



Implementation of the Elderly Food Program in Wonorejo Sub-district, Tegalsari District, Surabaya City

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Abstract. The problem of the elderly is the lack of ability to meet the nutritional needs of the food consumed. In Wonorejo Village, there are poor elderly people, not working, and living alone so they need assistance in the form of food that can meet nutritional needs, with this a food program was formed. The research method uses a descriptive qualitative approach, focusing on the implementation model of George C. Edward III's implementation model which includes communication, resources, disposition, and bureaucratic structure that affect implementation performance and is the basis for data collection. The result of this research is that Wonorejo Village has not fulfilled the indicators of good communication, namely transmission, clarity and consistency. As for resources, which include budget sources, in this case the salary of the sending officer, cannot be said to be feasible, because the amount is too small. Human resources in Wonorejo Village, namely sending officers, have not carried out their duties professionally. Disposition is going quite well but couriers need to apply a more friendly attitude when meeting the elderly. In the Bureaucratic Structure indicator, seen from the fragmentation dimension, it is not well coordinated, because there is no regular meeting.

Keywords: Policy Implementation, George Edward III, Food Program

1. Introduction

Health is one of the human rights and elements of welfare that must be realized by the Indonesian nation in accordance with the 1945 Constitution and Pancasila [1]. The goals of health development in 2025 in Indonesia are increasing life expectancy, decreasing maternal and infant mortality rates, and decreasing the level of undernutrition in children under five years old. One of the three goals that the government is currently pursuing is increasing life expectancy. The increase in the elderly population goes hand

in hand with the higher life expectancy in a country. An increase in the number of elderly people also indicates the success of health development [2].

According to data from the Central Bureau of Statistics in 2022, the percentage of the elderly population in Indonesia reached 10.48%. This means that the number of elderly people in Indonesia in 2022 is only around 29 million. This figure decreased by 0.34% from the previous year. This indicates a decrease in life expectancy in Indonesia [3]. In order to increase life expectancy, the government has set the direction of its policies in several regulations. This regulation is arranged in a Top Down manner. The rules that have been made by the government in handling the elderly are Government Regulation Number 43 of 2004 concerning the Implementation of Efforts to Improve the Social Welfare of the Elderly [4]. Article 1 paragraph 2 states that Efforts to Improve the Social Welfare of the Elderly are a series of activities carried out in a coordinated manner between the Government and the community to empower the elderly so that the elderly can still carry out their social functions and play an active role reasonably in living in society, nation and state.

Based on this Government Regulation, each province has developed several regulations in order to improve the social welfare of the elderly. One of the provinces that has issued regulations is East Java Province. In supporting government regulations based on the PP, East Java Province issued Governor Regulation (PERGUB) of East Java Province Number 6 of 2019 concerning the Social Security Program for the Elderly of East Java Province. This PERGUB is then followed up by each city or district to then form rules regarding the elderly welfare program [5]. Elderly welfare is needed by elderly people who have poor conditions, low education levels, living with chronic diseases [6].

Surabaya is one of the cities that is aggressively launching a program that supports an elderly-friendly city [7]. In 2019, Surabaya was awarded as the first champion of the elderly-friendly city at the regional level [8]. To maintain the commitment as an elderly-friendly city, Surabaya Mayor Eri Cahyadi has issued a special program on the welfare of the elderly in Surabaya City. The program in question is a feeding program for the elderly poor. Low awareness and knowledge as well as barriers to food intake experienced by those aged 60 years and over so it is very necessary to have a welfare program for the elderly [9]. Providing food to the elderly requires special attention because the structure of the food provided needs to be seen nutrition and texture of food that is suitable for them elderly [10].

This welfare program was established to meet basic needs in the form of food for the very poor elderly and neglected elderly, poor food intake among the elderly is mostly caused by poverty, so a food program for poor elderly is needed [11]. The elderly have a high risk of nutritional deficiencies caused by poor diet, poverty and lack of understanding of nutritious food [12]. This program is interesting to study, because the food program is an elderly welfare program in Indonesia that is only issued by the city of Surabaya. This program is manifested in several regulations. Surabaya Mayor Regulation Number 134 of 2022 concerning guidelines for providing food in the city of Surabaya is the fourth amended regulation that is currently in effect in Surabaya. This regulation states that one of the beneficiaries is the elderly aged 60 years and above. In

Surabaya Mayor Regulation number 134 of 2022 article 3 states that the implementation of this food assistance program is budgeted from the Surabaya City Regional Revenue and Expenditure. The existence of this regulation aims to ensure that the food program in Surabaya can be carried out in an orderly, accountable, effective, and targeted manner [13].

