

# The Implementation of Handling Policy for Persons with Disabilities (A Case Study at Bina Grahita Social Care Institution in Nipotowe, Palu)

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## Abstract

The various problems faced by persons with disabilities or commonly referred to as disabled people are not only limited to the label as “the poor” but also their social welfare. Therefore, the problems of persons with disabilities also part of the nation and state development. The focus of this study is to identify, explore, and analyze the implementation of handling policy for persons with disabilities at Bina Grahita Social Care Institution (*Panti Sosial Bina Grahita*, abbreviated as PSBG) in Nipotowe, Palu through the policy implementation model developed by Edward III which includes several indicators such as communication, resources, disposition, and bureaucratic structure. This study is qualitative research in which the researchers examined the participants’ perspectives with interactive and flexible strategies. The location of the research was at Bina Grahita Social Care Institution of Nipotowe. The results showed that the Implementation of Handling Policy for Persons with Disabilities at Bina Grahita Social Care Institution of Nipotowe significantly influenced the policy-implementers and policy-recipients in accepting the policy. The resources owned by policy-implementers are inadequate staff, inadequate funding, and inadequate facilities and infrastructure. However, the information services are good and there is no misuse of authority. Besides that, in the context of implementing the handling policies for persons with disabilities, the disposition of various programs has been carried out well by the Government and the bureaucratic structure has been running properly such as SOP and fragmentation. The supporting factor for Handling Persons with Disabilities at Bina Grahita Social Care Institution of Nipotowe is the existence of clear regulations whereas the inhibiting factor is the improper system of staff promotion and transfers.

**Keywords:** Policy Implementation, Persons with Disabilities.

## INTRODUCTION

One of the demands after Indonesian reformation is the changes in government that are oriented on improving the people's welfare. Therefore, it will provide a change in the administration of government organizations that have direct implications for policy changes including persons with disabilities in Indonesia. In handling persons with disabilities, every government organizations as policy-implementers like social care institutions should implement policies in the form of Law of the Republic of Indonesia number 19 of 2011 concerning [1] the Convention on the Rights of Persons with Disabilities which then renewed through the Law of the Republic of Indonesia number 8 of 2016 concerning [2] Persons with Disabilities as a basic reference in the handling of persons with disabilities in Indonesia.

The stipulation of Law of the Republic of Indonesia number 8 of 2016 concerning Persons with Disabilities is expected to be a basic milestone for both central and regional governments in giving public rights to persons with disabilities in Indonesia. This is because people with disabilities face greater difficulties than people in general because they have

obstacles in accessing public services. In addition, persons with disabilities often do not have access to proper education, health services, economic activities, as well as lack of access to transportation, buildings, and employment. Those are some examples of obstacles in the daily lives of people with disabilities. From some of these things, the role of government is needed in giving rights to persons with disabilities so that they will not be excluded from the social environment [3].

Various issues related to the problems experienced by persons with disabilities especially in regional context show the importance of optimal policy implementation that provides protection for the rights of people with disabilities in the regions. The implementation of handling policy must be based on concrete conditions for the needs of people with disabilities in the region. Not only related to whether or not there is a suitable legal product that protects persons with disabilities, but the focus of the implementation of handling policy should also be able to reach all affected targets of policy implementation, especially for people with disabilities.

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Based on the data of Radar TV Palu[4] in 2016, the number of persons with disabilities in Central Sulawesi Province was 2,492 consisting of 745 people with physical disabilities, 460 people with visual impairments, 367 people with hearing impairments, 360 people with mental disabilities, and 560 people with other disabilities. From these data, the implementation of handling policy for persons with disabilities which is technically carried out by the Ministry of Social Affairs in Central Sulawesi through Bina Grahita Social Care Institution (*Panti Sosial Bina Grahita*, abbreviated as PSBG) in Nipotowe, Palu can be used as an effort of social rehabilitation for persons with disabilities. Ideally, it should be done more comprehensively because the nature of the policy is implemented in a top-down approach where the policy is a derivative from the central government implemented by the Bina Grahita Social Care Institution in Nipotowe, Palu.

