



The Effectiveness of Legal Aid Implementation under PERMA No. 1 of 2014 in Religious Courts: A Policy Analysis Using Van Metter and Van Horn's Framework

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Abstract

This study aims to analyze the implementation of Supreme Court Regulation (PERMA) Number 1 of 2014 on Legal Aid Posts (Posbakum) in Religious Courts, using an empirical juridical research design and a regulatory-statutory approach. Primary data were collected through observations and interviews with judges, Posbakum officers, and the community as service recipients at the Palu Religious Court. The results of the study indicate that the implementation of Posbakum services at the Palu Religious Court has been running in accordance with PERMA provisions, marked by an increase in the number of legal aid service recipients. Through an analysis of the policy implementation model by Van Metter and Van Horn, it was found that successful implementation was supported by clear standards and targets, structured cooperation agreements, community support, and positive attitudes of implementers. However, there are still obstacles on the limited budgets and inadequate service room facilities, affecting the effectiveness of providing legal aid to the community.

Keywords: *Perma No. 1 of 2014; Legal Aid Post; Religious Court; Policy Implementation.*

Abstrak

Penelitian ini bertujuan untuk menganalisis implementasi Peraturan Mahkamah Agung (PERMA) Nomor 1 Tahun 2014 pada Pos Bantuan Hukum (Posbakum) di Pengadilan Agama, dengan menggunakan desain penelitian yuridis empiris dan pendekatan peraturan-undangan. Data primer dikumpulkan melalui observasi dan wawancara bersama hakim, petugas Posbakum, serta masyarakat selaku penerima layanan di Pengadilan Agama Palu. Hasil penelitian menunjukkan bahwa pelaksanaan layanan Posbakum di Pengadilan Agama Palu telah berjalan sesuai dengan ketentuan PERMA, ditandai dengan peningkatan jumlah penerima layanan bantuan hukum. Melalui analisis model implementasi kebijakan oleh Van Metter dan Van Horn, ditemukan bahwa keberhasilan implementasi didukung oleh standar dan sasaran yang jelas, perjanjian kerjasama yang terstruktur, dukungan masyarakat, dan sikap positif pelaksana. Meskipun demikian, masih

terdapat kendala berupa keterbatasan anggaran dan fasilitas ruang layanan yang kurang memadai, yang mempengaruhi efektivitas penyelenggaraan bantuan hukum kepada masyarakat.

Kata Kunci: Perma No. 1 Tahun 2014; Pos Bantuan Hukum; Pengadilan Agama; Implementasi Kebijakan.

Introduction

The enactment of Supreme Court Regulation (hereinafter referred to as PERMA) Number 1 of 2014 concerning guidelines for the provision of legal services for the underprivileged in court, which an embodiment of a series of laws and regulations related to judicial bodies under the Supreme Court (Sa'adah, 2024, p. 218) , in fact, is unable to close the gap between normative idealism and the reality of its implementation. Access to justice for the poor (Yardim, 2023, p. 53) is still unequal, there are 53% of justice seekers in Indonesia who do not know what free legal aid is. In fact, >90% of people in Lampung and South Sulawesi Provinces do not know what a Legal Aid Organization (hereinafter referred to as OBH) is (Tri Utami et al., 2024, p. 95) . This situation has implications for 64% of justice seekers who tend to be reluctant to use legal aid when they have legal problems (IJRS, PBHI, 2022, pp. 7-8) . This behavioral pattern ultimately makes poor people vulnerable to being "trapped" in the legal problems they face and even opens up the potential for the occurrence of unfair trials (Puteri et al., 2023, p. iii) . The decline in the percentage of poverty in Palu City was recorded at 6.56% in March 2024 and in 2024, then it fell to 5.94% in September 2024, this is important to study because this decline is accompanied by an increasing trend in the number of recipients of legal aid services at the Legal Aid Post (hereinafter referred to as Posbakum), Palu Religious Court. The following is a recap of cases at the Posbakum of the Palu Religious Court in 2022-2024 (Palu, 2024) :

Table 1
Recap of Cases in Posbakum of Palu Religious Court 2022-2024

	Year	Posbakum Service Recipients
1	2022	900 Recipients
2	2023	930 Recipients
3	2024 (November)	918 Recipients