In the implementation of this regulation, it is stated that each *kelurahan* is given the authority to form a community group that functions as the implementation team of this food program [14]. Based on observations made by researchers, there are several problems related to the food program

Departing from these problems, the researcher intends to conduct research in Wonorejo Village with the title "Implementation of the Elderly Food Program in Wonorejo Village, Tegalsari District, Surabaya City". To analyze this program, researchers took an analysis based on the theory of George C. Edwards III theory. The purpose of this study is to describe the implementation of the Elderly Food Policy in Wonorejo Village, Tegalsari District, Surabaya City.

1.1. Li Policy Implementation

Policy implementation is included in the policy-making process. Policies that have been formulated need to be implemented to see how the policy works and whether it is appropriate to use. Policy implementation is an effort to achieve certain goals with certain means and in a certain time sequence. Policy implementation is also defined as activities carried out to implement a policy [15]. Based on this understanding, it can be concluded that policy implementation is the process of achieving policy objectives within a certain period of time.

The effectiveness of policy implementation will be achieved if three principles are met. First, whether the policy is correct. Policy accuracy is assessed by the extent to which existing policies are able to solve problems. Second, whether the policy created is in accordance with the character of the problem to be solved. Third, whether the policy is made by an authorized institution [16].

1.2. Teori George Edward III

Paragraf This research focuses on the implementation of the Elderly Food Program in Wonorejo Village, Tegalsari District, Surabaya City based on the theory of George C. Edwards III. George C. Edwards III suggests several things that can affect the success of an implementation, namely: Communication, Resources, Disposition, Bureaucratic Structure. (Edward III, 1980:10) the success of a policy implementation described by Edward III in the book *Implementing Public Policy* can be influenced by the factors above, as for the success of a policy implementation, namely:

1. First factor: Communication according to Edward III are:

"No matter how clear, consistent, or precisely communicated implementation instructions are, implementation will not be effective if the staff responsible for the policy does not have the resources to do their job effectively. Key resources include staff at an appropriate scale and with the necessary expertise, relevant and appropriate information about the implementation of the policy and the compliance of others involved in implementation. Authority to ensure that policies are implemented as intended, and that facilities (including buildings, equipment, land, equipment, etc.) are subject to, or

services provided with , meaning that no laws are passed and no sensible regulations are developed". (Edward III, 1980: 53)

2. Second factor Resources in the success of a policy implementation according to Edward III are:

"No matter how clear, consistent, or precisely communicated implementation instructions are, implementation will not be effective if the staff responsible for the policy does not have the resources to do their job effectively. Key resources include staff at an appropriate scale and with the necessary expertise, relevant and appropriate information about the implementation of the policy and the compliance of others involved in implementation. Power to ensure that policies are carried out as intended, and facilities (including: the premises where services are provided or the buildings, equipment, land and equipment provided therewith) are provided by law". (Edward III, 1980: 53)

3. The third factor of Dispositions in the success of a policy implementation according to Edward III is:

"Dispositions and attitudes toward implementation are the third important element in our approach to studying public policy implementation. For implementation to be effective, implementers must not only know what to do and be able to do it, but also have the desire to implement the policy. Most implementers have considerable discretion over policy implementation. One reason for this is their independence from their nominal superiors who set policy. Another reason is the complexity of the policy itself, but how policy implementers implement the policy largely depends on the policy's attitude towards the policy. And their attitudes are influenced by their views on the policies themselves and how others view policies that affect their organizational and personal interests." (Edward III, 1980: 89)

4. The fourth factor in the success of a policy implementation according to Edward III Bureaucratic structure is:

"Policy implementers know what needs to be done and may have the will and resources to do it. However, the structure of the organization you work for may impede its implementation. Her two hallmarks of bureaucracy are standard operating procedures (SOPs) and fragmentation. The former develops as an internal response to implementers' limited time and resources and a desire for uniformity in the operation of complex and widely distributed organizations. They often remain in effect due to bureaucratic inertia". (Edward III, 1980: 125)

1.3. Elderly Food

Elderly food is a program of Surabaya City for poor elderly people. Elderly food in Surabaya is regulated in Surabaya Mayor Regulation Number 134 of 2022 concerning Guidelines for Providing Food in Surabaya City. In this program, the Surabaya City Government provides food assistance programs to the elderly with certain categories. The category referred to in this Mayor's Regulation is the group of people aged 60 years and over who fall into the poor category. The provision of this assistance is accommodated directly by the Surabaya City Social Service and distributed to all urban villages in Surabaya City.