At Bina Grahita Social Care Institution of Nipotowe, there is an obstacle in the implementation of handling policy which is the lack of people to voluntarily come directly to enroll their children at the social care institution although it is free. This points out the lack of communication or socialization from Bina Grahita Social Care Institution of Nipotowe to the community so that the institution still has to go directly to the field to looking and selecting the people with disabilities to be placed at the social care institution. Apart from that, the lack of communication also caused an inaccuracy of data on the number of persons with disabilities. The fixed data regarding people with disabilities cannot be known because of there still people who are not open to these conditions and tend to hide from the environment. This ultimately will influence the fulfillment of accessibility which is an important requirement for people with disabilities. The mobility of Bina Grahita Social Care Institution of Nipotowe to go to various places does not go according to the plans because of limited resources both in terms of staff, financial resources/budget, and inadequate facilities. To overcome this problem, ideally, there should be a program or planning that is adjusted to the needs of the resources. Besides that, it is necessary to improve the coordination between the Bina Grahita Social Care Institution of Nipotowe and the relevant agencies so that it can minimize the various limitations of the resources. With these efforts, the implementation of handling policy for persons with disabilities can be done optimally.

The Law of the Republic of Indonesia number 8 of 2016 concerning Persons with Disabilities becomes the basis of Bina Grahita Social Care Institution of Nipotowe in handling and preparing persons with disabilities to fulfill their rights so that the goals to

improve the welfare of persons with disabilities can be achieved.

Based on the description of the problems above, the purpose of this study is 1. To identify, explore, and analyze the implementation of handling policy for persons with disabilities at Bina Grahita Social Care Institution of Nipotowe and 2. To identify, explore, and analyze the supporting and inhibiting factors of the policy implementation.

## **RESEARCH METHODS**

### **1. Research Type**

The design of this research[5] is a case study which is a study that explores a problem with detailed limitations, deep data collection, and various sources of information. The objects on a case study can be in the form of programs, events, activities, or individuals. The application of case study design in this qualitative research is to analyze the implementation of handling policy for persons with disabilities at Bina Grahita Social Care Institution of Nipotowe in terms of communication, resources, disposition of the policy-implementer attitudes, as well as bureaucratic structure.

This study is qualitative research[6], in which the researchers examined the perspectives of the participants with interactive and flexible strategies. Qualitative research is intended to understand a social phenomenon from the perspectives of participants. Thus, the meaning of qualitative research is research that is used to examine the condition of natural objects where the researcher is a key instrument.

### **2. Informant.**

The selection of informants[7] was done purposively by choosing the people who are considered familiar and able to provide information that is relevant to the focus of the research problems.

### **3. Data Source.**

The primary data sources used by researchers are informants, those who are assumed to know better the phenomenon of the research. Therefore, in this section, the researchers explained the identity of the research informants, the estimated number of informants needed, and the technique of determining the informants as data sources.

On the other hand, the secondary data sources are archives obtained from previous works of literature as well as documents from various legal sources in the form of decrees, photographs, institutional data, and other important texts.

### **4. Research Focus.**

The focus of qualitative research[8] is closely related to the formulation of the problem because research problems are the reference in determining the focus of the research. However, the focus of research can develop according to the situation in the

field. This is in accordance with the nature of a flexible qualitative approach which follows an empirical inductive mindset in which everything in the research is determined from the final results of actual data collection in the field. Therefore, in accordance with the problems and objectives of the study, this study focuses on the implementation of handling policy for persons with disabilities at Bina Grahita Social Care Institution of Nipotowe. The implementation of handling policy includes several indicators, such as:

- A. Communication; the implementation of handling policy at Bina Grahita Social Care Institution of Nipotowe covers three important things in the communication process, namely transmission, consistency, and clarity.
- B. Resources; the sources referred to in the process of policy implementation are in the form of staff, financing/budgeting, information, authority, and facilities.
- C. The disposition in the implementation of handling policy at Bina Grahita Social Care Institution of Nipotowe shows that if the policy-implementers have good attitudes, then there is support in the policy implementation. Conversely, if the behavior of policy-makers is different from the policy-implementers, then it can be ascertained that the policy implementation is difficult.
- D. The bureaucratic structure in the implementation of handling policy for persons with disabilities at Bina Grahita Social Care Institution of Nipotowe has several characteristics namely: Work procedures or basic measures which are often referred to as Standard Operating Procedures (SOPs) and fragmentation.
- E. The supporting and inhibiting factors in the implementation of handling policy at Bina Grahita Social Care Institution of Nipotowe are the Internal Factors and External Factors.

#### **5. Research Sites and Location**

The determination of the research location is quite important, therefore the researchers in this study chose Palu in Central Sulawesi as the research location and Bina Grahita Social Care Institution of Nipotowe as the site of the research for the following reasons:

1. Bina Grahita Social Care Institution of Nipotowe is one of the social institutions in Palu, Central Sulawesi that is established based on the Regulation of the Minister of Social Affairs number: 106/Huk/2009 [9] concerning Organizations and Work Procedures for Social Institutions in the Ministry of Social Affairs.
2. Bina Grahita Social Care Institution of Nipotowe is one of the social rehabilitation institutions for persons with disabilities in Palu, Central Sulawesi Province

#### **6. The Technique of Data Analysis.**

The technique of data analysis[10] used in this study is the Interactive Model of Analysis which includes data condensation, data display, and conclusion drawing/verification.