Source: Data on the list of services provided by the Palu Religious Court Legal Aid Office from 2022 to November 2024

Based on the data of Posbakum services recipients at the Palu Religious Court from 2022 to 2024, fluctuations in the number of service recipients are evident. Normatively, this increase indicates increasing

public legal awareness (Ji, et.al, 2024, p. 862) and the ongoing implementation of PERMA No. 1 of 2014 concerning Posbakum. However, empirically, it still reflects several structural issues. The main problems lie in the unequal distribution of services, limited Posbakum resources (both budget and human resources), and low public legal literacy. The insignificant fluctuation between years (only around 3.3%) indicates that the program has not made significant progress in reaching more people. From a legal system perspective, this figure indicates failure in two aspects: first, ineffective outreach, leaving many poor people unaware of their rights, and second, the potential for cultural resistance (Batyrbayev et al., 2021, p. 53) to formal legal processes. Thus, although quantitatively showing stability, the achievements of Posbakum at the Palu Religious Court still need to be evaluated qualitatively to address the disparity between the community's legal needs (Zhou, 2022, p. 941) and the capacity to provide services.

Numerous studies have been conducted on the implementation of legal aid through Posbakum (Community Legal Aid Posts) in court. These studies can be categorized into three categories. First, studies highlighting the effectiveness of Posbakum services (Abbasi, 2024, p. 419) in terms of quantity and type of services, such as those conducted by (Wahyono, 2024) , (Ulfa et al., 2022) , and (Firdhauzya & Isbandono, 2023) . These studies assess effectiveness based on the number of service recipients and the type of assistance provided, such as legal consultations, document preparation, and the provision of legal information. Second, studies examining the challenges of implementing legal aid in court, particularly budget constraints, human resources, and minimal outreach, such as those written by (Galguadi, G. Andika; Arthani, 2024) , (Rohmah, 2022) , and (Susilawati et al., 2023) . These studies are generally descriptive and emphasize the administrative aspects of institutions. Third, research assessing the normative aspects of the implementation of PERMA No. 1 of 2014, such as studies by (Firdhauzya & Isbandono, 2023) and (Ulfa et al., 2022), which compare the norms in PERMA with technical implementation in the field. Although research on legal aid has been conducted by many researchers, there has been no study that specifically examines the effectiveness of the implementation of PERMA No. 1 of 2014 at the Palu Religious Court's Posbakum and the factors that support and hinder its implementation using the Van Meter and Van Horn theoretical framework.

This study aims to explore how PERMA No. 1 of 2014 is implemented in the provision of legal aid. Using the Van Meter and Van Horn policy implementation model, this study analyzes the effectiveness of the implementation of Posbakum services and its relevance to the principle of substantive justice in religious court procedural law (Badollahi, 2024, p. 468) . This effort aims to understand how the theoretical framework can be

empowered as a tool to analyze the dynamics of legal aid provision (Arat, 2023, p. 71) , relatively close to the condition of Indonesian legal plurality which is considered too complicated and complex because it is trapped in legal formalities. In addition, this study also highlights the challenges faced by the Courts, especially the Palu Religious Court, in realizing equality before the law (Sarman , 2022, p. 188) and the right to obtain legal certainty (*access to justice*) (Wulandari, 2023, p. 148) . Thus, this research does not only focus on normative aspects, but also on empirical realities that influence people's access to justice.

Research Methods

This article adopts a normative-empirical research approach (Irwansyah, 2022, p. 43) to analyze the effectiveness of the implementation of Legal Aid Posts (Posbakum) based on PERMA Number 1 of 2014. The normative approach is used to explore the legal norms contained in the regulation, with the aim of understanding the legal framework governing the implementation of Posbakum. On the other hand, an empirical approach is applied to assess and evaluate the implementation of legal norms in legal aid practice in the field. This research focuses on the Class IA Palu Religious Court, selected based on two main criteria: first, as the court with the highest Posbakum budget allocation in Central Sulawesi, and second, its relevance as a locus for providing legal aid services. Data collection methods used include observation, in-depth interviews, and document analysis. This study uses primary data obtained through in-depth interviews with 9 respondents, consisting of 1 Judge, the Head of the General and Finance Subdivision, and 2 Posbakum officers at the Palu Religious Court, as well as 5 Posbakum service users. Informants were selected purposively based on respondents' involvement in the implementation of legal aid services. Meanwhile, secondary data is obtained from literature, official documents and relevant previous research.

