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The Role of the Social Affairs Office in Improving the Social Welfare of the Elderly through the Shelter Home Program in Solok City

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Abstract

Population ageing has become a major social welfare issue requiring responsive local government intervention, particularly for neglected elderly people. However, research on the institutional role of local Social Affairs Offices in improving elderly welfare through shelter home programs remains limited, especially in Solok City. This study aims to analyze the role of the Solok City Social Affairs Office in improving elderly social welfare through the Istana Lansia Serambi Madinah Shelter Home Program and to identify obstacles in its implementation. A qualitative approach with a descriptive case study design was employed, involving eight informants selected through purposive sampling. Data were collected through observation, in-depth interviews, and documentation, then analyzed through data reduction, data display, and conclusion drawing. The findings show that the Social Affairs Office performs three main roles: regulator, facilitator, and change agent. These roles are reflected in policy implementation, provision of basic services, temporary accommodation, health assistance, social and spiritual guidance, psychosocial support, and encouragement of elderly social participation. However, program implementation remains constrained by limited budget, inadequate facilities,

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insufficient professional assistants, and the absence of sustainable empowerment programs. The study concludes that strengthening institutional capacity is essential to improve elderly welfare services in Solok City. These findings contribute to social welfare studies by demonstrating the strategic role of local government institutions in elderly social protection and provide practical implications for improving shelter-based welfare services through stronger budgeting, facility development, professional staffing, and sustainable empowerment programs.

Keywords: Elderly Welfare; Local Government; Shelter Home Program; Social Affairs Office; Social Protection

INTRODUCTION

The elderly population has become an important social welfare issue at both international and national levels (Bao et al., 2022; Barron et al., 2022; Leonardi et al., 2022). Globally, population ageing has created new challenges for governments, particularly in ensuring social protection, health services, economic security, and dignified living conditions for older persons (Vo & Fong, 2025). The World Health Organization classifies older persons into several age categories and emphasizes that ageing is closely related to physical, psychological, and social changes that may affect independence and quality of life. In Indonesia, the elderly are legally defined as individuals aged 60 years and above, as stated in Law Number 13 of 1998 concerning the Welfare of Older Persons. This condition indicates that older persons are a vulnerable group requiring systematic social intervention and sustainable public services (Habibi et al., 2023).

The issue of elderly welfare has become more urgent because Indonesia has entered the ageing population phase (Asmorowati et al., 2024; Romadlona et al., 2026; Schröder-Butterfill et al., 2023). A country is categorized as having an ageing population when the proportion of people aged 60 years and above reaches more than 10% of the total population. Indonesia has reached this stage since 2021, and in 2024 the proportion of older persons reached approximately 12% of the national population. This demographic shift has implications for social welfare policies because an increasing number of older persons may lead to higher risks of poverty, social neglect, loneliness, health vulnerability, and dependency on social assistance. Therefore, elderly welfare should not only be understood as an individual or family responsibility, but also as a public issue that requires

government intervention through inclusive and responsive social protection programs (Lobanov-Rostovsky et al., 2023; Rustamova et al., 2025; Wang et al., 2023).

In the Indonesian context, elderly people face multidimensional problems that include biological, psychological, social, and economic aspects. Physically, older persons tend to experience declining body functions, reduced mobility, sensory impairment, and greater vulnerability to degenerative diseases. Psychologically, they are more likely to experience anxiety, depression, loneliness, and a decline in self-esteem due to changing roles and reduced independence. Socially, older persons may experience weaker social networks, limited participation in community life, and negative stereotypes related to ageing. These conditions show that elderly welfare must be approached comprehensively through the fulfillment of basic needs, psychosocial assistance, health access, social participation, and protection from neglect (Desai & Pavri, 2025; Gutterman, 2022; Widodo & Alfi, 2024).

The researcher responds to these issues by viewing elderly welfare as a strategic concern in social welfare administration, particularly at the local government level. Social welfare services for older persons should not be limited to temporary assistance, but should also include protection, rehabilitation, empowerment, and social reintegration. Beatini et al. (2023) explains that shelter-based social services can function as temporary protection centers that provide basic needs, psychosocial support, health service facilitation, and social referral mechanisms. This view strengthens the argument that shelter homes for older persons are not merely charitable institutions, but also part of a structured social protection system. Therefore, the role of the Social Affairs Office becomes essential because this institution has the authority to manage, coordinate, and evaluate social welfare services for vulnerable groups, including neglected elderly people.