#### **METHOD OF DATA COLLECTION**

In this study, the data collection is done through:

##### **1. Observation**

According to Sutrisno Hadi in Sugiyono[11] "Observation is a complex process, composed of various biological and psychological processes. Two of the most important process are observation and memory."

##### **2. Interview**

An interview is a technique of collecting data to get information from data sources directly through conversation or question and answer. According to Satori and Komariah[12], interview in qualitative research is profound because it explores information holistically and clearly from informants. In this study, the researchers conducted direct interviews with informants based on interview guidelines that had been made to explore the information needed by using the voice recorder as the instrument.

##### **3. Documentation**

One of the techniques of data collection that also plays a major role in qualitative research is documentation. Documents are written or printed records of past events in the form of notes, letters, diaries, and etc. Therefore, documentation is a search for data about something in the form of books, newspapers, agendas, and so on that are related to the focus of the research. In this study, the documentation was carried out by taking pictures using a camera and looking for documents related to the research problems.

#### **RESULTS AND DISCUSSION**

##### **The Implementation of Handling Policy for Persons With Disabilities at Bina Grahita Social Care Institution of Nipotowe**

Various policies that were originally projected to address the problems of persons with disabilities sometimes gave rise to new problems and led to a reduction of public trust on the government in dealing with the problem. The efforts to handle persons with disabilities are a moral, social, legal, and political obligation for the Indonesian people. The fifth principle of Pancasila is "*Keadilan Sosial Bagi Seluruh Rakyat Indonesia*" which means Social Justice for All Indonesian People so that all business entities including local government, social institutions, non-governmental organizations, and communities must realize it. Generally, in government organizations and private organizations, communication functions as a

tool to establish and develop the existing relationship in the organization thus it will create a connection network that can build the trust between individuals or groups so that the goals of the organization can be achieved properly. Communication is a very important skill in policy implementation. In this study, communication can occur on policy-implementers and policy-recipients as it can be seen from the resources, disposition, and bureaucratic structure.

**A. Communication in the Implementation of Handling Policy for Persons With Disabilities at Bina Grahita Social Care Institution of Nipotowe**

Basically, communication is a process in the implementation of handling policy for persons with disabilities. Communication is similar to expressing feelings, there are things that are contradictory and things that are in harmony; it includes the process of writing, listening, and exchanging information. According to Edward III<sup>[13]</sup> there are three indicators that can be used to measure the success of communication such as transmission, clarity, and consistency. The three indicators are described as follows:

The transmission of communication in handling persons with disabilities is needed to provide an understanding for policy-implementers so that they will feel motivated to carry out their duties and responsibilities. Policy-implementers need a good and appropriate transmission of communication so that it can produce a proper and suitable policy implementation. In reality, there is a problem in channeling the communication because there is misunderstanding (miscommunication) caused by the many levels of bureaucracy that must be passed by policy-implementers in the communication process. Therefore, the expectation is distorted in the middle of the way. This will result in the ineffectiveness of communication in the policy implementation. Initially, the non-optimal policy implementation for persons with disabilities is due to the ineffective communication from policy-implementers which then was realized by Bina Grahita Social Care Institution of Nipotowe. In the end, the institution anticipated it by conducting meetings about the issues so that communication in the policy implementation could well be implemented. (The results of the interview on December 30, 2018, at the Bina Grahita Social Care Institution of Nipotowe).

It can be said that the successful implementation of handling policy for persons with disabilities is highly influenced by communication through the process of meetings. The communication ability of policy-implementers at the meeting is also affected by motivation, educational background, and prejudice. By that, the transmission method determined the

accuracy and success of the information provided in the meetings; this ultimately has an impact on the amount of information received by policy-implementers. The presentation and understanding of information, as well as feedback in the meetings, is given by policy-implementers and policy-recipients.