In data analysis, this study used the Van Meter and Van Horn policy implementation model as the primary analytical framework. These six variables – policy standards and objectives, resources, inter-organizational communication, implementing agency characteristics, economic, social, and political conditions, and implementer attitudes – were used as the basis for developing interview guidelines. Data obtained from interviews and observations were then analyzed using a thematic approach based on these six variables. To ensure data validity, this study employed source triangulation, which involved comparing responses between judges, officers, and service users, as well as member checking to validate the researcher's interpretations. Thus, this model serves not only as a narrative framework but also as a tool for systematically classifying and interpreting

field findings. Conclusions are drawn by identifying emerging patterns, validating interpretations from various sources, and reflecting on the research implications.

Result and Discussion

Implementation of Supreme Court Regulation Number 1 of 2014 at the Palu Religious Court Legal Aid Post within the Van Metter and Van Horn Framework

Law is required to be more than merely normative, but also able to address social complexity through effective policy implementation (Muh. Chaerul Anwar et al., 2023, p. 445) . In implementing regulations, it is important to understand the foundation and process. Policy implementation serves to bridge the gap between policy objectives and implementation and government performance (Dewi, 2019, p. 8) . This is in line with the view expressed by Van Metter Van Horn, that the function of the executive branch is to build networks that enable the achievement of public policy objectives through various activities, functions, and institutions involving various stakeholders (Dewi, 2019, pp. 120–121) . In analyzing the findings of this study, the researcher used the policy implementation model of Donald Van Metter and Carl Van Horn (Fry, 2022, pp. 11140) . In the policy implementation theory, Van Metter and Van Horn explain six variables for measuring the success of a policy, namely policy standards and targets, resources, communication between organizations and implementing activities, characteristics of implementing bodies, economic, social and political conditions, and implementer tendencies/attitudes. The variables in policy implementation by Van Metter and Van Horn are explained as follows:

a. Policy standards and objectives

Policy standards and objectives must contain a comprehensive description of the objectives of the policy that has been decided to be implemented concretely and specifically. This means that in the policy implementation process, there must be laws and regulations that serve as standards or references for implementation. Therefore, the goals and objectives of a policy must be clearly measurable (Fry, 2022, p. 11139) . In the context of the implementation of PERMA Number 1 of 2014 on the Religious Court Legal Aid Post (Posbakum), the established standards and objectives include the provision of legal aid services at the Palu Religious Court as part of the implementation and use of legal aid within the Religious Court environment, which is responsible, high-quality, and coordinated to achieve the greatest sense of justice. In this case,

researchers need to determine whether these standards are clear enough for policy implementers such as the Palu Religious Court and Posbakum officers, and whether policy targets, such as justice seekers, can be measured concretely.

b. Resource

The success of policy implementation depends on available resources. Two resources must be considered in implementing a policy: human and financial resources. Human resources are the most important resource in determining the success of a policy implementation, and the availability of financial resources will determine the implementation of a policy (Kurniawan & Maani, 2020, p. 70) . In implementing this policy, the resources used include human resources, namely the Palu Religious Court as the organizer of the Posbakum and the institutions providing Posbakum services, namely the "Perkumpulan Cahaya Keadilan Celebes" (hereinafter referred to as the parties) as Posbakum officers.

c. Communication between organizations and implementing activities

Communication between implementing organizations aims to ensure a shared understanding between implementers, while implementing activities refer to monitoring, supervision, and evaluation mechanisms that can ensure the policy is implemented in accordance with its initial objectives (Salshabila et al., 2025, pp. 103–104) . Posbakum officers play a role in providing legal aid services to justice seekers, while the Religious Court is responsible for providing the necessary resources during the implementation of Posbakum. Therefore, relationships between implementing organizations are essential to maximize the implementation of this policy.

d. Characteristics of the implementing agency

Several factors that contribute to how an organization implements policies include the size and capabilities of the team involved, job levels, the control structure of the policy-making unit, political support from the implementing agency, the sustainability of the organization itself, the level of openness, interactions between the implementing organization and external parties, and formal and informal connections with policy-making and implementing bodies (Syafri, Wirman; Setyoko, 2020, pp. 19–20) . In the implementation of PERMA Number 1 of 2014 at the Palu Religious Court Legal Aid Post, the parties are responsible as policy implementers whose roles are very influential. Therefore, it is important

for policy implementers to ensure that the parties have competent capabilities in providing legal aid services.

