The Role of Community-Based Social Welfare Agency for Elderly in the Success of Social Rehabilitation Assistance Programs: Case Studies in Indonesia

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Abstract. The role of a community-based social welfare agency for the elderly as a government partner is very crucial. This paper discusses about the involvements of community-based social welfare agencies for the elderly in social rehabilitation assistance programs by the Ministry of Social Affairs of the Republic of Indonesia. The purposes of this paper are to describe the practices of community-based social welfare agencies for the elderly in the implementation of social rehabilitation assistance programs and to understand how the involvement of community-based social welfare agencies for the elderly can help the success of the program. This study uses a qualitative descriptive approach that explores the information from the worker of social rehabilitation assistance program in the Ministry of Social Affairs of the Republic of Indonesia and from the community-basedd social welfare agency that collaborates with the Ministry of Social Affairs located in three provinces: West Java, South Sulawesi, and Southeast Sulawesi. The results showed that community-based social welfare agencies for the elderly hold important roles: 1) proposing the elderly who are entitled to assistance, 2) assisting the elderly in receiving assistance programs, and 3) monitoring and evaluating the implementation of the assistance program in community. In the conclusion, the assessment results carried out by community workers determine the accuracy of providing services for the elderly. Furthermore, the assistance provided by community workers holds an important role in the success of the assistance program, especially for the elderly who live alone.

Keywords: Elderly · Community · Assistance

1 Introduction

People always hope that they will have a healthy body, can fulfill their needs, can solving their problems, and be able to achieve their goals in life. This condition illustrates that everyone tries and wishes to have a long live. Therefore, it is not surprising, if a country whose conditions are safe, advanced, and prosperous, has a large amount of elderly.

Today, Indonesia has entered a period of aging population. The data from The Central Statistics Agency of Indonesia (BPS) shown that the percentage of the population aged 60 years and over (elderly/elderly) has exceeded 10% since 2021 [1].

There is an increase in life expectancy followed by an increase in the number of elderly people. BPS reports that there is an increasing trend in the Life Expectancy Rate (LER) of Indonesia's population. It is recorded that the average LER of Indonesia's population at birth is 73.5 years in 2021. This number rose 0.1 point from the previous year which was 73.4 years. Meanwhile, when compared to five years ago, the increase in LER in Indonesia's population was 0.6 points from 72.9 years in 2017 [2].

Indonesia has experienced an increase in the number of elderly people from 18 million people in 2010 to 25.9 million people (9.7%) in 2019, and is expected to continue to increase in 2035 to 48.2 million people (15.77% of the population) Indonesian is elderly. Indonesia is currently heading towards an aging population with an elderly percentage of 9.7%, while developed countries have exceeded 10%, even Japan has exceeded 30% [3].

The development that has been achieved by Indonesia so far has had a positive impact by improving the quality of health and social conditions of the Indonesian people. The increasing level of public health in Indonesia is reflected in the decline in maternal, infant and child mortality rates, as well as the increasing life expectancy of the Indonesian population. The consequence of the increasing life expectancy of the Indonesian population is that there will be an increasing number of people who are categorized as elderly.

In 2020, there are already six provinces that have an elderly population structure where the elderly population has reached 10%, namely: Special Region of Yogyakarta (14.71%), Central Java (13.38%), Bali (11.58%), North Sulawesi (11.51%), and West Sumatra (10.07%) (Sari et al., 2020). In 2045, it is estimated that the elderly population in Indonesia will almost reach one fifth of the total population of Indonesia [4].

Increasing age from adulthood to the elderly occurs various kinds of changes, both physical, psychological, social, spiritual, and intellectual changes. Old age is also often affected by a decline in economic ability. These changes are more directed to various declines, so that many elderly people experience pain, emotion, loneliness, loneliness, poverty, neglect, hopelessness, and violence from their social environment. Therefore, elderly people need various services, such as physical, psychological, social, spiritual, intellectual, and economic services [5].

Based on research by Prakarsa in 2021, seen from the welfare condition of the studied sample it is known that 63% elderly have complaints of health problems, 63% elderly live in three generations, and belong to the lowest 40% economic group, and most of the elderly have assets in the form of a house but the condition is not proper with poor sanitation and no clean water [6].