In handling persons with disabilities, meetings influenced the provision of information to the policy-implementers in an effort to provide reinforcement for the implementation of the policy. The handling policy for persons with disabilities runs optimally because various parties like village government have been involved in the decision-making to treat persons with disabilities. Village government is involved because they know the situation and conditions of the community (interview on January 2, 2019, at Bina Grahita Social Care Institution of Nipotowe). The implementer of handling policy for persons with disabilities which in this case is Bina Grahita Social Care Institution of Nipotowe already understood that communication is a unidirectional process. Thus, it is fine if the institution wants to apply public communication which involves question and answer in the form of direct meetings between policy-implementers and policy-recipients. In this case, the meetings are part of the transmission of communication that is considered as a deliberate action to convey the message of the policy-implementers to fulfill the implementation of handling policy for persons with disabilities.

The next is clarity of communication. In information clarity, usually, there is a tendency to obscure information objectives from policy-implementers on the basis of their own interests by interpreting information based on their own understanding. Some of the ways to anticipate these actions are by making a procedure through a clear statement of requirements and objectives, eliminating the choice of multi-interpretation, implementing procedures carefully, and reporting mechanisms in detail. Clarity in communication is a process to provide information from the source to the destination which at the end will generate a response or feedback. Communication received by policy-implementers or policy-recipients (street-level-bureaucrats) must be clear and not confusing or ambiguous. This will show accurate information.

The clarity of information in communication can be said to be a skill of communication in policy implementation. Through communication, forming and maintaining interpersonal relationships between policy-implementers can be done. Effective communication also helps to obtain an understanding to create a conducive work environment. Mr. Hanafi as the Head of Administration Subdivision at Bina Grahita Social Care Institution of Nipotowe said that

*“Kejelasan informasi itu sangat penting, sehingga berbagai kebijakan dapat diimplementasikan bagi penyandang difabel, dalam hal ini kejelasan informasi membutuhkan kemampuan pelaksana kebijakan di lapangan dalam berkomunikasi agar sasaran penerima kebijakan dapat tercapai”* (The results of the interview on December 29, 2018, in Bina Grahita Social Care Institution of Nipotowe). He explained that the clarity of information is very important so that various policies for persons with disabilities can be implemented. In this case, information clarity requires the communication skill of the policy-implementers so that the targets of the policy-recipients can be achieved. This interview points out that, through the establishment of communication which in this case is done through socialization, there has been clear information in the policy implementation. It is believed that the policies issued by the central government and the regional government in handling the persons with disabilities will be fully supported by the community with an assumption that the government must always provide socialization to the public about the policy so that the intentions and objectives of the policy are clear.

Consistency shows the understanding of the information provided by the policy-implementers to the persons with disabilities as the policy-recipients. If consistency in communication is not achieved, it will cause a misinterpretation in the implementation of handling policy for persons with disabilities, either between policy-implementers or the persons with disabilities. Consistency in communication is the guide for policy-implementers and policy-recipients. Both of these parties will support the policy implementation if they are consistent in the communication. To maintain the policy implementation, consistency is something that needs to be taken into account to make the policy implementation effective.

## **B. Resources in the Implementation of Handling Policy for Persons with Disabilities at Bina Grahita Social Care Institution of Nipotowe**

In this case, resources are an important factor to make the policy implementation effective. Without resources, policies only remain on paper to become documents. Resources play a role in the implementation of handling policy for persons with disabilities. The linkages between resources and policy implementation can be revealed through a number of indicators. The indicators which include financing/budgeting, information, authority, and facilities are used to see how far the resources affect the policy implementation.

Staff resources have a big influence on the policy implementation. Currently, Bina Grahita Social Care Institution of Nipotowe does not have sufficient staff

resources both in terms of numbers, competencies, experience, and level of education so that it needs new staff recruitment especially for the position of social workers. Staff resources owned by the Bina Grahita Social Care Institution of Nipotowe as the policy-implementers to treat persons with disabilities are inadequate. Not only the aspects of experience and education level of the policy-implementers, the number of staffs that affects work productivity in handling persons with disabilities is also important. However, it needs to be emphasized that the problem of productivity is not solely because of limitations but is related to many aspects, among others:

(a) the life background of the policy-implementers including age, sex, marriage status, number of dependents, and years of service, (b) ability, both in terms of physical and mental intellectual, (c) personality of the employee concerned, (d) friendly perception of the organizational life, (e) system and ranking, (f) work motivation, and (g) the right assignment from the organization based on knowledge, skills, talents, interests, and experience concerned.

In this case, the Bina Grahita Social Care Institution of Nipotowe has the task to provide curative, rehabilitative, and promotive social guidance, services, and rehabilitation in the form of basic knowledge of education, physical guidance, mental guidance, social guidance, skills training, and advanced guidance for persons with disabilities to make them independent and play an active role in community. The institution also has the task to carry out the service standards assessment and preparation as well as providing information and advice. To support this task, one of them is the availability of adequate staff resources.