e. Economic, social, and political conditions

Economic, social, and political conditions encompass environmental economic resources that can support successful policy implementation. These include the extent to which interest groups support policy implementation, the characteristics of participants, whether they support or oppose it, the nature of public opinion within the environment, and the extent to which political elites support policy implementation (Dina Amalia et al., 2024, p. 129). One of the main factors contributing to the high number of legal aid recipients is difficult economic conditions (Zygała & Bartoszewski, 2024, p. 215). Therefore, understanding external factors is important to determine whether surrounding conditions support or hinder policy implementation.

f. Implementer tendencies/Implementator attitudes

The attitudes of implementers are influenced by their perspectives and perceptions of the impact of policies on organizational and personal interests. Three types of responses can influence implementers' ability and willingness to implement a policy: (Kurniawan & Maani, 2020, p. 71):

- 1) Knowledge (cognition), understanding, and in-depth (comprehension and understanding) of policy;
- 2) The direction of their response is whether acceptance, neutrality , or rejection ; and
- 3) Intensity towards policy.

Within this framework, PERMA No. 1 of 2014 is understood not merely as a legal product, but as a public policy whose implementation requires evaluation from various aspects. Using Van Metter and Van Horn's policy implementation theory, the implementation of the Posbakum (legal aid post) at the Palu Religious Court is analyzed based on the alignment between policy standards and field practices, the adequacy of resources, and the capacity and attitudes of implementing agencies. The collaboration between the parties reflects the dynamics of interorganizational communication and demonstrates how institutional structures and social conditions influence the effectiveness of legal aid services for justice seekers.

When discussing implementation (Pamungkas, 2023, p. 22), a regulation is inextricably linked to its stated purpose. For example, the purpose of Supreme Court Regulation Number 1 of 2014 aligns with the

establishment of the Posbakum (Public Order Enforcement Agency) at the Palu Religious Court, which aims to establish a public service mechanism that involves community participation and provides access to public information as a form of government accountability for the underprivileged (Solo, 2022, p. 111) .

"Come with problems, leave with solutions" is not just a tagline, but rather a reflection of the Posbakum's normative goal of providing real access to justice for justice seekers. This tagline emphasizes that the legal services provided go beyond administrative aspects, but are oriented towards substantive resolution of community legal problems. In practice, the "Celebes Light of Justice Association" is an institution that has become a dominant partner of the Palu Religious Court in providing Posbakum services. Since 2020, this institution has collaborated for four periods (2020, 2022, 2023, and 2024), demonstrating consistency as an implementer of court-based legal services.

The research results show that there has been an increase in the number of assistance services provided by the Palu Religious Court Posbakum, namely as follows (Palu, 2024) :

Table 2
**List of Posbakum Service of Palu Religions Court Year 2022-
November 2024**

	Year	Type of Assistance				Total
		Provision of Legal Information	Legal Consultation	Legal Advice	Legal Document Preparation Assistance	
1	2022	-	16	-	889	905
2	2023	18	57	4	896	975
3	2024	283	331	90	844	1548
Total		301	404	94	2.629	3428

Source: The survey results in Bandar Lampung City, November 2015

Data on the Palu Religious Court's Legal Aid Post (Posbakum) services from 2022 to November 2024 shows significant increases, both quantitatively and qualitatively. The number of services, which was recorded at 905 in 2022, increased to 975 in 2023, and then jumped sharply to 1,548 in 2024. The largest increase occurred in educational and consultative services, which is the provision of legal information, increased from zero to 283 services, legal consultations from 16 to 331 services, and legal advice from zero to 90 services between 2022 and 2024. Meanwhile, assistance with legal document preparation remained the most common type of service, although it experienced a slight decrease from 896 in 2023 to 844 in 2024. Overall, this trend indicates a shift in the orientation of the

Posbakum services from primarily administrative to increasingly substantive and educational.