Previous studies have shown that elderly welfare is influenced by social support, health conditions, economic security, and access to social services. Jessica et al. (2024) found that elderly quality of life is affected by psychological vulnerability, limited social relations, and lack of meaningful activities. Jessica et al. (2024) emphasized that older persons need good self-acceptance and social support to adapt to physical and psychological changes in old age. Meanwhile, Habil et al. (2023) explained that many elderly people still depend on temporary social assistance, such as social welfare databases and government aid programs, which indicates that their welfare has not been achieved

sustainably. These studies are relevant because they show that elderly welfare is closely related to protection, assistance, and the availability of social services.

However, most previous studies have focused more on the general condition of elderly welfare, quality of life, social vulnerability, or psychological adjustment. Limited studies have specifically examined the institutional role of local Social Affairs Offices in improving elderly welfare through shelter home programs, especially in the context of neglected elderly people in Solok City. This creates a research gap because the implementation of shelter home programs at the local level requires analysis of institutional roles, service capacity, facility availability, human resources, budget support, and program sustainability. Therefore, this study is important because it does not only discuss elderly welfare in general, but also examines how the Social Affairs Office performs its role in implementing a concrete social welfare program for neglected elderly people.

The novelty of this study lies in its focus on the role of the Solok City Social Affairs Office in improving the social welfare of older persons through the Istana Lansia Serambi Madinah Shelter Home Program (Faisyahril et al., 2025; Wibisono et al., 2025). This program is a local government initiative that provides temporary residence, food, clothing, basic health services, religious activities, social guidance, and psychosocial assistance for elderly people who live alone, are neglected, or lack family support. The program is normatively supported by Law Number 11 of 2009 concerning Social Welfare, Regional Regulation of West Sumatra Province Number 8 of 2019 concerning the Implementation of Social Welfare, and Mayor Regulation of Solok Number 27 of 2018 concerning Guidelines for the Implementation of Shelter Homes for Neglected Elderly Persons. These regulations emphasize that social welfare services must be provided fairly, properly, and sustainably for vulnerable groups (Faisyahril et al., 2025; Gai et al., 2025; Masum et al., 2024).

Theoretically, this study is supported by the concept of social welfare, social protection, and public service implementation. Social welfare emphasizes the fulfillment of basic needs, social functioning, and the improvement of quality of life for vulnerable groups. Social protection theory highlights the responsibility of the state in reducing social risks and ensuring that vulnerable citizens receive adequate support. In the context of public service implementation, the success of a social program depends on institutional capacity, human resources, facilities, budget availability, coordination, and service

standards. These theoretical perspectives are relevant for analyzing whether the shelter home program has been implemented according to its objectives and whether the Social Affairs Office has been able to provide services that meet the needs of elderly beneficiaries.

In practice, the implementation of the Istana Lansia Serambi Madinah Shelter Home Program in Solok City still faces several challenges. The available facilities remain limited, including the small number of rooms, the absence of a special health or treatment room, and the lack of supporting facilities for elderly activities. Observations also show that social and spiritual activities are conducted regularly, but the implementation is constrained by limited chairs, tables, learning media, sound systems, and elderly-friendly equipment. In addition, the number of professional workers and social assistants is still limited compared to the needs of elderly beneficiaries. Budget limitations also affect the provision of food, health services, care, and empowerment activities. These conditions indicate a gap between the normative objectives of the program and its implementation in the field.

Based on these issues, this study focuses on the role of the Solok City Social Affairs Office in improving the social welfare of older persons through the Istana Lansia Serambi Madinah Shelter Home Program. The purpose of this study is to analyze how the Social Affairs Office carries out its role in providing protection, basic services, psychosocial assistance, and social support for neglected elderly people. This study also aims to identify the obstacles faced in program implementation, particularly those related to facilities, human resources, budget, and service effectiveness. The findings of this study are expected to contribute to the improvement of elderly social welfare services at the local level and to strengthen the implementation of shelter home programs as a more responsive, sustainable, and dignity-oriented social protection strategy.