The purpose of this program is to support the fulfillment of the needs of the poor, neglected, and disabled elderly in Surabaya. This program has existed since 2012 which was initiated directly by Tri Rismaharini, the Mayor of Surabaya at that time. Metode

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2. Methods

Research on the Implementation of the Elderly Food Program in Wonorejo Village, Tegalsari District, Surabaya City, uses a qualitative method with a descriptive approach. Qualitative methods with a descriptive approach are used by researchers with the aim of studying objects and events in depth so that details, descriptions, and explanations can be drawn about the problem under study [17].

The data used is descriptive data in the form of oral and written data sourced from the objects observed. The data collection techniques in this research are observation, interview, and documentation. Observations related to the implementation of the food program, obstacles during program implementation, and community acceptance of the program. Interviews are conversations between researchers (individuals who need information) and research objects/informants/resources (individuals who provide information about an object) [15]. Interviews were conducted with several resource persons using purposive sampling technique. The sources in this study include: the head of the social welfare section, the head of the community group, the courier and several elderly people as beneficiaries of the elderly food program. Documentation in this study is in the form of journals, statistics on beneficiary data, and photos of food provision activities.

The collected data were then analyzed using the Miles and Huberman interactive analysis model. The Miles and Huberman interactive model is an analysis of the results of a collection of interview data with three stages, namely data reduction, data presentation, and conclusion drawing.

3. Result and Discussion

Elderly food is a program issued by Surabaya City to support East Java Governor Regulation Number 6 of 2019 concerning the East Java Province Elderly Social Security Program. The elderly food program has been in existence since 2012 which was initiated by Tri Rismaharini, the Mayor of Surabaya at that time. This program has undergone four changes related to the basic rules. Surabaya Mayor Regulation No. 134 of 2022 is the current regulation.

The results of this study are described from the results of interviews we have conducted with the Wonorejo Lurah, Social Welfare Sie, and community group leaders, based on the theory of George C. Edward III with 4 variables including communication, resources, disposition, and bureaucratic structure that affect performance in the implementation of this elderly food program. This elderly food program is a program created by the Surabaya city government and in collaboration with the Surabaya City Social Service Implementation of the food program in Wonorejo Village, Tegalsari District, Surabaya City..

3.1 Communication

According to Edward III in Agustino (2014) the communication received by program policy implementers (Street-level bureaucrats) must be clear, unambiguous, and consistent because communication is very influential in giving orders to implementers. Communication is the delivery of information from policy makers to the policy implementation team. Communication in program implementation needs to be carried out so that policy actors can know and understand what is the content, objectives, direction, target group of the policy so that policy actors can prepare for the implementation of this program implementation in order to achieve the goals and objectives as expected [18]. According to George Edward III, there are 3 indicators that influence the communication process. There are three indicators in measuring the success of communication, namely [19]:

1) Transmission (transmission)

Transmission aims to channel good communication so as to produce a good implementation as well. The transmission of information on the Permakanan Program in Wonorejo Village is well established at the top level, namely between policy makers in this case the Social Service and policy implementers at the lower level, namely the Head of the Community Group. The Head of the Social Service explained that this year's food program is no longer in the kelurahan, but has been accommodated by the Surabaya City Social Service. This means that this year's budget no longer comes from the Kelurahan Fund as program expenditure, but directly from the Social Services budget. To facilitate the monitoring process of the food program and the DinSos budget, the Surabaya City Social Service launched a food application.

The existence of this food application is a new thing for Community Groups. In order to establish a good transmission of information about the food application, the Social Service Office directly conducts socialization by inviting each Head of the Community Group in each Kelurahan to attend the Surabaya Social Service Office.

At the top level, the transmission of information between the Social Agency and the Head of the Community Group does not only discuss the use of the application, but also discusses the food menu, as well as the delivery process. In accordance with the regulation of Perwali No 134 of 2022, the food menu for Surabaya's food program in 2023 is accommodated and scheduled directly from the Surabaya City Social Service. The transmission that occurs in this case is quite good. The heads of community groups are quite familiar with their respective tasks and functions.