This phenomenon indicates a diversification of services in response to the dynamic needs of justice seekers. This shift also reflects Posbakum's efforts to adapt to the mandate of PERMA Number 1 of 2014, particularly in expanding legal access beyond administrative to substantive ones. Theoretically, this aligns with the access to justice approach, which emphasizes the crucial role of judicial institutions in addressing the disparity of legal information within the community. It also aligns with PERMA's spirit of establishing Posbakum as a means of fulfilling the community's right to comprehensive legal information and assistance. Furthermore, the implementation of Posbakum aligns with Supreme Court Decision Number 6 P/HUM/2024, which affirms that legal protection for the community can be provided through legal aid institutions. This affirmation further strengthens the legitimacy and strategic necessity of Posbakum as an effective legal protection instrument within the judicial environment (Azzahra et al., 2025, p. 50).

However, increasing the quantity of services also brings new problems. The imbalance between service demand and the human resource capacity of Posbakum has the potential to reduce service quality, especially if the increase in services is not balanced by an increase in the number and competence of officers. The public's dependence on legal document preparation services, which is still dominant, also indicates that legal literacy is not evenly distributed. This creates quite serious legal implications: the public tends to rely on technical assistance without understanding the legal consequences of the documents they create, making them vulnerable to misuse, administrative errors, or even loss of access to substantive justice. Therefore, based on the research findings, the researcher will describe how the six variables of the policy implementation model by Van Meter and Carl van Horn, called "*A Model of the Policy Implementation*" (Anggraini, 2024, p. 6), influence the implementation of PERMA Number 1 of 2014 at the Posbakum of the Palu Religious Court, as follows:

a. Policy Standards and Targets

Van Metter and Van Horn emphasize that evaluating policy implementation outcomes should focus on the specific goals and objectives achieved by policymakers. Policy design serves as a critical evaluation of how well these expectations and targets have been met (Kurniawan & Maani, 2020, p. 7).

Based on the explanation above, in the context of the implementation of PERMA Number 1 of 2014 on the Posbakum of the Palu Religious Court, the policy standards and targets are interpreted as the basis for the implementation of Posbakum at the Palu Religious Court. This is

manifested in the form of a cooperation agreement between the Palu Religious Court and the institution providing Posbakum services, namely the "Perkumpulan Cahaya Keadilan Celebes". The cooperation agreement includes provisions for the implementation of Posbakum at the Palu Religious Court. The policy standards used in formulating the cooperation agreement refer to PERMA Number 1 of 2014, as the legal umbrella for the implementation of Posbakum at the Court.

The existence of this cooperation agreement demonstrates that the Palu Religious Court's Legal Aid Post (Posbakum) also implements the principle of *pacta sunt servanda* (agreement must be kept) in its implementation standards. As stated in Article 1338 of the Civil Code, "All agreements made in accordance with the law apply as laws for those who make them." This means that every rule contained in the agreement has legally binding force for the parties (Bianty & Gunadi, 2025, p. 152). The results of interviews with informants stated that the meaning of understanding this policy is inseparable from the education and socialization carried out by the Court and the Palu Religious Court Posbakum officers. Based on the results of interviews conducted with 9 informants, informants stated that every service provided at the Posbakum is always accompanied by socialization regarding the duties and obligations of the Posbakum. The attitude given by the Posbakum officers is also very satisfactory because it is implemented based on the principles of legal aid services stated in the cooperation agreement. The increase in the number of services at the Posbakum each year from the perspective of policy recipients indicates two things: increasing public legal awareness (J. Ma, 2024, p. 1702) accompanied by dependence on the Posbakum, they are aware of the existing regulations, but due to economic pressures they continue to use Posbakum services. This means that although the standards and targets of the policy are clear, the implementation of PERMA Number 1 of 2014 on the Posbakum of the Religious Court has not been fully effective because it is not supported by long-term solutions for the policy targets.

b. Resource

Resources are elements that support the implementation of policies. According to Van Metter and Van Horn, policy resources are no less important than communication, where policy resources must be available to facilitate the administration of policy implementation (Rumi, Mohammad Hatta A; Mufti, 2024, pp. 250-251). Regulations regarding implementation, financing, and budgeting are crucial elements in supporting the implementation of PERMA Number 1 of 2014 at the Palu Religious Court's Posbakum. The fulfillment of resources in the implementation of this policy is influenced by human and financial resources.