Government policies about the elderly protection and welfare are contained in many legal products such as Law Number 13 in 1998 about Elderly Welfare, Minister of Social Affairs Regulation Number 5 in 2018 about National Standards for Social Rehabilitation of the Elderly, Government Regulation Number 43 in 2004 about Implementation of Efforts to Improve Welfare Social for the Elderly, etc. In Government Regulation No. 43 in 2004 explained that the improvement of the welfare of the elderly was given

to potential and non-potential elderly. In the regulation, potential elderly is entitled to gets various services including religious and mental spiritual; health; employment Opportunity; education and training; obtain convenience in the use of public facilities, facilities, and infrastructure, ease of service and legal assistance; and social assistance. Meanwhile, the elderly with no potential are entitled to get various services such as: religious and mental spiritual; health; ease of use of public facilities, facilities, and infrastructure; ease of service and legal assistance; and social protection [7].

To support the implementation of social welfare for the elderly, the Ministry of Social Affairs through the Regulation Number 16 in 2020 about Social Rehabilitation Assistance provides a social rehabilitation assistance program aimed at five clusters, namely children, disabilities, socially disabled and victims of trafficking in persons, victims of drug abuse, and also the elderly. The provision of social rehabilitation assistance programs is carried out through 3 approaches, namely family-base, community-based, and/or residential-base [8]. This study describes the implementation of the successful of community-based social rehabilitation assistance programs in collaboration with community-based social welfare agencies for the elderly to improve the welfare of the elderly.

2 Literature Review

There is still not much literature discussing the role of community-based institutions in providing welfare services for the elderly. Conceptually, community-based support and services are formed to help the elderly live safely in their community. A variety of services and support are offered by community-based institutions for the elderly, such as health programs, services for elderly caregivers, housing counseling assistance, finance, and housing security [9].

In Indonesia, elderly welfare regulated by the Law Number 13 in 1998. The law explained that efforts to improve the social welfare of the elderly must be done, so that the elderly can still be empowered, and they can play a role in development activities by considering their functions, wisdom, knowledge, expertise, skills, experience, age, and physical condition. A person referred to as an elderly is someone who has reached the age of 60 years and over [10].

Furthermore, in the Act it is known that the elderly can be divided into potential elderly and non-potential elderly. Potential elderly is elderly who are still able to do work and/or activities that can produce goods and/or services. Meanwhile, the elderly with no potential are the elderly who are powerless to earn a living so that their lives depend on the help of others [10].

Some of the problems that are generally faced by the elderly that are stated by Zastrow are as follows [5]:

1. Low status: someone who is old is considered worthless by society because it is considered outdated
2. Early retirement: the large number of human resources makes the company have many choices of workers. Companies tend to choose to provide early retirement options for their employees in the hope that the company can recruit new employees who are younger and more productive.

3. Health problems and health care costs: the elderly often face health problems due to physical decline and the high cost of health care in old age. Some health problems that are often found in the elderly include: arthritis, hypertension, hearing and visual impairments, heart disease, orthopedic impairments, sinusitis, cataracts, diabetes, and tinnitus.
4. Financial problems: many elderly people live in poverty and cannot fulfill their basic needs such as proper food and clothing, medicines, and even telephones. Financial problems in the elderly can be influenced by many factors, for example expensive health costs, not having as much income as when they were young, etc.
5. Loss of family and friends: older people living alone generally look no better than married seniors. Entering old age is a time when you are often faced with the death of a close friend or family member, which makes it easy for the elderly to feel lonely.

Various policies and programs of the Indonesian government were created to address and improve the welfare of the elderly. One of the programs carried out by the Indonesian Ministry of Social Affairs is the social rehabilitation assistance program for the elderly. The program is implemented through 3 approaches, namely family-based, community-based, and residential-based approaches. The objectives of the program include: 1) Providing integrated and sustainable social services for the elderly, families, communities, or community-based agency; 2) Provide protection to the Elderly; 3) Improving the quality of the implementation of Social Rehabilitation for the Elderly; 4) Reaching out to the Elderly and Elderly Families who experience social problems; and 5) Reaching out to the elderly and their social environment. Meanwhile, the target recipients of the policy program include the elderly, families, and the community [8].

