise social welfare



that includes:

- a. Religious and mental spiritual services, this service is used to thicken the sense of faith God in accordance with the religion and beliefs of each;
- b. Health services, this service is used to maintain, to improve the degree of health and to improve ability of the elderly people. So that, physical condition, mental and social function in unnaturally. Health services are done in various ways, namely: the extension and dissemination of health information the elderly people, the healing effort expanded in the field of geriatric services, the development of elderly people care agency that suffer from chronic or terminal illness. Health services for poor elderly people will be granted, in accordance with the legislation provisions are applicable;
- c. Employment service, employment services for elderly people are to provide the intended potential opportunities and to harness the knowledge, skills, abilities, skills and experience. Employment service opportunities is done in formal and non-formal, through individuals, groups or organizations, whether Government or society.
- d. Education and training Service. Education and training service is to improve, the expertise, skill, ability and experience of the elderly People's potential. in accordance with the legislation provisions are applicable
- e. Easy to use facilities, public facilities and infrastructure. It is a manifestation of respect and appreciation to elderly people. For example: easy to use public facilities, easy to provide service and fee lightening,



easy to provide travel, recreational facilities and special sports. This services has objective to provide accessibility especially in public places that can constraining the mobility of elderly People.

- f. Easy of service and legal aid. It is has objective to provide protection and security for elderly people, easy to provide service and legal aid. For example are extension and consultancy services, law and legal aid outside.
- g. Social protection. It have objectives to provide services for elderly people are not potential in order to realize a reasonable livelihood, social protection is done inside or outside of the parlor. Whereas, elderly people are not potentially displaced who died were buried in accordance with their religion and became responsibility of Government and community.
- h. Social aid. It has objective to improve of welfare. Social aid is not fixed, like material, financial, information services and facilities in order to encourage the growth of self-reliance.

It can be concluded that public services are person process gets service in the form of goods or services. Services are used to fulfill the community needs. Effort of elderly people has important things as a role activities development with attention to functions, wisdom, knowledge, expertise, skill, experience, age and physical condition, and elderly people welfare. On the other hand, there are social services for elderly people conducted Social Department that consist of 3 (three) systems (Social Department, 2003 in Suharto (2007)):

- a. Social service in parlor (institutional-based services)

- a) Regular social service in *Panti Sosial Tresna Wredha* (PSTW);
- b) Daycare services. Social services provided for elderly people who are temporary, implemented during the day at certain times;
- c) Cross subsidy service.
- b. Social service outside parlor (community-based services)
  - a) Home Care. Social services for elderly people who are not potential residing in the neighborhood. For example, providing of basic food aid, health care, hygiene assistance, mentoring, recreation, counseling and referrals;
  - b) Foster Care. Social services for displaced elderly people through the other person's family;
  - c) Social security in the form of allowance money amounting to Rp. 300.000/person/month;
  - d) Elderly people empowerment through *Usaha Ekonomi Produktif* (UEP) and *Kelompok Usaha Bersama* (KUBE).
  - e) Community social services made through *Pusat Santunan Keluarga* (PUSAKA) and Coral elderly people.
- c. Breakthrough Service (test)
  - 1) Daily services Test for elderly people in 5 locations, namely in *PSTW Budhi Dharma Bekasi, Karang Wredha Yudistira Sidoarjo, PSTW Puspa Karma Mataram, Medan* and *Kupang*;
  - 2) Trauma Center Test for elderly people in 5 locations, namely DKI Jakarta, Jawa Barat, Yogyakarta, NTB, and Makassar;



3) Home Care Test for elderly people in 6 locations, namely in *DKI Jakarta, Jawa Barat, Jawa Tengah, Nanggroe Aceh Darussalam, and Kalimantan Selatan*.

d. Service support in health sector (for example *Puskesmas Santun Lansia* (PSL) and *Pengobatan Gratis/Kartu Gakin/JKM*), employment (preparation of Pre-elderly people enter to elderly people), and transportation (reduced tickets for elderly people).

According to Public Service Program at Social Agency in Malang City and Malang Regency as follow:

**Table 4.29 Public Service Program for Elderly People Welfare at Social Agency in Malang City and Malang Regency**

No	Category of Service	Public Service Program at Social Agency in Malang City	Category of Service	Public Service Program at Social Agency in Malang Regency
1	Social Aid and Social Protection	ASLUT	Social Aid and Social Protection	ASLUT
2	Easy to using facility and Social Protection	<i>Operasional Loka Binas Karya Pandanwangi</i> as LIPONSOS	Social Aid and Work Opportunity	Poor People and <i>Karang Werdha</i> Empowerment
3	Social Aid	Assistance of Basic food	Social Protection	Referral Services to Social Parlor Provincial Owned
4	Social Protection	Referral Services to Social Parlor Provincial Owned	Social Aid	Providing of Aid and social security
5	Social Aid	Repatriation of displaced people to origin		
6	Social Protection and Work Opportunity	Social Guidance and Development Elderly People		



No	Category of Service	Public Service Program at Social Agency in Malang City	Category of Service	Public Service Program at Social Agency in Malang Regency
7	Social Aid and Work Opportunity	Empowerment of <i>Karang Werda</i>		

Source: *Research Analysis (2016)*

From table above describe that public service program for elderly people welfare at Social Agency in Malang City and Malang Regency have category of service. Category analysis for public service program as follows:

a. ASLUT

ASLUT is one of the programs that are used to describe the protection and guarantee of social assistance against the elderly people. Protection is objective to provide services for the elderly people in order to improve the standard of living. This can be demonstrated by the granting of protection if the illness elderly people then the Assistance on duty directly to provide care to the elderly people. Whereas, social aid in the form of the grant money amounting to Rp. 200.000,-/ person/month. Social aid have objective to provide relief in meeting the needs of clothing and food.