Besides human resources (staff), budgeting/financial resources are resources that affect the policy implementation. Limited budget causes limited handling of persons with disabilities. Moreover, the effect of a limited budget is the low disposition of policy-implementers. This even caused the policy-implementers to have goal displacement in achieving the goals and objectives that have been set. The result of a limited budget also can be seen in the limited number of policy-implementers to carry out their duties and functions. In other words, financing affected the target of persons with disabilities.

The ability of funding for policy-implementers is an important indicator in assessing the resources they have. Very weak financing capabilities will create powerless policy-implementers in the field. The main budget assistance for the handling of persons with disabilities is obtained from the central government. Not forget to mention that there also supportive budget assistance from the regional government.

However, both budgets are not sufficient for the overall handling of persons with disabilities.

The information in implementing the handling policy needs to be well distributed for everyone involved in their duties and responsibilities both as leaders and subordinates. By that, their work can be carried out smoothly and harmoniously to achieve the common goals that have been set which then the element of cooperation will always be well created. With cooperation, the element of information will be formed automatically because any form of instruction and information from leaders to subordinates or vice versa such as inputs and reports are always carried out through a communication process. All of these activities are mostly covered in communication, where communication is the basis for action and cooperation.

In policy implementation, information has two forms, namely information on how to implement policies and information about data compliance from the implementers of government regulations. Information is needed in the field to determine the extent to which the handling of persons with disabilities has been implemented. In this case, the information about the importance of the program in handling persons with disabilities as well as the requirements for the program implementation can be done through direct meetings, leaflets, or websites so that policy-recipients can find the information easily.

The existence of information is part of the resources. This shows that in handling persons with disabilities, information is one of the resources to determine how the policy implementation can be performed properly. Through good information, various kinds of constraints that become obstacles to achieving the objectives of handling persons with disabilities can be known so that alternatives to solve these obstacles can be found.

In general, the authority must be formal so that orders can be carried out effectively. Authority is the legitimacy of the policy-implementers in implementing the policies. When authority does not exist, the power of policy-implementers in the field is not legitimized and will frustrate the policy implementation. The relevant agencies who own the authority of the implementation of handling persons with disabilities are the Ministry of Social Affairs, one of them through the Bina Grahita Social Care Institution of Nipotowe. Therefore, in certain periods, the various results of the policy implementation must be administratively and morally accounted to the Ministry of Social Affairs. So far, there has been no misuse of authority from the policy-implementers.

The Ministry of Social Affairs through the Bina Grahita Social Care Institution of Nipotowe is responsible for achieving the national goals. This is

stated in the opening of 1945 Constitution of the Republic of Indonesia that "Protecting the entire Indonesian nation, and all the bloodshed of Indonesia and to promote public welfare, educate the nation's life, and participate in carrying out world order". This duty will be accounted to the Ministry of Social Affairs. This following table presents a comparison of targets at the Bina Grahita Social Care Institution of Nipotowe in Palu.

Physical facilities are an important factor in policy implementation. Policy-implementers may have sufficient, capable, and competent staff, but without supporting facilities and infrastructure, the implementation of the policy will not succeed. Facilities and infrastructure are equally important with the aspects of human resources (staff) as a vital element in the implementation of handling policy for persons with disabilities. Because without the support of facilities and infrastructure, it is difficult for policy-implementers to successfully carry out their duties and functions.

Based on the observations of the researchers, the facilities and infrastructure in the institution are inadequate. This was compounded by the occurrence of disasters in Central Sulawesi Province such as earthquakes, liquefaction, and tsunamis on September 28, 2018, resulting in several buildings in the social institution being damaged. Meanwhile, if the activity is carried out outside the Bina Grahita Social Care Institution of Nipotowe, the facilities and infrastructure will be prepared by the relevant agencies.

The limited facilities and infrastructure may fail the implementation of handling policy for persons with disabilities because it is not in accordance with the target. Limited facilities will burden the process of obtaining accurate and reliable information. This will be very detrimental to policy implementation.

#### **C. Disposition in the Implementation of Handling Policy for Persons with Disabilities at the Bina Grahita Social Care Institution of Nipotowe**

Disposition is the character or characteristics of the policy-implementers. Disposition can be in the form of commitment, honesty, and democratic nature. If the policy-implementers have good characteristics or character, the policy implementation will run well in accordance with the objectives and desires of the policy-makers. It is assumed that with a good attitude and respect from policy-implementers, the objectives of the policy for handling persons with disabilities can be achieved optimally and satisfactorily. In this study, the tendency of the policy-implementers for handling persons with disabilities can be seen from several aspects, among

others, from the planned and realized programs and feedback from the policy-recipient. These things can adequately reflect the behavior of the policy-implementer in implementing the policy.