The criteria for elderly recipients of the social rehabilitation program are the elderly who experience social problems in the form of poverty, neglect, disability, remoteness, social tuna and behavioral deviations, disaster victims, and victims of non-violence, exploitation, and discrimination as well as the elderly who experience obstacles in their social functions. The target family is the elderly family, which is the biological family of the elderly, both children, grandchildren, older siblings. If the elderly does not have a biological family anymore, then the people around the elderly such as neighbors, local neighborhood leaders or local community leaders can be substitute families. This means that the target of the service can be addressed to the biological family or surrogate family as a place for the elderly to receive care, attention, and affection. The target community is a special group that exists and lives around the elderly. Communities include the Elderly community-based agency, Family Benefit Center, Karang Werdha, and various types of organizations formed by the community to give special attention to the elderly [8].

Every community or Social Welfare Institution (community-based agency) has the potential to solve existing social welfare problems independently by organizing itself to manage its human, natural and social resources. The roles of the community-based agency include the following:

a. The community is the closest environment for the elderly to fulfill their physical and psychological needs.
b. A community that has shared awareness will protect the elderly from vulnerability and discrimination.

c. Community-based agency/PUSAKA are the main drivers for families and communities to carry out social care for the elderly.

d. The community is the closest to the elderly family. So, the community must be strengthened through community-based agency to be more sensitive and responsive in preventing and solving problems experienced by the elderly.

In implementing the social rehabilitation program, the government will provide non-operational support for community-based agency to improve the protection and welfare of the elderly. In addition to non-operational support to the community, every elderly person fostered by community-based agency can be registered with the integrated social welfare data (DTKS). By registering the elderly into the integrated social welfare data and meeting the eligibility criteria, every elderly person can receive other form of social assistance provided by Ministry of Social Affairs.

3   Methods

This research uses descriptive qualitative method. Data collection techniques used focus group discussion (FGD), in-depth interviews, observation, and documentation studies. Type of sampling for this study used purposive sampling. This study purposively chose informants from West Java (Bekasi and Garut) and South Sulawesi (Gowa) a total of 20 participants: 10 worker from ministry program staffs, 5 elderly as representative program beneficiaries, and 5 community workers as representative from community-based social welfare agency. First, we used FGD to collect information from ministry program staffs. Second, we used one-to-one interviews and direct observations to collect information from elderly and community worker. Third, we used documentation studies to gather the information about the assisstance of rehabilitation program in general.

4   Result and Discussion

Based on the results of the study, it is known that one of the roles of community-based agency is to identify eligible elderly and record the service needs of the elderly. The data collected from the community-based agency will then be provided and reviewed by the program assistant at the ministry of social affairs. The proposed service forms can be grouped into 7 forms, including the following:

1) providing the living needs for elderly
2) social care
3) family support (from their own family or foster family)
4) therapy support (include physical, psychosocial, spiritual-mental)
5) vocational training and entrepreneurship coaching for active elderly
6) providing social assistance; and
7) providing accessibility support.

The implementation mechanism for providing social assistance programs carried out by community-based agency goes through the following stages (see Fig. 1):

1. facilitation of access.
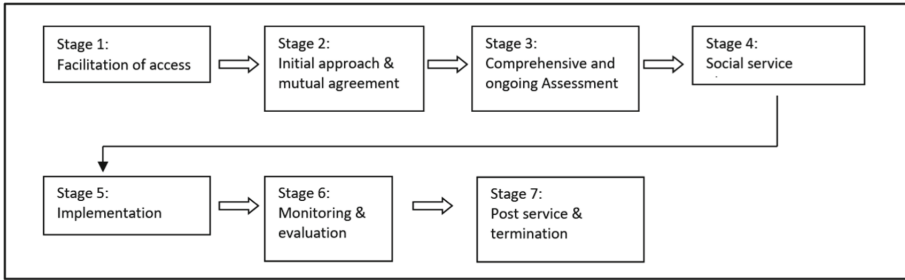
Fig. 1. Stages the implementation mechanism for providing social assistance programs carried out by community-based agency.