The information transmission process at the lowest level, namely between implementers and beneficiaries in Wonorejo Village, is not going well. On the transmission indicator, it can be concluded that the transmission that occurs at the lowest level, namely between Pokmas and beneficiaries, is not going well. The existence of elderly people who still do not understand about this program is evidence that the transmission at the lower level is not running optimally.

2) Clarity (clarity)

According to Edward III, clarity of communication encourages the success of information. Good communication between the Social Service Office and the Head of the Community Group encourages the successful distribution of information on the Food Program.

The reporting system and uploading of proof of delivery starting in 2023 changed from a manual system to a digital system. The existence of the Surabaya food application is intended to facilitate the performance of Pokmas, and shorten the reporting flow from Pokmas to the Social Service. In this case, the information conveyed by the Social Service to community groups is quite clear. Community group leaders can also ask questions to the Social Service Office if they experience problems with the system or application. However, the existence of a new system certainly has its positive and negative sides.

In addition to discussing the new system or application, the socialization conducted by the Social Service also discussed the food menu. It was conveyed to all Pokmas Heads, starting in 2023, the menu list for food is arranged and scheduled directly by the Social Service. In accordance with Perwali No 134 of 2022, the food menu must contain elements of rice, vegetables and side dishes (animal/vegetable), fruit, and mineral water. DinSos also explained in more detail about the rules of Perwali No 134 of 2023, where Article 16 paragraph 1 point c states that if there are restrictions due to health factors, the food standards are adjusted to the conditions and needs of the beneficiaries, based on a certificate from a doctor / Puskesmas officer.

In the clarity dimension, it can be concluded that the clarity of information received by implementing agents (Pokmas) from policy makers (Social Service) is quite clear. Although there are still weaknesses related to the new system, the Social Agency also does not immediately raise its hand and turn a blind eye to these weaknesses. Pokmas who experience any obstacles can directly contact the Social Agency via Whatsapp. At the lowest level, namely between beneficiaries and Pokmas, there is still unclear information. This lack of clarity of information is due to the absence of direct socialization from Pokmas as the recipient of information from the Social Service to elderly beneficiaries.

3) Consistency (consistency)

Consistency according to George Edward III is an order given in the implementation of a communication which in its delivery must be consistent and clear to be implemented and executed. At the top level, between the Social Agency and Pokmas, the process of disseminating information in the form of socialization is only done once. The process of socializing the new system and rules was carried out by Dinsos at the beginning of the year only. There were no other socializations or meetings about this program after the first socialization from Dinsos. This shows that the Social Agency is not steady in providing information about the program. "We only got information from the Social Affairs Office once. Yes, we got an invitation from the Social Affairs Office, we attended, the application and menu were explained. And so far that's all the information we have gotten from the Social Agency," said the Head of Pokmas Wonorejo Village. The impact of the inconsistency of the Office in delivering information does not significantly affect the performance of Pokmas. Pokmas who are still experiencing problems related to both the application and food, can contact Dinsos through the Whatsapp group that has been provided.

From the consistency dimension, it can be concluded that what happens at the top level, namely between Social Affairs and Pokmas, and what happens at the bottom between Pokmas and Social Affairs are both inconsistent. Information is only provided

once at the top level, while at the lower level there is no process of providing information at all. This inconsistency does not have a significant effect at the Pokmas level, because Pokmas can still ask questions through the Whatsapp media that Dinsos has created. The inconsistency that occurred at the bottom, between Pokmas and recipients, caused many residents to assume that this program was the Family Hope Program (PKH).

3.2 Resources

According to George Edward III, resources are divided into three. The resources in question are budget resources, human resources, and physical resources or equipment [12]. Budgetary resources or also called financial resources are the adequacy of capital in a policy or program. Resources have an important role in a program. The lack of one of the resources can make a program disrupted or hampered. Edward divides the role of resources into three parts as follows:

1) Budget Resources

Budget availability greatly affects the success of a program. Budget limitations can cause obstacles in running the program. In this elderly food program, the budget allocated according to Perwali Surabaya No. 134 of 2022 is Rp. 11,000.00 per meal box. The budget is received by the Community Group at the beginning of each month in the amount of Rp29,370,000. According to the Head of Pokmas Wonorejo, the provision of this budget is scheduled by the Social Agency, on the 5th of each month. If the payment date falls on the 5th but the day is a national holiday, the budget will be transferred on the working day, or the next day. This does not significantly affect the running of the program. Pokmas can temporarily use Pokmas cash reserves, to make purchases of food ingredients. The cash is replaced after the funds from the Dinas come in, on the following day.