b. *Operasional Loka Bina Karya Pandanwangi* as LIPONSOS

These services included in the service's ease of use and a social protection. The ease of use of service within the meaning of LIPONSOS provided beds, dining room, tv room for existing clients can be found at LIPONSOS it is channeled to give happiness to the client. Whereas the social protection in the form of protection from the dangers of crime. In

LIPONSOS there is a security guard who always keep clients in addition also there are caretakers who are ready to help.

c. Poor people and *Karang Werdha* Empowerment

Poor people and *Karang Werdha* Empowerment include in category of social aid and employment opportunities. Social Aid is to grant funds amounting to Rp 500.000,-/person/year. While the employment is performed in the presence of a supply to develop a business.

d. Providing of Basic Food Aid

Providing of Basic Food Aid include in category of social aid because of the granting of the aid that is given to the entire community of the poor in need. Basic food is given a number of 350. Basic food is given in the form of staple ingredients that can be used to help everyday life.

e. Referral Services to Social Parlor Provincial Owned

Referral Services to Social Parlor Provincial Owned included into category of social protection because the elderly people were given shelter to run daily life. Referral Services to Social Parlor Provincial Owned was given to elderly people who are still displaced and productive. Social protection is provided as place of residence, means of worship, means the inspection carried out by a doctor. This proves that the elderly people living Social Parlor get better protection.

f. Providing of Aid and social security

Providing of Aid and social security included into category social aid and social protection. Social aid is granted in the form of relief budgets amounting to Rp 500,000.0-provided through RT/RW.

g. Repatriation of displaced people to origin region

Repatriation of displaced people to origin region included into category social aid because it has objective to displaced elderly people can return to place of origin safely. This form of social assistance expenses to go home back to origin region.

h. Social Guidance and Development Elderly People

Social Guidance and Development Elderly People included into category Social Protection and Work opportunity. Social protection is done to provide guidance in the form social motivation of family conflict resolution. Meanwhile, job opportunities done by providing coaching to develop a business.

i. *Karang Werda* Empowerment

*Karang Werdha* Empowerment included into category of Social Aid and Work opportunity. Social aid in the form of granting budgets from the Social Agency in Malang City. Work opportunity used to build relations fellow elderly people who get the place to social and foster an attitude of helping one another.

Based on research result, researcher can describe that public service program for welfare of the elderly people have advantages and disadvantages. As follows:



**Table 4.30 Advantages and Disadvantages of Public Services Program For Welfare of the Elderly People**

<b>Advantages</b>	<b>Disadvantages</b>
<ol style="list-style-type: none"> <li>1. Can help in the fulfillment of daily needs for people;</li> <li>2. Provide protection and care for the elderly people;</li> <li>3. Get a more decent place to live;</li> <li>4. Have voluntary social worker.</li> </ol>	<ol style="list-style-type: none"> <li>1. Providing of related information services provided but less better;</li> <li>2. Openness is less better relate to budget funds;</li> <li>3. The number of elderly people is increasing not balance to social parlor;</li> <li>4. Requires an optimal service and requires patience to get satisfaction service for elderly people.</li> </ol>

*Source: Research Analysis (2016).*

## **2. Quality of Public Services at Social Agency in Malang City and Malang Regency**

Kotler (2005) in Dewi (2015:65) quality is all characteristic of product or service it means that influential in ability to satisfy the needs. Service is any action or performance can be offered one party to the other party that is, essentially intangible and does not result in ownership of something. An told by Goetsch and Davis (2002) in Dewi (2015:66) said that quality of service as dynamics condition related to product, service, human, process and environment to fulfill the prospects. Therefore, quality is part of to determine service delivery.

Discussion of public services means the community defined as consumers and the Government as a manufacturer. Organization of public service government duties, then it is the same thing in organizing the Government requires a better quality of public service be given to the community. Good or bad service depends on community satisfaction. So, the

focus of the Government in implementation its duties is submitted a public service that is beneficial to the community. According to Iqrom (2013, 140-141) in the Goddess (2015:233) as bad some factor of service caused by the presence of some factor as follows:

- a. Policy and satisfaction that tend to benefit the political elite are not at all pro to the community;
- b. Institutional built always emphasized the merely technical mechanism only and not approach human right;
- c. Community tendency of maintaining an attitude of resigned as is provided by the Government so that the impact on the critical societal attitude that blunt;
- d. The existence of Government attitudes that are predisposed to put forward informality bureaucracy and overcome his formal process with a basic benefit.

Based on the statement above Indonesian Government provide public service to repair quality of the organizational government. Social Agency in Malang City and Malang Regency providing public service to the community. Measurement of quality is one of strategy to repair quality of public service. Based on service principle Government is attempting to provide public service for elderly people. So, based on the decision *Menteri Pendayagunaan Aparatur Negara* No. 63 of 2004 used to measure the quality of public service. There is a basis for measuring community satisfaction index is as follows:

1. Services procedure, that is easy stages of services provided to the community in terms of the simplicity of the services distributions;
2. Services requirements, that is technical requirement and administrative were used to obtain services accordance with types of services;
3. Services personnel clarity, that is existence and certainty officers who provide services (name, title and authority and responsibility);
4. Services personnel clarity, that is seriousness of officers in provide services mainly on the consistency of working time according to the



- current arrangement;
5. Services personnel responsibility, that is authority clarity and responsibilities in the implementation and completion services;
  6. Services personnel ability, that is level of expertise and skills possessed by the officer in provide / finishing services to the community;
  7. Services speed, that is target, service time can completed within a predetermined time by unit providers of services;
  8. Fairness get the services, that is the implementation of the services not distinguish class/status community served;
  9. Courtesy and friendliness of the officer, that is attitude and behavior in providing services to the community as a polite and friendly as well as mutual respect;
  10. Reasonableness of fees, that is the accessibility of the community;
  11. Certainly charge of services, that is match between charges paid the cost has been determined;
  12. Certainly schedule of service, that is the implementation of services time, in accordance with the conditions set;
  13. Environmental comfort, the condition of infrastructure service clean, neat and organized so as to provide a sense of comfort to the recipient of the services;
  14. Services security, that is ensuring the security level environmental unit services providers or facilities is used, so that community feel at ease to get services to the risks arising from the implementation of services.