The need for the attitude of the policy-implementers regarding the handling of persons with disabilities outside the Bina Grahita Social Care Institution of Nipotowe points out that the attitude that must be highlighted by policy-implementers is the commitment to the program, honesty, and democratic nature. *“Keberhasilan kebijakan penanganan penyandang difabel, tergantung pelaksana kebijakan yang harus punya komitmen untuk membantu penyandang difabel, jangan cari untung, dia harus jujur atas apa yang dilakukannya, dan mau mendengarkan saran-saran”* (Interview on January 2, 2019, at the Bina Grahita Social Care Institution of Nipotowe). This means that the success of the policy for handling persons with disabilities depends on the policy-implementers who must have a commitment to help persons with disabilities. They must not be oriented on profit, must be honest, and listen to suggestions.

To make the policy implementation successful, the policy-implementers must carry out their duties and functions in accordance with the rules that have been set. This can be seen from their behavior when carrying out their duties and functions. Basically, the policy-implementers should at least pay attention to the aspects of attitudes and behaviors that can lead to a prestigious reputation by not displaying arrogant and authoritative attitudes and lack of attention to society. In the policy implementation, building a prestigious reputation in the eyes of the community must be realized with professional attitudes and behavior that are not discriminative. As a result, policy-implementers will get the attention and appreciation of the community.

#### **D. Bureaucratic Structure in the Implementation of Handling Policy for Persons with Disabilities at the Bina Grahita Social Care Institution of Nipotowe**

One variable that is considered important in developing the organization is diagnosing the bureaucratic structures. In other words, if the internal bureaucratic structures do not serve the purpose of the organization, this means that the bureaucratic structures and objectives are not aligned. The implementation of complex policies such as the handling of persons with disabilities demands the cooperation of many parties. When the structure of the bureaucracy is not conducive to implement a policy, this will lead to ineffectiveness and hamper the implementation of the policy. There are two main

characteristics of a bureaucratic structure, Standard Operating Procedures (SOPs) and fragmentation.

Standard Operating Procedures or SOPs are developments of internal demands for the certainty of time and resources as well as uniformity in complex and extensive work organizations. SOPs are commonly used to overcome the general conditions in various public and private sectors. By using SOPs, policy-implementers can optimize the available time. Besides that, SOPs can function to standardize the actions of officials in a complex and widespread organization so that it can lead to great flexibility and similarity in the application of regulations.

The function of the Standard Operational Procedures (SOPs) is to facilitate the task of policy-implementers, to direct policy-implementers to share discipline in work, as a legal basis if there is a deviation, as guidance to know and trace the obstacles clearly and easily, and as a guideline in carrying out routine work.

The legal basis for handling persons with disabilities is the Law of the Republic of Indonesia number 8 of 2016 concerning Persons with Disabilities. Whereas, the reference or mechanism is based on the Regulation of the Minister of Social Affairs of the Republic of Indonesia number 106/Huk/2009 concerning Organizations and Work Procedures for Social Institutions in the Ministry of Social Affairs. The existence of this regulation is to show that methods or mechanisms are a systematic and ongoing activity in Bina Grahita Social Care Institution of Nipotowe. The regulation also implies that the mechanism is carried out based on rules or work procedures that have been set in advance so as to measure the success rate of the policy. The process of service provided to the persons with disabilities at Bina Grahita Social Care Institution of Nipotowe as part of the policy implementation is described as follows:

- 1) Early Approach. Orientation and consultations of program socialization as well as identification of motivation and selection in coordination with local social agencies and other relevant agencies to facilitate the recruitment of policy beneficiaries to participate in Bina Grahita Social Care Institution of Nipotowe rehabilitation program.
- 2) Registration. Registration was carried out for persons with disabilities when the first beneficiary enters Bina Grahita Social Care Institution of Nipotowe.
- 3) Placement of Beneficiaries.
- 4) Accommodation Services. This is in concern with the fulfillment of housing, clothing, food, and health care as well as adjustment assistance for new beneficiaries. The proportion of food and

drink were given 3 times a day by meeting the standard of food and nutrition plus 2 times supplementary feeding. The menu was consulted with a medical consultant or nutritionist while the assistance was filled by the appointed social workers. In this matter, the beneficiaries were really well treated.