The funds received by Pokmas are Rp11,000 per meal box. The Rp11,000 is still deducted by Rp.1000 for the shipping officer. According to the lurah and Pokmas Chairperson, the funds are no longer relevant to current market prices. "The Rp11,000 from the Social Agency is deducted by Rp.1000 for shipping costs. I think Rp10,000 is still insufficient if you look at the price of staples now. Rice, sugar, oil, everything is going up now. And for the courier, imagine, if the courier brings 20 meals a day, he gets Rp20,000 a day. Multiply that by a month. About Rp.600,000. Isn't that far from the Surabaya City Minimum Wage?" said the Wonorejo Urban Village Head.

It was mentioned that courier wages are far from Surabaya's minimum wage. This indicates that the HR apparatus has not received feedback in the form of an appropriate salary. "There are 4 couriers here, for delivery services. These 4 people are in charge of sending food to 89 recipients. So, each person brings approximately 22 boxes of food with a wage of one thousand per box" Interview with the Head of Wonorejo Community Group. According to the results of a follow-up interview with the Head of the Pokmas, it is known that the wages received by the courier are still deducted by 10% tax. Thus, the net wage received by the courier is only around IDR 900 per delivery package. There is no additional transportation money for couriers, and transportation equipment is provided personally by the couriers.

The Head of the Community Group handling this program also said, “We as implementers are a little confused about managing the budget, because if it is detailed according to market prices, it is clearly not *nutut mbk*. Yes, but we can work around it, for example we take workers from neighborhood women who want to help.”

2) Human Resources

According to Hasibuan (2012), human resources are more dominant and always play a role in every organizational activity because humans become planners, actors and determinants of the realization of organizational goals. Goals cannot be realized without the active role of employees even though there are tools that are so sophisticated.

The human resources involved in the food program in Wonorejo Village are the Social Service as the policy maker, the Kelurahan as the policy supervisor at the kelurahan level, the PPK Team, the Community Group as the policy implementing agent, and the delivery officer as the implementer at the lowest level.

According to article 1 paragraph 15 of Perwali No 134 of 2022, community groups are groups that carry out the procurement of goods / services with budget support from the APBD. The dispatch officer is the officer who delivers the food to the address of the beneficiaries of the food delivery activities.

According to an interview with the Head of Pokmas, the human resources for this courier are also quite difficult to obtain, “This food program is carried out every day of the year. Holidays, fasting, Eid, we also have to deliver food. So, rarely does anyone want to be a courier for this program. We look for people who are really from the unemployed who want to do it. The problem is that judging from the wage of only Rp.900, there are rarely people who want to be couriers.

Courier resources are also less professional in carrying out their duties. Delivery hours that should be delivered at 07.00-09.00 in reality, this delivery is not infrequently delayed. “Yes, sometimes the delivery is late, sometimes at 10, sometimes at 11.” Said the elderly in the interview session. The courier's delay is caused by personal reasons, such as vehicle damage, fuel exhaustion, personal needs, and so on.

Judging from the HR dimension, it can be concluded that the quality and professionalism of the implementing team's human resources, especially couriers, need to be improved. Although in terms of budget resources for courier payroll it is not in accordance with the UMK standard, it is appropriate for couriers to work professionally according to the initial agreement.

3) Physical resources and equipment

Equipment resources are the means used to implement a program. The existence of appropriate equipment can support the success of the food program [19]. The equipment used in this meal program is a meal box. This meal box is provided to reduce the use of disposable plastic containers that can pollute the environment. In addition, the presence of this container is also intended as a preventive measure to save budget. In order to meet the food budget, the Kelurahan anticipates by providing meal boxes for delivery, so that the funds received are not cut for additional styrofoam.

From the dimension of Equipment resources, it can be concluded that Wonorejo Village has successfully implemented strategic steps to save the budget and reduce plastic waste. The strategic step in question is to replace the use of disposable styrofoam, with

washable and reusable meal boxes. Delivery equipment is not obtained at all by couriers, they do not even get transport money from the Dinas.