Based on the researchers took (3) three indicators that are relevant to Social Agency in Malang City and Malang Regency namely: Transparency (related with transparency of budget); Accountability (responsibility of public servant); Fairness to provide public service. Every Social Agency has different capabilities in providing public service for welfare of the elderly people. Public services for the elderly from 14 public service quality elements taken the items most relevant to Social Service, namely Transparency, accountability and Fairness. When Social Agency can have 3 elements of service criteria then it can be said to be a public service for elderly people welfare was successfully done. This becomes interesting when it can know the quality of the public



service, best provided by a second different Social Agency. Social Agency in Malang City is better than Social Agency in Malang Regency. Based on these three elements in the assessment of obtained difference:

1. Social Agency in Malang City and Malang Regency relatively better services than Social Agency in Malang Regency measurement quality of public service based on public service program for elderly people welfare, namely;

**Table 4.31 Quality of Public Service is better in Social Agency in Malang City and Malang Regency**

No	Quality of Service	Program
1	Transparency	<ul style="list-style-type: none"> <li>- Referral Services to Social Parlor Provincial Owned;</li> <li>- Providing of Basic food Aid ;</li> <li>- <i>Operasional Loka Bina Karya Pandanwangi as Lingkungan Pondok Sosial (LIPONSOS);</i></li> <li>- <i>Asistensi Lanjut Usia Terlantar (ASLUT).</i></li> </ul>
2	Accountability	<ul style="list-style-type: none"> <li>- Social Guidance and Development of Elderly People ;</li> <li>- Repatriation of displaced people to the origin region;</li> <li>- Referral Services to Social Parlor Provincial Owned;</li> <li>- Providing of Basic food Aid;</li> <li>- <i>Operasional Loka Bina Karya Pandanwangi as Lingkungan Pondok Sosial (LIPONSOS);</i></li> <li>- <i>Asistensi Lanjut Usia Terlantar (ASLUT);</i></li> <li>- Poor People and <i>Karang Werdha</i> Empowerment.</li> </ul>
3	Fairness	<ul style="list-style-type: none"> <li>- <i>Karang Werdha</i> Empowerment;</li> <li>- Referral Services to Social Parlor Provincial Owned;</li> <li>- <i>Operasional Loka Bina Karya Pandanwangi as Lingkungan Pondok Sosial (LIPONSOS);</i></li> </ul>

No	Quality of Service	Program
		- <i>Asistensi Lanjut Usia Terlantar</i> (ASLUT)

Source: Research Analysis (2016)

2. Social Agency in Malang City relatively better services than Social Agency in Malang Regency measurement quality of public service based on public service program for elderly people welfare, namely;

**Table 4.32 Quality of Public Service is less than better in Social Agency in Malang City and Malang Regency**

No	Quality of Service	Program
1	Transparency	<ul style="list-style-type: none"> <li>- Repatriation of displaced people to the origin region;</li> <li>- Social Guidance and Development of Elderly People;</li> <li>- <i>Karang Werdha</i> Empowerment;</li> <li>- Poor People and <i>Karang Werdha</i> Empowerment;</li> <li>- Providing of Aid and social security.</li> </ul>
2	Accountability	<ul style="list-style-type: none"> <li>- <i>Karang Werdha</i> Empowerment;</li> <li>- Providing of Aid and social security.</li> </ul>
3	Fairness	<ul style="list-style-type: none"> <li>- Pemberian bantuan Sembako</li> <li>- Social Guidance and Development of Elderly People;</li> <li>- Poor People and <i>Karang Werdha</i> Empowerment;</li> <li>- Providing of Aid and social security.</li> </ul>

Source: Research Analysis (2016)

Based on table above describe that quality of public service according to public service program have better services. Namely *Asistensi Lanjut Usia Terlantar* (ASLUT) and Refferal Social Service Social Parlor Provincial Owned. Transparency perspective that not balace budget and total budget. Accountability perspective is better and Fairness Perspective is less than better.



### **3. Supporting and Inhibiting Factor related to Public Service Program at Social Agency in Malang City and Malang Regency**

The increasingly of elderly people welfare are responsibility of the Government, community and elderly people itself. Government activities conducted by coordinating with community to provide protection and security for elderly people. Elderly people social welfare can be affected by several factors, namely the following:

#### **a. Internal Factor from elderly people**

The poor physical condition of elderly people. It is greatly influence on the livelihood of the elderly people. In fact, lives of elderly people still rely on the help of family. Psychological changes elderly people in general are: lonely, alienated from the environment, powerlessness, lack of confidence, dependency, displaced, especially for the elderly people who are poor, post power syndrome, and so on. Elderly people are loss of attention and support from their social environment which is usually associated with loss of authority or position, can lead to conflict. Psychological aspect is an important factor elderly people. Psychological aspect is more prominent than the material aspect in the life of elderly people (Suardiman, 2001).

Based on The Statistic Bureau's (2014) in the number of the elderly people as much as 16,986,625 inhabitants, and the results of the population projections in 2006. In the number of the elderly people as much as 17,313,000 inhabitants, among the population according to the Maintenance there are 2,033,220 (15%) in 2007. Elderly people are not



potential who do not have pensions, savings or assets, so it is not able to fulfill the basic needs their daily-life.

b. Policy Factor from government

Ministry of health develop a new strategic plan for the period 2010-2014 to elderly people health. It has contain independence and Fairness access to health care in the Indonesian community. Government has committed to improving access and to finance as well as for physical health services. The objective of services are to improve quality of treatment and to produce good health, especially in remote areas among poor people.