METHODS

This study employed a qualitative approach with a descriptive method. The qualitative approach was selected because this study aimed to understand in depth the role of the Solok City Social Affairs Office in improving the social welfare of elderly people through the Shelter Home Program. Qualitative research is appropriate for exploring social phenomena in natural settings because it allows researchers to obtain detailed information from participants' experiences, perceptions, and social interactions (Creswell, 2014). The descriptive method was used to systematically describe the implementation of the Istana

Lansia Serambi Madinah Shelter Home Program, including the form of services, institutional roles, obstacles, and efforts made by the Social Affairs Office. This design is relevant to the research focus because the study does not test hypotheses statistically, but interprets field data obtained through direct observation, in-depth interviews, and documentation. The research was conducted in Solok City, specifically at the shelter home managed by the Solok City Social Affairs Office. The informants were selected using purposive sampling because they were considered to have direct knowledge and experience related to the program. Purposive sampling is suitable when researchers need information from participants who meet specific criteria and are able to provide relevant data according to the research objectives (Sugiyono, 2019). The informants consisted of the Head of Protection, Social Security, and Social Rehabilitation Division, the shelter home coordinator, two elderly beneficiaries, one family member of an elderly beneficiary, one public health center midwife, and two elderly assistants. Thus, the total number of informants in this study was eight people.

Data were collected through observation, interviews, and documentation. Observation was conducted directly at the shelter home to examine elderly services, daily activities, social guidance, religious activities, and interactions between officers and elderly beneficiaries. In-depth interviews were carried out using interview guidelines to obtain information from key informants regarding the role of the Social Affairs Office, program implementation, service quality, obstacles, and the impact of the program on elderly welfare. Documentation was used to support and verify field data by reviewing relevant documents, such as local regulations, program reports, elderly beneficiary data, activity records, and administrative documents related to the shelter home program. Data validity was ensured through source triangulation and method triangulation by comparing information from different informants and different data collection techniques. The data were analyzed using the interactive model of Miles et al. (2014), which consists of data reduction, data display, and conclusion drawing or verification. Data reduction was conducted by selecting and simplifying relevant information related to the research focus. Data display was carried out in the form of descriptive narratives to identify patterns and relationships among findings. Finally, conclusions were drawn by interpreting the meaning of the collected data and verifying them with supporting evidence from observations, interviews, and documents. This analysis enabled the researcher to understand how the Solok City Social Affairs Office carried out its role in improving elderly social welfare

through the shelter home program and what factors supported or hindered the implementation of the program.

RESULTS

The results of this study show that the Solok City Social Affairs Office plays three main roles in improving the social welfare of elderly people through the Istana Lansia Serambi Madinah Shelter Home Program, namely as a regulator, facilitator, and dynamisator. These roles were identified based on interviews, observations, and documentation related to the implementation of the shelter home program. The findings indicate that the program has provided social protection, basic services, spiritual guidance, health assistance, and social interaction opportunities for neglected elderly people. However, the implementation of the program still faces several obstacles, particularly limited facilities, insufficient professional human resources, and limited budget support.

1. The Role of the Social Affairs Office as a Regulator

The first finding shows that the Solok City Social Affairs Office acts as a regulator in the implementation of the Istana Lansia Serambi Madinah Shelter Home Program. As a regulator, the Social Affairs Office is responsible for ensuring that the program is implemented based on existing regulations, especially Mayor Regulation of Solok Number 27 of 2018 concerning Guidelines for the Implementation of Shelter Homes for Neglected Elderly Persons. This role includes policy direction, service standards, supervision, resource management, and program development strategies.

The regulatory role can be seen from the institution's effort to align the shelter home program with the legal framework of social welfare services. The program is expected to provide elderly-friendly facilities, fulfill basic needs, provide health services, offer psychosocial support, and ensure sustainable service management. However, the empirical findings show that there is still a gap between role expectations and field implementation. The shelter home still has limited facilities, lacks a special health room, and does not yet have adequate supporting equipment for elderly activities.