2. initial approach and mutual agreement.
3. comprehensive and ongoing assessment.
4. social service planning.
5. implementation.
6. monitoring and evaluation; and
7. post-service and termination.

At the facilitation of access stage, the role of a community-based agency is to make a list of elderly in the community who are eligible to get social assistance. The proposal and data collection process were carried out by elderly assistants in a community-based agency by attaching supporting documents required such as ID cards, a description letter that the elderly is poor, photos, etc. This stage is carried out simultaneously with the initial approach and the agreement stage, another role of the community-based agency at this stage is writing the expected social assistance proposals for every elderly. The proposal is then given to the Ministry of Social Affairs through the social rehabilitation program assistants.

At the stage of comprehensive assessment, the social rehabilitation program assistants from the Ministry of Social Affairs together with elderly assistants from community-based agency conducts a needs assessment to check the data and condition of the prospective elderly recipients of assistance.

At the program implementation stage, the role of community-based agency includes providing social assistance programs related to the administration of the aid distribution process, both material assistance and physical assistance or other services as well as helping when the assistance is received and used by elderly beneficiaries.

The distribution of service assistance must go through elderly accounts, but it was found that there were still many elderly accounts that had not been completed. The disbursement of aid funds must be carried out by the elderly accompanied by officers from LKS-LU, then the aid funds must be spent immediately according to the type and amount of goods that have been registered. The purchase of the relief items must also be accompanied by elderly assistants.

In shopping for these items, the challenges faced by elderly assistants include: (a) Ensuring that the elderly not buying anything other than the items that have been proposed; (b) the limited number of elderly assistants makes it difficult for them to be able to assist all elderly beneficiaries, which are quite a lot; (c) The disbursement of

aid funds and the purchase of necessities cannot be done in one time, but can be done several times; and (d) There is no transportation and meal costs for elderly assistant, even though providing assistance requires high cost.

Based on the findings, from the 7 (seven) types of social assistance that can be proposed, most of the elderly propose to get a decent life and accesibility support. Only a few elderlies ask to get in other forms such as social care; family support; physical therapy, psychosocial therapy, and mental-spiritual therapy; vocational training or entrepreneurship coaching.

The role of elderly assistants continues to the monitoring and evaluation stage of the program. At this stage, the elderly assistants recapitulate the data whether the proposed fund is suitable the assistance received. After that, the elderly assistants make a report about the use of the aid fund program that will be submitted to the Ministry of Social Affairs through program assistants.

The problem that is often encountered at the monitoring and evaluation stage is when the elderly assistant is still busy with the large number of proposed data that must be corrected, related to elderly data in integrated social welfare system and ID number that does not match. So, assistance at the monitoring and evaluation stage often does not run optimally. At one condition, elderly assistants need a lot of time to correct incorrect data proposals but on the other hand, they must do monitoring and evaluation for the elderly who have received assistance.

In general, there are 3 conditions that pose a threat to the successful implementation of the social rehabilitation program for the elderly: (1) the problem of proposing the elderly who have not been registered with the integrated social welfare system through the Social Service, takes a very long time because it needs validation by the population and civil services at the local level with data at the central level; (2) the Bank's delay in the process of creating accounts for the elderly in large amounts; and (3) the lack of coordination across sectors and ministries that played a major role in the success of the program, namely: the Ministry of Social Affairs, the Ministry of Home Affairs (especially Civil Services), Banks, and NGOs which caused the process of validation data prblems in integrated social welfare system data take a very long and unclear time.

Meanwhile, in the implementation of community-based social rehabilitation programs for the elderly, from the description above, it is known that elderly companions in the community play a very large role from the early stages to the final stages of program implementation.

5   Conclusion

The role of community-based agency in the implementation of this program is very important because the elderly community-based agency through elderly assistant are involved from the early stage to the final stage, namely 1) facilitating access; 2) initial approach and mutual agreement; by 3) conducting and comprehensive assessment; 4) Proposal for social service planning; 5) implementation; 6) monitoring and evaluation; and 7) post-service and termination.

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