3.3 Disposition of attitude of implementers

George Edward III explains the definition of disposition, namely in the disposition of the policy implementer of a program to have a strong will and determination in implementing the policy in order to achieve the expected goals. Implementers are required to have high enthusiasm, strong commitment and be serious in carrying out a policy. The disposition or attitude of the implementer is an important factor in implementing a policy, so that policy implementation can run effectively, the implementers must have the ability to translate policies that have been formulated and directed so that there is no bias in policy implementation [20]. George Edward III also emphasized that the success of policy implementation is not only determined by the extent to which policy actors know what to do but is also determined by the willingness of policy actors to have a strong disposition towards the policies being implemented [19].

According to the results of interviews with several elderly people who get food from this elderly food program, some couriers who deliver food have a polite and friendly attitude to the elderly but there is one courier who seems indifferent and less friendly, "couriers usually deliver food every morning mbak dewi, coincidentally the courier who delivered at the mother's was less friendly, just delivering food without any pleasantries" explained the first elderly. However, according to the explanation of other elderly people, the courier who delivers food has a polite and friendly attitude, "if the courier who delivers food every morning to me is friendly, he often asks about my condition."

Some things that need to be observed in the disposition variable according to Edward III are:

a. Appointment of bureaucrats

In the dimension of disposition or attitude of implementers, it can cause obstacles to policy implementation if policy actors do not carry out the policies desired by the top (high officials). Therefore, in the process of selecting and appointing personnel or implementers of the policy, they must be people who have the right and dedication to the policies that have been made, especially in the interests of the community.

In this Wonorejo urban village elderly food program, the policy implementers are directly selected by the kelurahan as supervisors. In the process of appointing and selecting bureaucrats (community groups and couriers), a joint meeting or meeting is held by the kelurahan.

b. Intensive

One of the techniques in overcoming obstacles and problems that occur with implementers is intensive manipulation. Due to the tendency of people in general to act in accordance with their own interests, intensive manipulation techniques by policy makers have an influence on the actions of pre-implementers. By adding certain benefits or adding certain costs, it will encourage policy implementers to carry out the orders given properly. this technique is carried out to fulfill personal and organizational self-interest. From the results of interviews with the head of the community group, the implementers, especially the community group, did not get an intensive from this food program. How-

ever, the food provided in this elderly food program is ordered directly at MSMEs managed by the community group itself. While in the process of delivering food to the elderly, couriers get an intensive of 900 rupiah per box, but they do not get gas money and are not provided with transportation.

In the Disposition indicator or the attitude of the implementer, it can be concluded that each implementer (kelurahan, pokmas, courier) has a fairly good attitude, the implementers try to provide the best service. Although there were still some people who protested because they did not get the food program. The attitude of pokmas is quite relaxed and patient in responding and explaining to the community. The attitude of DinSos is also quite solutive in responding to complaints given by the Pokmas. However, the courier needs to be considered again by Pokmas and the courier itself, considering that there is no transportation provided and no gasoline money, this is one of the causes of delays in the delivery process. The courier's attitude is expected to be more friendly and apply 5S (Smile, Greeting, Greeting, Polite and Santun) when meeting the elderly. In the Appointment of bureaucrats dimension, the implementers are directly selected by the kelurahan as supervisors by holding a meeting or joint meeting organized by the kelurahan. Meanwhile, in the Intensive dimension, the implementers do not get a special intensive in running this elderly food program.

3.4 Bureaucratic Structure

According to George Edward III, the structure of the bureaucracy is more indicative of the relationship lines between units or units within it. This relationship shows who can be responsible and authorized to carry out their duties [21]. Bureaucracy is important for implementing policies. Edward III also states that future policy implementation may still not be effective because the policy is based on the inconsistency of the bureaucratic structure. In addition, the bureaucratic structure includes aspects such as division of authority, bureaucratic structure, and relationships between organizational units. There are two aspects of bureaucratic structure characteristics, namely aspects of fragmentation and standard operating procedures. (Standard Operating Procedures).

The bureaucratic organization is successfully structured based on tasks, customers and functions in the work environment in Wonorejo Village, Tegalsari Subdistrict, Surabaya City [22].

1. Dimensions of fragmentation

The Fragmentation dimension according to George Edward III is the distribution of the responsibilities of policy actors to the organizational units concerned so that they require good coordination. requires good coordination.

In the elderly food program in Wonorejo Village, Tegalsari District, Surabaya City. The organizational units concerned, namely the village government and community organizations / community groups, have not been consistently coordinated because there is no regular meeting to discuss the progress and evaluation of this food program, meetings are only held if there are urgent matters that need to be discussed as soon as possible.