This finding is supported by an interview with the Head of the Solok City Social Affairs Office, Milda Murniarti, S.Pd., on March 2, 2026, who stated:

"As a regulator, we are committed to ensuring that this shelter home operates according to the applicable regulations. We hope that elderly people who enter the shelter truly receive proper protection and services, although currently there are still facility limitations that we are trying to improve."

This statement shows that the Social Affairs Office is aware of its institutional responsibility, but the realization of its regulatory role has not been fully optimal. In terms of regulation, the shelter home already has a clear legal basis, but the implementation of minimum service standards still requires improvement, especially in relation to health facilities, elderly-friendly infrastructure, and professional assistance.

The results also show that supervision has been conducted periodically through internal reports, coordination with shelter managers, and monitoring of activities. However, the supervision system is still largely administrative and has not fully used comprehensive welfare indicators covering physical, social, and psychological aspects of elderly beneficiaries. This condition indicates that the regulatory function has been implemented, but it still needs to be strengthened through clearer indicators and more systematic evaluation mechanisms.

Table 1. Regulatory Role of the Social Affairs Office

Indicator	Empirical Finding	Interpretation
Role expectation	The Social Affairs Office is expected to provide protection, basic services, health access, and elderly-friendly facilities	Expectations are clear, but not fully realized in practice
Legal norms	Program implementation refers to national, provincial, and local regulations	Legal basis is available and formally used
Supervision system	Monitoring is conducted through reports and coordination	Supervision remains administrative and needs stronger welfare indicators
Resource availability	Budget, facilities, and professional staff are still limited	Limited resources affect the quality of services
Development plan	Plans include facility expansion, health room development, and staff training	The institution has a development orientation

Based on Table 1, the role of the Social Affairs Office as a regulator has been carried out through legal compliance, supervision, and program planning. Nevertheless, the effectiveness of this role is still constrained by limited resources and the absence of comprehensive evaluation indicators.

2. The Role of the Social Affairs Office as a Facilitator

The second finding indicates that the Solok City Social Affairs Office also functions as a facilitator. This role is reflected in the provision of direct services and supporting facilities for elderly people who are neglected, live alone, or lack family support. The services provided through the Istana Lansia Serambi Madinah Shelter Home include temporary accommodation, food, clothing, basic health services, religious guidance, social activities, and psychosocial support.

The shelter home does not only function as a temporary residence, but also as a space for social recovery. Elderly people who previously experienced loneliness, neglect, or limited social support are given opportunities to interact with others, participate in activities, and receive daily assistance. The services provided by the Social Affairs Office are intended to maintain the physical, psychological, social, and spiritual welfare of elderly beneficiaries.

This finding is supported by an interview with Susilawati, SH, as the shelter home program manager, on March 2, 2026, who explained:

"This place provides temporary accommodation services for elderly people who are neglected or have no family. We also provide food, clothing, and various guidance activities, including religious activities and health counseling conducted together with the public health center so that the condition of the elderly can be maintained."

The interview shows that the facilitator role is implemented through integrated social services. In addition to fulfilling basic needs, the Social Affairs Office also facilitates cooperation with other parties, such as public health centers and social assistants. Health counseling and routine monitoring are important because elderly people generally experience declining physical conditions and require regular attention.

The service procedure in the shelter home begins with identification and outreach. Elderly people may be identified through community reports or field findings by the Social Affairs Office. After that, a verification and social assessment process is carried out to determine whether the elderly person meets the criteria as a neglected elderly beneficiary. Elderly people who meet the criteria are then placed in the shelter home and receive social services according to their needs.

Table 2. Types of Services Provided in the Shelter Home

Type of Service	Form of Activity	Purpose
Basic needs fulfillment	Food, clothing, and daily necessities	To ensure that elderly people can live properly during their stay
Temporary accommodation	Safe and decent residence	To provide protection for neglected elderly people
Basic health services	Health monitoring and counseling with public health center staff	To maintain elderly health conditions
Religious and spiritual guidance	Religious study and spiritual activities	To strengthen mental and spiritual well-being
Social guidance	Group activities, social interaction, and assistance	To reduce loneliness and improve social functioning
Psychosocial support	Daily assistance by social assistants	To provide emotional support and personal attention

Table 2 shows that the shelter home program provides several important services for elderly welfare. These services are not only material in nature, but also include social, emotional, and spiritual aspects. However, the quality of service delivery is still influenced by the availability of facilities and human resources.