Based on the research results, it shows that in its implementation, human resources including the number of Posbakum officers have not met the ideal standards as stipulated in the cooperation agreement between the parties, which according to regulations the organizers consist of the Chief Justice, Clerk, Secretary, Posbakum officers and related court staff, while only 4 Posbakum officers are available. Although still able to support the task of providing legal aid services, this number is considered less than optimal for the scope of the jurisdiction of the Palu Religious Court and the complexity of the problems handled.

On the other hand, financial resources including financing and budgeting in the form of providing facilities and infrastructure as well as budget provision are not yet sufficient. The available budget does not correspond to the length of service time and the number of Posbakum officers, and this has occurred for the past 3 years. Budget limitations also have an impact on the availability of facilities and infrastructure, referring to Article 33 Paragraph (2) of PERMA Number 1 of 2014, the Palu Religious Court is only able to provide furniture, air conditioning and Posbakum space. The limited space at the Palu Religious Court makes Posbakum located in the One-Stop Integrated Service (hereinafter referred to as PTSP), so that the service provision process still cannot fulfill the principles of effectiveness and efficiency of legal aid services as stated in the cooperation agreement and Article 2 Point (7) of PERMA Number 1 of 2014. Therefore, although in general resources are available, the limited number of officers, space and budget indicate that the implementation of PERMA Number 1 of 2014 at the Posbakum of the Religious Court has not been running optimally.

c. Inter-Organizational Communication and Implementation Activities

Accuracy and consistency in communicating the dimensions and objectives of policy implementation are crucial in assessing policy implementation (Firmansyah, 2023, p. 85) . Articles 28, 31, and 36 of Supreme Court Regulation Number 1 of 2014 provide an overview of the communication patterns between the Court and the Posbakum service provider.

Based on the research results, it shows that the communication pattern established by the parties in implementing the cooperation agreement has been running quite well. Each party understands its duties and roles. The Head of the Palu Religious Court carries out the task of supervising and evaluating the implementation of legal aid services at least once every 3 months. In addition to that, coordination is also carried out with the parties, at least twice a year, not only during the evaluation/coordination schedule, but also when there are cases that require assistance from the Religious Court, such as case documents to support the preparation of a lawsuit, or problems regarding inheritance

cases that require in-depth discussion with the judges. This coordination even includes stakeholders at the Provincial or Regency/City level, which proves that the workflow between implementing agencies has been established and is running in an integrated manner. This indicates that communication between implementing organizations and activities has supported the policy in an integrated manner.

d. Characteristics of the Implementing Agency

The characteristics of the implementing agency include organizational structure, human resource capacity, authority, organizational culture, and leadership patterns (Salshabila et al., 2025, p. 104) . Based on the results of the study, it shows that the implementers of PERMA Number 1 of 2014 policy at the Religious Court Posbakum, such as the Chief Justice, Clerk, Secretary, Posbakum officers and related Court staff, have met adequate capacity. The Palu Religious Court has a professional workforce and is appropriate to their field, as well as Posbakum officers, namely the legal aid service provider institution "Perkumpulan Cahaya Keadilan Celebes" who understand the procedures for providing legal service assistance. Although the resources section has not been running optimally, based on the results of interviews with informants, it was discovered that the policy implementers acted professionally with the motto of the Palu Religious Court, "NAGAYA (Neutral, Action, Agile, Accountable, Confident and Trustworthy)". This reflects that the characteristics of the implementers have supported the achievement of policy objectives positively.

e. Economic, Social and Political Conditions

Social, political, and economic conditions influence policy success. These conditions include environmental economic resources, supporting interest groups, participant characteristics, and public opinion. Because the social environment is necessary for successful policy implementation, policies within the community must receive support from the social environment. The influence of political interests on policy implementation can either promote or hinder successful policy implementation (Agustin & Kesha, 2025, pp. 24-25) .

Based on the research results, the implementation of PERMA Number 1 of 2014 on the Posbakum of Religious Courts is greatly influenced by the economic and social environment, the phenomenon of dependence on Posbakum services resulting in economic pressure becoming an obstacle in the implementation of this policy. Meanwhile, in political conditions, the implementation of this policy has no influence because the implementation of Posbakum is under the auspices of the Palu Religious Court which is part of the judicial power, not from the executive government agency. Although at the point of communication between

organizations and implementing activities, coordination can be carried out with stakeholders at the Provincial or Regency/City level, this is directed at the Judicial institution, not at government agencies.

f. Implementer Tendency (Implementer Attitude)

There are 3 elements of implementer responses that can influence the implementer's ability and desire to implement policies according to Van Metter and Van Horn, those are cognition (understanding) of the policy, the direction of the implementer's tendency towards basic measures and objectives (acceptance, neutral, rejection), and the intensity of the response (Firmansyah, 2023, p. 87) .