- 5) Assessment. A preliminary study to determine the objective conditions of beneficiaries which in this case are the persons with disabilities, families, and communities was carried out through observation by officers. Meanwhile, the physical, mental, social, and vocational aspects were diagnosed by the professionals. The assessment was conducted during the first 3 months of each beneficiary who had just registered at the Bina Grahita Social Care Institution of Nipotowe.
- 6) Preparation of Service Plan Formulation (SPF). The data from observations with diagnoses and registration files were used as the material to prepare the formulation of service plans through stages and rehabilitation diagnoses, to monitor the problem identification, and to formulate the plans for each beneficiary carried out by designated executive officers. The results of the service plan formulation were discussed through a case hearing of the rehabilitation team as the assistant head of Bina Grahita Social Care Institution of Nipotowe to determine and set the type and time of service with the system that can be diagnosed. Before the SPF is composed, a report was made based on the results of interviews with parents/family concerning the new beneficiary services that contain the initial conditions.
- 7) Special Health Services and Therapy. From the service mentioned above, it showed the desire of the Bina Grahita Social Care Institution of Nipotowe on various needs that must be fulfilled through a prescribed mechanism. A mechanism is the elements of the process by which every activity is carried out to achieve a goal. To investigate all problems in the systematic method of an objective and the effectiveness of a process and to assess the alternatives in relation to effectiveness, conducting transformational activities is regulated by control mechanisms which have the ability to regulate an action.

Previously, Bina Grahita Social Care Institution of Nipotowe has received socialization to communicate and provide information clearly to the policy-recipients on a wide range of requirements in treating the persons with disabilities who particularly need rehabilitation services at Bina Grahita Social Care Institution of Nipotowe. It should be noted that the larger the policy which requires changes in the ways

that are prevalent in an organization, the bigger the probability of SOPs that can hinder the policy implementation. However, not only disturbing the implementation of the policy, but SOPs also have benefits. Organizations with flexible planning procedures and great control of flexible programs may be more able to adapt to new responsibilities than those who do not have these characteristics.

Fragmentation is the dissemination of the responsibility of a policy to several different bodies that require coordination. Generally saying, the greater the coordination needed to implement the policy, the less likely the success of the program or policy. Fragmentation sometimes results in narrow views from many bureaucratic institutions. This will cause basic consequences that are detrimental to the success of policy implementation. There are obstacles that occur in bureaucratic fragmentation related to the implementation of public policy.

If the coordination does not go well, the program of handling persons with disabilities which involves several organizations can be hampered. Therefore, in this case, Bina Grahita Social Care Institution of Nipotowe always strives to coordinate optimally. Lack of coordination may result in unclear or complicated work procedures so that it can be a source of inefficiency. Unclear procedures not only result in the difficulty of coordination but also the possibility of duplication or overlap in the task implementation such as the absence of job descriptions and job analysis. Procedures that are complicated can be made simple so as not to interfere with the coordination.

To make a program for handling persons with disabilities runs efficiently and effectively, work procedures must be simplified. After that, coordination with relevant agencies that implement the policy can be done. As for examples, coordination with the village government or with the Social Service Office of Central Sulawesi Province. The coordination in handling persons with disabilities carried out by Bina Grahita Social Care Institution of Nipotowe was done with other agencies such as the village government to share information and jointly arrange the matter in regards. By that, the policy implementation can succeed and thus will not interfere with the duties and success of other parties. This also supported the other parties either directly or indirectly.

Based on the observations, it can be known that the bureaucratic structures carried out on the program for handling persons with disabilities have been running well such as the existence of Standard Operating Procedures (SOPs) and coordination between policy-implementers resulting in a comprehensive understanding in the



implementation of handling policy for persons with disabilities.

### **Inhibiting Factors in the Implementation of Handling Policy for Person with disabilities at Bina Grahita Social Care Institution of Nipotowe**

#### **1. Internal Factors**

Improper System of Staff Promotion and Transfers. Promotional activities and transfer of staff will have an impact on the human resources at Bina Grahita Social Care Institution of Nipotowe in Palu. In this case, the staff promotion and transfer are not yet in line with the needs of the institution so that it becomes an obstacle to the policy implementation. This can be seen from the interviews with informants on page 161. It is in line with the statement from Edward III that human resources are one of the variables that influence the success of a policy implementation making it not succeed without the support of human resources with sufficient quality and quantity.

Limited Financing/Budgeting. This is related to all sources that can be used to support the success of policy implementation. This resource covers several parts, namely human and non-human resources. To fulfill the rights of persons with disabilities, limited financing can become the obstacles in the policy implementation.