The main obstacle in the facilitator role is the limited condition of facilities. Field observations show that the shelter home only has several main rooms, such as a dining room, resting room, prayer room, and activity room. The number and size of these rooms are not yet sufficient to support all elderly activities optimally. The shelter home also does not yet have a special health room for elderly people who are sick or require treatment. In addition, social and religious activities are still carried out with simple facilities. Elderly people often sit on thin carpets without adequate chairs or tables, even though their physical condition requires more comfortable and elderly-friendly facilities.

This condition was confirmed by Susilawati, SH, who stated:

"It is true that we experience limited facilities as support for activities in this shelter home, especially the limited number of rooms, so the activities carried out cannot run optimally."

This statement confirms that facility limitations are one of the main barriers to improving the quality of services. The absence of adequate supporting equipment, such as learning aids, loudspeakers, visual media, and elderly-friendly furniture, also affects the effectiveness of social and spiritual guidance activities.

3. The Role of the Social Affairs Office as a Dynamisator

The third finding shows that the Solok City Social Affairs Office also plays a role as a dynamisator. This role refers to the ability of the institution to encourage elderly people to participate in social, religious, and empowerment activities. The dynamisator role is important because elderly welfare is not only determined by the fulfillment of basic needs, but also by active social participation and emotional support.

Through the shelter home program, elderly people are encouraged to participate in religious activities, health counseling, social interaction, and daily guidance. These activities help elderly beneficiaries avoid social isolation and reduce feelings of loneliness. The shelter home provides a social environment where elderly people can communicate, share experiences, and build relationships with other elderly residents.

The role of social assistants is central in this process. Social assistants help elderly people carry out daily activities, monitor their health condition, accompany them in religious and social activities, and provide emotional support. An interview with Yanti Roza, SE, as a social assistant, on March 2, 2026, showed this role clearly:

"We provide assistance to elderly people every day, starting from helping their activities, monitoring their health, to accompanying them in social and religious activities. This assistance is very important so that elderly people feel valued and do not feel lonely."

The statement indicates that the dynamisator role is implemented not only through formal programs, but also through interpersonal assistance in daily life. This type of support is important because elderly people often need personal attention, emotional closeness, and continuous motivation.

The findings also show that social interaction among elderly beneficiaries has improved through group activities. Activities such as religious gatherings, eating together, and informal conversations allow elderly people to establish social relationships with others. This is important for elderly people who previously lived alone or experienced social neglect.

This finding is supported by an interview with Mak Line, one of the elderly beneficiaries, who stated:

"Here, we can meet other elderly friends. We often chat, join religious activities together, and help each other. So, we do not feel lonely like when we lived alone before."

This statement shows that the shelter home has a positive social impact on elderly beneficiaries. The program provides not only physical protection, but also a social space that enables elderly people to rebuild relationships and experience emotional comfort.

Table 3. Dynamisator Role in Elderly Social Welfare Improvement

Aspect	Finding	Impact on Elderly Welfare
Social participation	Elderly people participate in religious, health, and social activities	Reduces loneliness and increases social interaction
Daily assistance	Social assistants accompany elderly people in daily activities	Elderly people feel cared for and valued
Group interaction	Elderly people communicate and help one another	Builds togetherness and emotional support
Spiritual guidance	Religious activities are conducted regularly	Strengthens inner peace and spiritual well-being
Empowerment activities	Activities involve social assistants and community partners	Encourages elderly people to remain active

Table 3 shows that the dynamisator role contributes to the improvement of elderly social welfare by encouraging participation, interaction, and emotional support. This role is particularly important for elderly people who previously experienced isolation or lacked family support.

4. Empirical Summary of Research Findings

Overall, the findings show that the Solok City Social Affairs Office has carried out its role in improving elderly social welfare through three main functions. As a regulator, the institution provides policy direction and ensures that the shelter home program operates based on legal regulations. As a facilitator, the institution provides basic services, accommodation, health assistance, and social guidance. As a dynamisator, the institution encourages elderly people to participate in social, spiritual, and interpersonal activities.