The strategies implemented in period 2010-2014 is 1) to improve the health and nutrition of the community; 2) to reduce the number of pain due to infectious diseases, 3) to carry out the disease is not infectious control programs, to increase community budget for health and to reduce the financial risk for health problems. The elderly people in Indonesia are experiencing health problems more than the younger generation. Based on *Sensus* (2010) in Gavin (2016:151) shows that is possibility of a defective condition of the elderly people. Factors that affect elderly people welfare are social health of the elderly people themselves. Health care for elderly people such as vision health, hearing health and health care. Government has responsibility to provide treatment and support long-term for elderly people.

On the other hand, government policies affecting the income sources and information sources obtained by the elderly people. Many of States that have taken policy reforms to social security for elderly people, one of reform

(The Chinese Experience in Demartoto, 2013). Economic security strategy for elderly people have increased contributions in the form of taxes on workers. One that has been applied to the Government is the existence of social security with a system of social protection in Indonesia.

Elderly people programs included in a social aid program in alleviating poverty in the state. Regulations governing elderly people welfare are related to Law No. 13 of 1998. Elderly people welfare is one of the implementation of national development which purpose at realizing the society. Based on *pancasila* and Constituons of 1945. The increasingly effort elderly people are preservation of religious values and culture of the nation. This law still wearing until now. This effort was done to improve the welfare of the elderly people, preservation of religious values and culture of the nation.

#### 1. Supporting Factor

Based on these two factors that researchers have been conducting research on the extent to which public services program for elderly people welfare can enhance the quality of public services provided. The research was conducted in two Social Agency in Malang City and Malang Regency. As for the supporting factor as follows:

##### a. Adequate Transportation

Community is need a better service, then transportation should be adequate facilities. It is an effort to provide good service like facilitate access. So, community think that if adequate transport then aid provided will be well received. Thus, coomunity is can receive the appropriate services with the



performance of bureaucracy. In Social Agency in Malang City and Malang Regency already have adequate transportation related to the granting of a public service that is a car. The car was used as a means of transportation granting assistance, transportation of internally displaced persons. This allows the community to receive the services provided. Service is implement directly by the Social Agency in Malang City and Malang Regency. So, the Service conducted more fulfilling community.

b. Mobility service delivery

Public services related to public service givers. If all reasonable actions, behaviors and activities is better. So, high readiness can implement to provide public servant. We are recommend that community should proactively like provide critiques and suggestions and give the control. So that, the public servant can exercise the responsibilities well. In addition, the readiness in providing necessary services in order to create a good public service. In Social Agency in Malang City and Malang Regency has a good mobility related public services. Judging from the performance of the public, both the Social Agency in Malang City and Malang Regency works with eager and ready for the provides public services to the community.

Mobility associated with quick response. Employess work at Social Agency in Malang City and Malang Regency according to the main task and function among the distribution. When serving the elderly people for example in handling *Asistensi Lanjut Usia Terlantar* (ASLUT) both



provide funds amounting to Rp 200.000,- directly to the recipient *Asistensi Lanjut Usia Terlantar* (ASLUT). Mobility-related discipline is implement to provide services on time. For example on the repatriation of displaced people to origin region. This shows concern for the community.

c. Structured bureaucracy

In this case the bureaucracy was done by Social Agency in Malang City and Malang Regency based on organizational culture that is properly because work as basic tasks and functions. In the providing public service to community in accordance with the existing field. Public services for elderly people welfare at Social Agency in Malang City and Malang Regency is provide services conducted simultaneously in accordance with basic tasks and functions. For example handling elderly people services at Social Agency in Malang City overshadowing field is Head of Section. Social rehabilitation of Elderly people and children section. She is giving serve related to elderly people. It is realized by some program; *Asistensi Lanjut Usia Terlantar* (ASLUT), Operational Loka Bina Kaya Pandanwangi as *Lingkungan Pondok Sosial* (LIPONSOS), Assistance of Basic food, Referral Services to Social Parlor Provincial Owned, Repatriation of displaced people to origin region, Social Guidance and Development Elderly People among the *Karang Werda* Empowerment. Meanwhile, Social Agency in Malang Regency has Head of Welfare Family and Elderly People Development. She is giving serve related to elderly people. It is realized by some program; *Asistensi Lanjut Usia*

*Terlantar* (ASLUT), Poor People and *Karang Werdha* Empowerment, Referral Services to Social Parlor Provincial Owned, Providing of Aid and social security.

d. Have Social Worker

Social workers relating to providing community services. It has objective to provide welfare for the society. Character of social workers are required to have a good personality and patience to handle service for community. Patience is required because in dealing with clients who have an assortment of characters. For example: elderly people have the characters tend to be emotional and sometimes returning like a baby. This is a particular concern as the social worker must have the attitude of the patient.

Patient related to professional work. Social Agency of Malang City and Malang Regency when serving clients should be served properly. Good stewardship means not distinguishing the types of clients such as clients who are former clients of soul, disturb of drugs or elderly clients. Everything has to be faced with a very good and patient. Patient-related capabilities are provide care and protection. Elderly people need care and protection because have a declining physical condition. So that, it needs help from others.

2. Inhibiting Factor

In addition to the inhibiting factor in the public service program for elderly people welfare is to improve the quality of public services at Social



Agency in Malang City and Malang Regency. The barrier factor include:

a. Mentality of elderly people

The poor physical condition and psychological conditions of elderly people. In fact elderly people still needed the help of others and like childhood. Elderly people have characters that are in need of care and protection. The mentality is dependent on one's personal and can be formed with the surrounding environment. In Social Agency in Malang City and Malang Regency based on information provided by employees at Agency. Elderly people is still need help from another person. Their character is tends to be emotional. So that, need special treatment and special services. For example: referral services to hospitals. It has objective to control health elderly people.