The beneficiaries / elderly who get this food program have their own criteria, namely the beneficiaries of the food program are residents of Surabaya City who are included in the Poor Family and Poor Vulnerable Family groups consisting of [13], Elderly people; Orphans, orphans and/or orphans; Persons with Disabilities; and/or Patients with

certain diseases, such as HIV, tuberculosis, cancer, kidney failure. (people who suffer from diseases with a hospital or health center doctor's certificate).

In the Fragmentation Dimension, it can be concluded that the coordination that occurs between policy actors or the relevant organizational units has not gone well. This is evidenced by the absence of regular meetings held to discuss the progress and evaluation of this elderly food program, even though this food program runs regularly every day, regular meetings are still needed.

2. Standard Operating Procedure (Standard Operating Procedure)

Based on article 4 paragraph 1 of Surabaya Mayor Regulation Number 134 of 2022, it is stated that the beneficiaries of the implementation of food provision are residents of Surabaya City who are included in the Poor Family and Poor Vulnerable Families, one of which is the elderly with certain criteria. Some of the criteria referred to in this regulation are the elderly who live alone, are unable to work, have no income, suffer from illness that does not heal, and live in uninhabitable housing.

Regarding the division of labor for the implementation of the Elderly Permakan work program in Wonorejo Village, Tegalsari Subdistrict, Standard Operating Procedures (SOP) have been clearly divided and structured in perwali number 134 of 2022. Pokmas is required to be able to manage the funds that have been given properly to provide food that meets nutritional standards with a menu that has been determined by the Social Service and is responsible for it through reports that are made and uploaded on the website that has been provided. Pokmas submits a report on the use of food cost funds that have been received to PPK by copying the Head of the Social Service as the Budget User. The report on the use of funds for the food program costs shown are photo documentation of the menu and target recipients of activities and a recapitulation of the price and amount of food held every day. The food that has been provided by Pokmas is then handed over to the Delivery Officer to be delivered to the beneficiaries. As proof that the delivery officer has carried out his duties properly and is trustworthy to the beneficiaries, every day the delivery officer needs to upload proof of receipt in the form of photos as documentation and proof of delivery on the website provided by DinSos so that the delivery officer has his own access to upload proof of delivery on the website.

In Kelurahan Wonorejo, Tegalsari sub-district, the food is delivered on time according to the specified time, which is between 07.00 and 09.00. However, there is a problem that is a concern, namely the delay in the exact delivery time, so that beneficiaries are confused because the food arrives at an uncertain time. One of the beneficiaries of the elderly food program said, "At that time, the courier delivered the food a little late, around 10.00, so I waited for the courier to deliver the food but I also didn't really mind it because sometimes if the food came I didn't eat right away" but there are also elderly people who are somewhat concerned about the late delivery of food "Usually the food comes on time every morning but once it came a little late even though I had waited from the morning because I was already hungry but the courier said there were a few obstacles".

It can be concluded that the Standard Operating Procedure dimension has been running quite well. It is evidenced by the existence of protocol regulations that have provided guidance on the implementation of the food program clearly enough so that this program can run well in accordance with applicable regulations and customs.

4. Conclusion

Based on the results of research on the Implementation of the Food Program in Wonorejo Village, Tegalsari District, Surabaya City which is regulated in Surabaya Mayor Regulation No. 134 of 2022 concerning guidelines for providing food in the city of Surabaya in terms of Edward III Theory, namely :

4.1. Communication

Transmission that occurs at the top level, between the Social Service and Pokmas as the implementer, goes well. The Office has explained in detail about the new system, the new application and the food menu which has now been accommodated directly from the Social Service. Unfortunately, this good transmission at the top level is in contrast to the transmission at the lower level. Transmission between Pokmas and elderly beneficiaries can be said to be non-existent. Beneficiaries have never received socialization related to the program from Pokmas.

On the dimension of clarity, it can be concluded that the information received at the top level (Social Agency) with Pokmas is clear. This clarity is characterized by Pokmas understanding their own tasks and functions. Regarding the new system, the obstacle experienced by Pokmas is related to uploading which must be done in real time. At the lowest level, between Pokmas and the elderly, the clarity of information is still unclear. The elderly do not get enough information from Pokmas. They even admitted to being confused when asked about the program.

In the consistency dimension, information conveyed at the top and bottom levels was only done once. This shows that Dinsos and Pokmas are not consistent in delivering information. The inconsistency that occurs at the top, between the Social Agency and Pokmas, does not have a significant impact, because Pokmas can still ask questions through the Whatsapp group that has been provided. However, inconsistencies that occur at the lower level between Pokmas and residents can cause confusion and even misunderstanding of residents who think this program is the Family Hope Program (PKH).