Limited Facilities and Infrastructure. Limited facilities are one of the influencing factors in the policy implementation. In this case, facilities are any facilities at Bina Grahita Social Care Institution of Nipotowe that can be used as a tool to achieve the purpose or objective of the institution. Meanwhile, infrastructure is any supports that are available for the implementation of a process (business, development, project). To make it clear, facilities are intended for moving objects such as computers and machines while infrastructure is intended for non-moving objects like buildings. It is known that the facilities and infrastructure at Bina Grahita Social Care Institution of Nipotowe still not adequate.

#### **2. External Factors**

The Lack of Quality of Data Collection. At present, there are no definite data regarding the number of persons with disabilities in Central Sulawesi Province. This was revealed by informants that in the data prevalence of persons with disabilities, there is a difference in the data from the Ministry of Social Affairs and other institutions including the Social Service of Central Sulawesi Province.

Wrong People's Mindset. The limitations experienced by the persons with disabilities not only have an impact on themselves but also their families. In Indonesia, the cases of intimidation on the persons with disabilities are high. This high number is possible to increase because of the conservative mindset of the

community. Therefore, the main concern for each individual is to change the traditional way of thinking towards the social conditions of persons with disabilities. People with disabilities do not want to be seen as objects that have disorders such as deafness, blindness, and paralysis. This condition should be seen as an interaction between functional difficulties that may arise from disturbances and obstacles that exist in society.

### **CONCLUSIONS**

Based on the results of the research, the conclusions of this study are:

1. The Implementation of Handling Policy for Persons with Disabilities at Bina Grahita Social Care Institution in Nipotowe, Palu;
  - 1). The communication in implementing the handling policy of persons with disabilities at Bina Grahita Social Care Institution of Nipotowe greatly influences the policy-implementers and policy-recipient in accepting the policies. This is based on several indicators such as transmission, clarity, and consistency. Thus it is said that communication in the institution has been running well in supporting the implementation of handling policy for persons with disabilities.
  - 2). Resources such as human resources (staffs) are one of the variables that affect the success and failure of the policy implementation. Human resources must have the expertise and ability in accordance with the work tasks. However, it is known that the number of staff as policy-implementers in the institution is inadequate. Besides human resources, budgetary resources (financing) are resources that affect the implementation of the policy. Limited funding causes obstacles in providing the right and appropriate handling for persons with disabilities. In this case, the financing in the institution also known to be inadequate. Even though there has been information and no abuse of authority, the supporting facilities and infrastructures such as nursing seem inadequate.
  - 3). The disposition of various programs has been carried out by the government in the context of implementing the handling policy for persons with disabilities and has been proceeded as it should.
  - 4). The structure of the bureaucracy in the policy implementation is affected by SOPs and fragmentation.
2. The Inhibiting Factors in the Implementation of Handling Policy for Persons with Disabilities at Bina Grahita Social Care Institution of Nipotowe

1). Internal Factors

Improper System of Staff Promotion and Transfers. Promotional activities and transfer of staff will have an impact on human resources at Bina Grahita Social Care Institution of Nipotowe. The staff promotion and transfers are not in accordance with the needs of the institution so that it becomes a barrier to the success of the policy implementation. Limited Financing. This is related to all sources that can be used to support the success of the policy implementation. Limited facilities and infrastructure. The limited facilities are one of the influencing factors in the policy implementation. Policy-implementers may have sufficient, capable, and competent skills but without having such supporting facilities (facilities and infrastructure), the implementation of the policy will not succeed. Facilities at Bina Grahita Social Care Institution of Nipotowe is anything that can be used as a tool to achieve the purpose or objectives of the institution. Meanwhile, infrastructure is any supports that are available for the implementation of a process (business, development, and project).

2). External Factors

The lack of quality of data collection causes an uncertainty in the data (number) of persons with disabilities in Central Sulawesi Province. Besides that, it is also influenced by the wrong mindset of the community. In Indonesia, the cases of intimidation on the persons with disabilities are high. This number is possible to increase because of the traditional mindset of the community. Therefore, the main concern for each individual is to change the traditional way of thinking towards the social conditions of persons with disabilities.

**SUGGESTIONS**

1. The Ministry of Social Affairs should do a comprehensive study regarding the system of staff promotion and transfer at Bina Grahita Social Care Institution of Nipotowe.

2. For the local government and the central government, especially the Ministry of Social Affairs, it is suggested to have additional funding or budget in the implementation of handling policy for persons with disabilities.
3. In budget planning and determination, the Ministry of Social Affairs needs to pay attention to the availability of facilities and infrastructure at Bina Grahita Social Care Institution of Nipotowe.

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