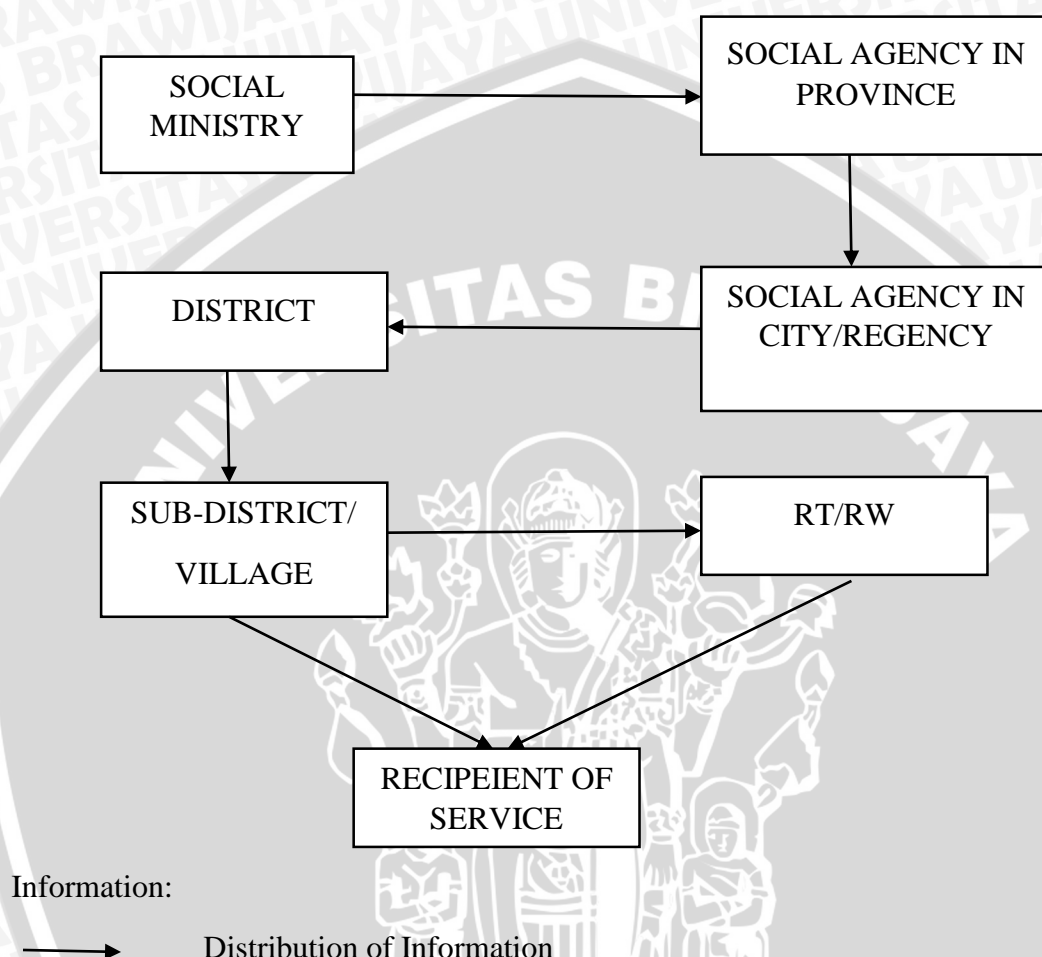
b. Existence of potential misuse of information

Existence of potential misuse of information cause employee earning profits from existing positions and abuse of information. It is related to provide services to community. The recipient of information public service should be based on a predetermined qualifying who really need aid. Misuse of information is huge existence to the community information that given by each village. Providing of public services is implement based on the mechanism bellow. Every resipient of public services is get a long mechanism. In the other hand, recipient ignore with the mechanism. Community think that the important is get aid not care with the problem. Based on mechanism of Information distribution public services are as



follows:

### Mechanism of Information Distribution



**Figure 4.17 Mechanism of Information Distribution**

*Source: Interview Research, 2016. Reprocessed by Author*

Existence of potential misuse from the bottom. It is mechanism of recipient services related to villages/sub-district. There are several villages that use system channeling information from Head of Village. Head of Village came directly to the recipient of services rather than through *pak* RT/RW. In this case related to human right of recipient public services.

Therefore, mechanism of information distribution is very important thing in order to avoid the occurrence of nepotism. After that, public service results are examined for elderly people at Social Agency Malang City and Malang Regency. There are several villages that do not utilize RT/RW as opposing provide the information from Ministry. So that, kinship perspective from Head of Village or Sub-district is the problem mechanism of information distribution.

c. Limited of Social Parlor

Based on The Statistic Bureau's (2014) in the number of the elderly people as much as 16,986,625 inhabitants, and population result projections in 2006. In the number of elderly people as much as 17,313,000 inhabitants, among the population according to the Maintenance there are 2,033,220 (15%) in 2007. Elderly people are not potential who do not have pensions, savings or assets, elderly people not able to fulfill the basic needs of his life every day. In Malang city the number of elderly people as a whole has not been calculated explicitly, while the number of displaced elderly people up from 2013 is 174 people increased to 300 people more. In Regency the number of elderly people 137,000 and displaced elderly people have not been counted. Thus, the increasing number of elderly people from year to year causes the given inadequate service. It cause no guarantee elderly people welfare. Beside that, Social Parlor in East Java Province only 7. It is can not accommodate elderly people.