4.2. Resources

Budget resources are provided regularly by the Dinas, unless it is a holiday, it will be transferred on the next working day. The small budget with food prices that continue to rise, makes Pokmas confused about managing the budget. They get around this budget limitation by employing unemployed housewives, so as to reduce production costs, especially labor.

One of the human resources involved in this program is the delivery officer. There are four delivery officers in Wonorejo Village. The Head of Pokmas admitted that it is quite difficult to find human resources for couriers because the duties and functions of couriers are many, but the salaries received are not as expected. The human resources

of the delivery officers are sometimes not professional enough. Food delivery sometimes experiences delays of 1- 2 hours from the scheduled time. This delay is caused by technical constraints and personal negligence of the courier.

In the equipment dimension, it can be concluded that delivery support equipment is not provided by the Office. Couriers are also not given transport money in the delivery process. At the Pokmas level, to reduce production costs, Pokmas took the initiative to change the disposable Styrofoam packaging into washable and reusable meal boxes.

4.3. Disposition

The overall attitude of the implementers is quite good. In this indicator, community groups have tried to provide the best service even though there are protests from people who no longer get this food program, because they do not meet the predetermined criteria and are considered still quite capable of meeting their primary needs. In addition, there are also limited quotas provided, therefore the Social Agency also conducts field surveys to ensure the eligibility of prospective beneficiaries of this food program. The attitude of the Kelurahan as the supervisor of this program is also quite good, the Kelurahan explains well to community protests and provides a middle way for those who do not get this program by submitting them to the Social Agency to obtain other assistance programs such as PKH (Family Hope Program), BanSos (Cash Social Assistance), rice assistance. The attitude of the Social Agency is also quite good towards the related units, they are quite solutive in providing solutions and input to existing complaints. However, the attitude of the couriers needs to be considered again considering that there are still couriers who have not applied 5S (Smile, Greeting, Greeting, Polite and Santun) when meeting the elderly.

4.4. Bureaucratic Structure

The Fragmentation dimension shows that coordination between related organizational units has not gone well due to the absence of regular meetings being held. The Standard Operating Procedure dimension has been running quite well. In this case, it can be proven by protocol regulations which will be used as guidelines in organizing the food program so that the elderly food program can run well. In addition, there are also a few obstacles experienced by community groups in using the food application provided, such as the process of uploading reports and photos of couriers in real time as proof of having carried out the task, because if on that day the courier is late or does not upload a photo, the elderly concerned will be deactivated as a recipient of this food program. But beyond the obstacles experienced, this application was made to facilitate the performance of Pokmas and couriers, and shorten the reporting flow from Pokmas to the Social Affairs Office directly. so only further adjustments and socialization held by the Social Affairs Office are needed.

Based on the above conclusions, the suggestions that can be given by researchers to policy implementers are as follows, Pokmas needs to go directly to the community to socialize this cemetery program to recipients, and record matters related to obstacles or dissatisfaction with the program. Pokmas must also always be consistent in building commitments with the Social Agency, Pokmas must collaborate with couriers regarding residents who are not photographed. Sometimes Pokmas needs to go to the field directly to take photos if the delivery service does not get a photo of the recipient during the first delivery, The Social Affairs Office should review the amount of budget flowing

to Pokmas. Food prices that continue to rise can be taken into consideration to increase the budget. The welfare of the dispatchers must also be considered. With such a large number of tasks and functions, the dispatchers should receive an appropriate salary. They deserve to receive appropriate transportation and salaries, Dispatchers must continue to improve their performance, so that deliveries do not experience delays and need to apply 5S (Smile, Greeting, Greeting, Polite and Polite) when meeting the elderly. Pokmas must always find solutions regarding dispatch equipment that is not provided by the Social Agency, It is necessary to hold regular meetings to discuss the progress and evaluation of this elderly food program, It is necessary to hold further socialization of the food application provided by the Social Agency, seeing that the implementers are still quite difficult to use the application provided. especially with the new system that is implemented, Pokmas is required to report proof of receipt of food in the form of photos of the elderly into the application in real time. If it is not uploaded within one 24-hour period, the recipient's name will be deactivated on the next day's receipt. This is enough to make Pokmas Kelurahan overwhelmed.

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