However, the implementation of these roles has not yet reached an optimal level. The main obstacles include limited facilities, the absence of a special health room, limited elderly-friendly infrastructure, insufficient professional assistants, and budget constraints. These obstacles affect the quality and sustainability of services provided to elderly beneficiaries.

Table 4. Summary of the Roles and Obstacles of the Social Affairs Office

Role	Main Implementation	Supporting Evidence	Main Obstacle
Regulator	Policy direction, supervision, and program planning	Program refers to local regulation and institutional supervision	Supervision is still administrative and facilities remain limited
Facilitator	Provision of accommodation,	Interviews with program	Limited rooms, lack of

Role	Main Implementation	Supporting Evidence	Main Obstacle
	food, clothing, health services, and guidance	manager and field observations	health room, and inadequate activity facilities
Dynamisator	Encouraging elderly participation in social and religious activities	Interviews with social assistant and elderly beneficiary	Limited professional staff and supporting equipment

Based on Table 4, the Social Affairs Office has implemented its institutional roles, but service quality still requires improvement. The program has had a positive effect on elderly beneficiaries, especially in fulfilling basic needs, reducing loneliness, and increasing social interaction. Nevertheless, further development is needed so that the shelter home can function not only as a temporary residence, but also as a more comprehensive, sustainable, and dignified social rehabilitation center for elderly people.

DISCUSSION

The findings of this study indicate that the Solok City Social Affairs Office plays an important role in improving the social welfare of elderly people through the Istana Lansia Serambi Madinah Shelter Home Program. This role is reflected in three main functions, namely as a regulator, facilitator, and dynamisator. As a regulator, the Social Affairs Office is responsible for ensuring that the shelter home program is implemented based on existing legal provisions and service standards. As a facilitator, the institution provides temporary accommodation, food, clothing, basic health services, religious guidance, social activities, and psychosocial assistance. As a dynamisator, the Social Affairs Office encourages elderly people to participate in social and spiritual activities so that they do not experience social isolation. These findings show that the shelter home program has become an important instrument of local social protection for neglected elderly people in Solok City.

The role of the Social Affairs Office as a provider of social protection confirms that elderly welfare cannot be achieved only through financial assistance or temporary aid. Elderly people who live alone, lack family support, or experience social neglect need more comprehensive services that include physical, psychological, social, and spiritual support. The existence of the shelter home provides a safe space for elderly people to receive basic services and social assistance. This finding is consistent with the idea that social welfare services should support the restoration of social functioning, especially for vulnerable groups. In this context, the shelter home program functions not only as a temporary

residence, but also as a social rehabilitation space that helps elderly people regain a sense of security, dignity, and social belonging.

The findings also show that social and spiritual guidance activities have a positive contribution to elderly welfare. Activities such as religious gatherings, health counseling, daily assistance, and social interaction help reduce loneliness and increase emotional comfort among elderly beneficiaries. This result is in line with previous studies which state that elderly quality of life is influenced by social relations, meaningful activities, psychological support, and opportunities to remain socially active. Jessica et al. (2024)found that limited social interaction and lack of meaningful activities can reduce elderly quality of life. Similarly, Fildzah (2023) emphasized that elderly people need social support and adaptive capacity to face physical and psychological changes in old age. Therefore, the activities conducted in the shelter home are relevant because they respond to the social and emotional needs of elderly beneficiaries.

The role of social assistants is another important finding in this study. Social assistants do not only help elderly people in daily activities, but also provide emotional support, monitor physical and psychological conditions, and accompany them in social and religious activities. This shows that social assistance is a key component in the implementation of elderly welfare services. The interpersonal relationship between assistants and elderly beneficiaries can create feelings of being cared for, valued, and protected. This finding strengthens the view that social welfare programs require human-centered services, not merely administrative procedures. Without adequate and competent assistants, the quality of elderly services may decline because the needs of elderly people are complex and require continuous attention.