## CHAPTER V

### CONCLUSION

#### A. Conclusion

It can be conclude the quality of public services for elderly people welfare at Agency in Malang City and Malang Regency are as follows:

1. Public services for elderly people welfare at Social Agency in Malang City are ASLUT, *Operasional Loka Bina Karya Pandanwangi* as LIPONSOS, Assistance of Basic food, Referral Services to Social Parlor Provincial Owned, Repatriation of displaced people to origin region, Social Guidance and Development Elderly People among the *Karang Werda* Empowerment. While the public Services for welfare of the elderly people Social Agency in Malang Regency are ASLUT, Poor People and Karang Werdha Empowerment, Referral Services to Social Parlor Provincial Owned, Providing of Aid and social security.
2. The quality of public services can be seen from the 14 public service standards that are taken related to Social Agency is transparency, accountability and justice. The quality of public services at Social Agency in Malang City is better than Social Agency in Malang Regency. First, Social Agency in Malang City have 7 (seven) public services program; ASLUT, *Operasional Loka Bina Karya Pandanwangi* as LIPONSOS, Providing of Basic food Aid, Referral Services to Social Parlor Provincial Owned, Repatriation of displaced people to origin region, Social Guidance and Coaching of Elderly People, along with *Karang Werda* Empowerment. Second, it has better accountability. Third, it



has better structured bureaucracy and having more Social Worker which are 34 people. While, Social Agency in Malang Regency have 4 (four) public services program; ASLUT, Poor People and *Karang Werdha* Empowerment, Referral Services to Social Parlor Provincial Owned and Providing of assistance and social security. Second, it has less better accountability. Third, it has less better structured bureaucracy because only has 9 Social Workers. Overall, the quality of public service for elderly people is more favorable in Social Agency in Malang City than in Social Agency in Malang Regency.

3. Supporting factors of public service programs for elderly people welfare at Social Agency in Malang City and Malang Regency is better transportation mobility service delivery, structured bureaucracy, have social worker. Whereas, the inhibiting factors are mentality of elderly people, existence of potential misuse of information, limited of social parlor.

## **B. Suggestion**

Based on these conclusions. So, researcher give suggestion or recommendation as follows:

1. To provide public service for elderly people welfare need to be distinguished in the placement of the targets and objectives especially elderly people. Elderly people should be able to cover all elderly people needs. Types of elderly people are productive, displaced and not productive elderly people. Should be differentiated. So that, I think that every public services for elderly people more easy to provide public services and more easy to appropriate the target.

2. To improve the quality of public services should consider the wishes of the community. Therefore, City Government or Local Government must be cooperate with the good mutual coordination for the realization of social welfare for elderly people. Coordination is important to realization of service and community welfare. Every program must be transparent. The way is upload *Laporan Pertanggungjawaban* (LPJ) in the website related to budget of the program. It has objective to suspicion of community Social Agency which has a good commitment to help community need and public interests rather than individual interest. Therefore, considering the quality of a better service should special transparency, accountability and justice in order to make trust community.
3. Based on inhibiting factors related to public services for elderly people welfare. First, Mentality of elderly people. Government is provide assistance and guidance Social Worker in performance public services for the elderly people. Social Worker give knowledge (book guidance) related to elderly people character. Second, Existence of potential misuse of information. Information are submitted must comply with mechanism and provision. Government must be openness to provide information and to conveying information who get public services. Third, limited of Social Parlor. Government must be add the quantity of Social Parlor. It is considering of increasing number elderly people. So, it can be accommodate the elderly people.



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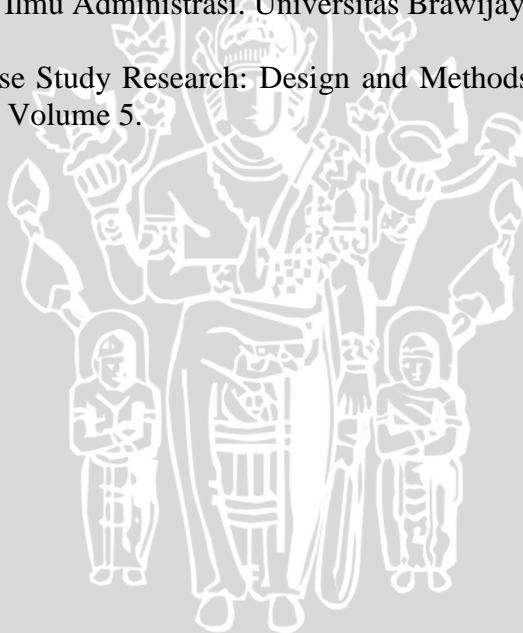
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## APPENDIXES

### PEDOMAN WAWANCARA

#### A. Tentang Pelayanan Publik bagi Orang lanjut Usia

##### 1. Diajukan kepada Kepala Bidang atau Sie atau staff Lanjut Usia di

##### Dinas Sosial Kota Malang dan Kabupaten Malang

- a. Apakah yang dimaksud dengan pelayanan public menurut anda?
- b. Apa saja pelayanan public bagi orang lanjut usia?
- c. Bagaimana proses pemberian pelayanan public orang lanjut usia?
- d. Apakah Program Pelayanan Publik bagi Lanjut Usia diikuti oleh seluruh lanjut usia?
- e. Bagaimana peran Dinas Sosial dalam memberikan pelayanan public bagi orang lanjut usia?
- f. Apa tugas pokok dan fungsi Dinas Sosial Kota Malang dan Kabupaten Malang dalam memberikan pelayanan public bagi orang lanjut usia?
- g. Apakah pelayanan public yang telah dilakukan dapat memberikan kesejahteraan bagi orang lanjut usia?
- h. Bagaimana pendapat anda, jika ada orang lanjut usia yang terlantar?

##### 2. Diajukan kepada Orang Lanjut Usia dan Keluarga Orang Lanjut Usia

- a. Apa sajakah pelayanan public yang telah diterima dari Dinas Sosial Kota Malang dan Kabupaten Malang?
- b. Apakah pelayanan public yang diberikan sesuai dengan keinginan anda?

- c. Apakah pelayanan public yang diberikan dapat memberikan kesejahteraan bagi hidup anda?
- d. Bagaimana pelayanan public yang diberikan Dinas Sosial Kota Malang dan Kabupaten Malang
- e. Apa masalah pelayanan public yang sering terjadi?

## **B. Tentang Kualitas Layanan Publik bagi Orang lanjut Usia**

### **1. Diajukan kepada Kepala Dinas Sosial Kota Malang dan Kabupaten Malang, Staf khusus orang Lanjut Usia**

- a. Apakah yang dimaksud dengan kualitas layanan public?
- b. Bagaimana menurut anda mengenai transparansi anggaran dalam program pelayanan publik bagi kesejahteraan orang lanjut usia yang diberikan?
- c. Bagaimana pendapat anda tentang tanggung jawab pegawai Dinas Sosial dalam memberikan program pelayanan public bagi kesejahteraan orang lanjut usia?
- d. Bagaimana pendapat anda mengenai tingkat keadilan pemberian pelayanan di unit ini dalam memberikan pelayanan public bagi kesejahteraan orang lanjut usia?

### **2. Diajukan kepada Orang Lanjut Usia dan Keluarga Orang Lanjut Usia**

- a. Bagaimana kualitas pelayanan public di Dinas Sosial Kota Malang dan Kabupaten Malang?
- b. Bagaimana menurut anda mengenai transparansi anggaran dalam program pelayanan publik bagi kesejahteraan orang lanjut usia yang diberikan?



- c. Bagaimana pendapat anda tentang tanggung jawab pegawai Dinas Sosial dalam memberikan program pelayanan public bagi kesejahteraan orang lanjut usia?
- d. Bagaimana pendapat anda mengenai tingkat keadilan pemberian pelayanan di unit ini dalam memberikan pelayanan public bagi kesejahteraan orang lanjut usia?

**C. Tentang Faktor-faktor kesejahteraan orang lanjut usia yang berhubungan dengan kualitas layanan public**

**1. Diajukan kepada Kepala Dinas Sosial Kota Malang dan Kabupaten Malang, Staf khusus orang Lanjut Usia**

- a. Bagaimana kondisi dalam memberikan pelayanan public bagi kesejahteraan orang lanjut usia? Sudah efektif dan efisienkah?
- b. Bagaimana partisipasi orang lanjut usia dalam pemberian pelayanan public bagi kesejahteraan orang lanjut usia?
- c. Apa saja factor yang mempengaruhi kesejahteraan orang lanjut usia?
- d. Apakah pelayanan public yang telah diberikan dapat mengakomodir kesejahteraan orang lanjut usia?

**2. Diajukan kepada Orang Lanjut Usia dan Keluarga Orang Lanjut Usia**

- a. Apa saja factor yang mempengaruhi kesejahteraan orang lanjut usia?
- b. Apa masalah yang terjadi pada orang lanjut usia sehingga tidak dapat sejahtera?

- c. Bagaimana pelayanan public yang telah dilakukan Dinas Sosial Kota Malang dan Kabupaten Malang apakah dapat memberikan kesejahteraan bagi anda?
- d. Apa penyebab orang lanjut usia terlantar?
- e. Apakah Dinas Sosial Kota Malang dan Kabupaten Malang peduli terhadap Kesejahteraan Orang Lanjut Usia?
- f. Bagaimana transparansi pelayanan public di Dinas Sosial Kota Malang dan Kabupaten Malang?
- g. Bagaimana kondisi dalam memberikan pelayanan public di Dinas Sosial Kota Malang dan Kabupaten Malang?
- h. Apakah anda selalu ikut serta dalam pemberian pelayanan public di Dinas Sosial Kota Malang dan Kabupaten Malang?
- i. Apakah pelayanan public di Dinas Sosial Kota Malang dan Kabupaten Malang tidak diskriminatif (membeda-bedakan)?



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Dekan Fakultas Ilmu Administrasi Universitas Brawijaya Malang mohon dengan hormat bantuan Bapak/Ibu/Saudara untuk memberikan kesempatan melakukan Studi Riset untuk Mata Kuliah Skripsi bagi mahasiswa :

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Program Studi	: Ilmu Administrasi Publik
Judul Skripsi	: Quality of Public Service and Welfare of the Elderly People (Case Study at 2 (two) Dinas Sosial Malang City and Dinas Sosial Malang Regency)
Lamanya	: 1 (satu) bulan (10 Oktober 2016– 10 November 2016)
Peserta	: 1 (Satu) Orang

Demikian atas bantuan dan kesediaan Bapak/Ibu/Saudara, kami ucapkan terima kasih.

CP: 085706823103

Malang, 04 Oktober 2016

Mengetahui,

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Nomor : 13369 /UN10.3/Pb/2016

Lampiran : -

Hal : Riset Survey

Kepada : Yth.

Bangkesbangpol Kabupaten Malang

Jl. K. Haji Agus Salim No 7 Klojen

Malang Jawa Timur

Dekan Fakultas Ilmu Administrasi Universitas Brawijaya Malang mohon dengan hormat bantuan Bapak/Ibu/Saudara untuk memberikan kesempatan melakukan Studi Riset untuk Mata Kuliah Skripsi bagi mahasiswa :

Nama	: Heldha Oktavia Mega Puspita
Alamat	: Jl. Kerto Pamuji No.27 Kctawanggcdc Malang
NIM	: 135030100111028
Program Studi	: Ilmu Administrasi Publik
Judul Skripsi	: Quality of Public Service and Welfare of the Elderly People (Case Study at 2 (two) Dinas Sosial Malang City and Dinas Sosial Malang Regency)
Lamanya	: 1 (satu) bulan (10 Oktober 2016 – 10 November 2016)
Peserta	: 1 (Satu) Orang

Demikian atas bantuan dan kesediaan Bapak/Ibu/Saudara, kami ucapkan terima kasih.