The findings of this study can also be interpreted through Biddle and Thomas' role theory. According to this theory, a role consists of social expectations attached to a certain position or institution (Abrutyn & Lizardo, 2023; Anglin et al., 2022). In this study, the Social Affairs Office is expected to provide protection, services, guidance, and social rehabilitation for neglected elderly people. The existence of Mayor Regulation of Solok Number 27 of 2018 provides a normative basis for this role. However, the findings show a gap between expected roles and actual implementation. The Social Affairs Office has performed its institutional role, but the implementation has not been fully optimal because of limited facilities, limited professional human resources, and limited budget support. This

confirms that the success of an institutional role is not only determined by formal regulations, but also by the capacity of the institution to implement those regulations effectively.

Compared with previous studies, this research provides a more specific contribution because it focuses on the institutional role of the local Social Affairs Office in managing a shelter home program for neglected elderly people. Previous studies have mostly discussed elderly welfare, quality of life, vulnerability, and social support in general. This study extends the discussion by showing that elderly welfare at the local level is strongly influenced by the capacity of government institutions to regulate, facilitate, and mobilize social services. The novelty of this study lies in its focus on the implementation of a local shelter home program as a concrete form of social protection and social rehabilitation for elderly people in Solok City.

The practical implication of this study is that the Solok City Government needs to strengthen the capacity of the shelter home program. The findings show that limited facilities remain a major obstacle. The shelter home still lacks adequate rooms, elderly-friendly furniture, health service rooms, learning media, sound systems, and other supporting facilities. These limitations reduce the comfort of elderly beneficiaries and affect the implementation of social, spiritual, and health-related activities. Therefore, facility improvement should become a priority in future program development. The shelter home should be designed not only as a place to stay, but also as an elderly-friendly social rehabilitation center that supports physical health, emotional well-being, social interaction, and spiritual development.

Another implication concerns the need to improve human resources. The number of social assistants remains limited, and not all workers have specific expertise in elderly care. This condition affects the quality of assessment, assistance, monitoring, and psychosocial support. The Social Affairs Office needs to increase the number of trained assistants and provide continuous capacity-building programs related to elderly care, basic counseling, health monitoring, crisis response, and social rehabilitation. Strengthening human resources is important because elderly welfare services require sensitivity, patience, technical competence, and emotional involvement.

The theoretical implication of this study is that role theory can be used to explain the gap between institutional expectations and actual performance in social welfare

programs. The case of the Istana Lansia Serambi Madinah Shelter Home Program shows that an institution may have a clear legal mandate, but its role can only be implemented effectively when supported by sufficient resources, infrastructure, coordination, and evaluation systems. Therefore, this study reinforces the idea that public institutions need both normative legitimacy and operational capacity to carry out their social roles successfully.

This study has several limitations. First, the number of informants was limited to program managers, social assistants, elderly beneficiaries, family members, and health service partners, so the findings may not represent all perspectives related to elderly welfare services in Solok City. Second, the study used a qualitative descriptive approach, so the findings cannot be generalized statistically to other regions or shelter home programs. Third, the study relied mainly on interviews, observations, and documentation, which may be influenced by informants' subjective experiences and the researcher's interpretation. Future studies may involve more elderly beneficiaries, compare several shelter home programs in different regions, or use a mixed-methods approach to measure the effectiveness of shelter home services more comprehensively.

CONCLUSION

This study concludes that the Solok City Social Affairs Office has carried out its role in improving the social welfare of elderly people through the Istana Lansia Serambi Madinah Shelter Home Program. The program functions as a form of social service for neglected elderly people or those living in vulnerable conditions. The services provided include temporary accommodation, fulfillment of basic needs such as food and clothing, basic health services, and social and spiritual activities aimed at improving the quality of life of elderly beneficiaries. These findings show that the shelter home program has contributed to providing protection, reducing loneliness, and creating a safer social environment for elderly people in Solok City.

However, the implementation of the program has not been fully optimal because several structural obstacles remain. These obstacles include limited budget support, inadequate facilities and infrastructure, a small number of social assistants, and the lack of empowerment programs that can support the sustainable independence of elderly people. Therefore, strengthening institutional capacity is needed through increased funding,

additional professional staff, improved facilities, and the development of empowerment programs. Future program development is recommended to focus on creating more comprehensive, elderly-friendly, and sustainable social services so that the welfare of elderly people in Solok City can be improved more effectively.

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