CP: 085706823103

Malang, 04 Oktober 2016

Mengetahui,

Mengetahui,

a.n. Dekan

Ketua Program Studi Administrasi Publik

Dr. Lely Indah Mindarti, MSI

NIP. 19690524 200212 2 002





PEMERINTAH KABUPATEN MALANG  
**BADAN KESATUAN BANGSA DAN POLITIK**  
Jl. KH. Agus Salim No. 7 Telp. (0341) 366260 Fax. (0341) 366260  
MALANG-65119

**SURAT KETERANGAN**

NOMOR : 072/345/35.07.205/2016

Untuk melakukan Survey/Research/Penelitian/KKN/PKL/Magang

Menunjuk : Surat Dari Kaprodi Administrasi Publik FIA UB Malang Nomor : 13969/UN10.3/PG/2016  
Tanggal 04 Oktober 2016 Perihal : Ijin Penelitian

Dengan ini Kami **TIDAK KEBERATAN** dilaksanakan kegiatan Ijin Penelitian oleh :

Nama / Instansi : Heldha Oktavia Mega Puspita/ Mhs. FIA UB Malang  
Alamat : Jl. MT. Haryono 163 Malang  
Thema/Judul/Survey/Research : Quality of Public Service and Welfare of the Eldery People

Daerah/tempat kegiatan : Kecamatan Wonosari, Kepanjen, Pakisaji, Lawang, Singosari,  
Karangploso Kab. Malang  
Lamanya : 10 Oktober - 10 November 2016  
Pengikut : -

Dengan Ketentuan :

1. Mentaati Ketentuan - Ketentuan / Peraturan yang berlaku
2. Sesampainya ditempat supaya melapor kepada Pejabat Setempat
3. Setelah selesai mengadakan kegiatan harap segera melapor kembali ke Bupati Malang Cq. Kepala Badan Kesatuan Bangsa dan Politik Kabupaten Malang
4. Surat Keterangan ini tidak berlaku apabila tidak memenuhi ketentuan tersebut diatas

Malang, 07 Oktober 2016

An. **KEPALA BADAN KESBANG DAN POLITIK**  
Pemerintah Kabupaten Malang Ideologi HAM Dan Wasbang



**INDRA SETIAWAN, SE, S.Sos, MM**

Pembina

NIP. 19710909 199202 1 001

Tembusan :

Yth.

1. Sdr. Kaprodi Administrasi Publik FIA UB Malang
2. Sdr. Kepala Dinas Sosial Kab. Malang
3. Sdr. Camat Wonosari, Kepanjen, Pakisaji, Lawang, Singosari Kab. Malang
4. Sdr. Camat Karangploso Kab. Malang
5. Sdr. Mhs/ Ybs
6. Arsip





PEMERINTAH KOTA MALANG  
**BADAN KESATUAN BANGSA DAN POLITIK**

Jl. A. Yani No. 98 Telp. ( 0341 ) 491180 Fax. 474254  
**M A L A N G**

Kode Pos 65125

**REKOMENDASI PELAKSANAAN PENELITIAN**  
**NOMOR : 072/35.10.P/35.73.405/2016**

Berdasarkan pemenuhan ketentuan persyaratan sebagaimana ditetapkan dalam Peraturan Walikota Malang Nomor 24 Tahun 2011 Tentang Pelayanan Pemberian Rekomendasi Pelaksanaan Penelitian dan Praktek Kerja Lapangan di Lingkungan Pemerintah Kota Malang Oleh Badan Kesatuan Bangsa dan Politik Kota Malang, serta menunjuk surat Ketua Prodi Adm. Publik FIA Univ. Brawijaya Malang No. 13969/UN10.3/PG/2016 tanggal 04 Oktober 2016, Perihal : Riset Survey, kepada pihak sebagaimana disebut di bawah ini :

- a. Nama : HELDHA OKTAVIA MEGA PUSPITA.
- b. NIM : 135030100111028.
- c. Judul : *Quality of Public Service and Welfare of The Elderly People (Case Study at 2 (two) Dinas Sosial Malang City and Dinas Sosial Malang Regency).*

dinyatakan memenuhi persyaratan untuk melaksanakan penelitian skripsi yang berlokasi di :

- Dinas Sosial Pemerintah Kota Malang.
- Kelurahan Sumbersari Kec. Lowokwaru Kota Malang.
- Kelurahan Merjosari Kec. Lowokwaru Kota Malang.
- Kelurahan DinoyoKec. Lowokwaru Kota Malang.
- Kelurahan Ketawanggede Kec. Lowokwaru Kota Malang.

Sepanjang yang bersangkutan memenuhi ketentuan sebagai berikut :

- a. Tidak melakukan penelitian yang tidak sesuai atau tidak ada kaitannya dengan judul, maksud dan tujuan penelitian;
- b. Menjaga perilaku dan mentaati tata tertib yang berlaku pada lokasi tersebut di atas;
- c. Mentaati ketentuan peraturan perundang-undangan.

Demikian rekomendasi ini dibuat untuk dipergunakan sebagaimana mestinya, dan masa berlaku rekomendasi ini adalah sejak tanggal ditetapkan s/d 7 November 2016.

Malang, 6 Oktober 2016

An. KEPALA BAKESBANGPOL  
KOTA MALANG  
Sekretaris,

**Drs. KUNTJORO TRIATMADJI.**

Pembina Tk. I

NIP. 19600212 199111 1 001

Tembusan :

- Yth. Sdr. - Ketua Prodi Adm. Publik FIA  
Univ. Brawijaya Malang;  
- Camat Lowokwaru Kota Malang;  
- Yang bersangkutan.