Based on the indicators of communication between organizations and implementing activities, the implementation of PERMA Number 1 of 2014 at the Religious Court Legal Aid Post (Posbakum) in the implementing tendency indicator generally has a fairly high commitment. The Palu Religious Court routinely conducts supervision and evaluation of the Posbakum in accordance with the cooperation agreement, while the Posbakum emphasizes a more humanistic approach in providing legal aid services in accordance with PERMA Number 1 of 2014 and the cooperation agreement made by the parties. The attitudes shown by the parties reflect a seriousness in implementing the policy, although there are still dynamics in the field, such as time constraints and different responses from legal aid recipients. In general, this disposition indicator is quite supportive of policy implementation because the implementers demonstrate a consistent, responsive, and humanitarian-oriented attitude.

Supporting and Hindering Factors in the Implementation of Supreme Court Regulation No. 1 of 2014 at the Legal Aid Post of Palu Religious Court

Based on the analysis of the implementation of PERMA Number 1 of 2014 at the Posbakum of Palu Religious Court, as one of the priority programs, the Posbakum service of Palu Religious Court is inseparable from the supporting and inhibiting factors in its implementation. Among others as follows:

a. Supporting Factors

- 1) Inter-Organizational Communication and Implementation Activities
Effective communication between organizations and implementing activities is a key supporting factor in the implementation of PERMA No. 1 of 2014 at the Palu Religious Court's Legal Aid Post. The accuracy and consistency of communication between the parties is

reflected in the implementation of the cooperation agreement, which is routinely evaluated and coordinated. The Chief Justice actively supervises and coordinates services, including in substantive cases, such as inheritance cases and lawsuit preparation. The involvement of stakeholders across levels demonstrates that communication has been strategic and integrated, forming an institutional synergy that supports the effective achievement of policy objectives.

2) Characteristics of the Implementing Agency

A clear organizational structure, supported by professional human resources who understand their duties, demonstrates institutional readiness to implement the policy. The existence of a partner institution, the "Perkumpulan Cahaya Keadilan Celebes," which possesses procedural competence in providing legal aid, also strengthens the effectiveness of policy implementation. Despite other resource limitations, the professionalism of implementers, grounded in institutional values such as "NAGAYA," reflects their commitment to achieving policy objectives consistently and with integrity.

3) Implementer Tendency (Implementer Attitude)

The attitudes and tendencies of implementers are significant supporting factors in the implementation of PERMA No. 1 of 2014 at the Palu Religious Court's Legal Aid Post (Posbakum). The high level of commitment demonstrated through routine supervision, periodic evaluations, and a humanistic approach by Posbakum officers demonstrates a comprehensive understanding and acceptance of the policy. Despite technical challenges, the implementers' consistent and responsive attitude reflects institutional readiness and strengthens the substantive effectiveness of policy implementation.

b. Supporting Factors

1) Policy Standards and Targets

Although a clear legal basis exists in the form of Supreme Court Regulation No. 1 of 2014 and a cooperation agreement, the implementation of this regulation at the Palu Religious Court's Legal Aid Post (Posbakum) has not been fully effective because it is not accompanied by long-term solutions that address the root causes of the beneficiary community's problems, namely economic inequality. The community's dependence on the Posbakum actually shows that policy standards have not been able to establish legal independence

for the community, but only address short-term needs. The absence of a transformative strategy that encourages community legal empowerment is a structural obstacle that can weaken the sustainability of policy implementation.

2) Resource

A limited number of staff and a minimal budget have prevented the Posbakum service at the Palu Religious Court from functioning optimally. This lack of resources creates a mismatch between community needs and available service capacity, thus structurally hampering the effective implementation of PERMA No. 1 of 2014.

3) Economic, Social and Political Conditions

High economic pressures within the community create a dependency on Posbakum services, thus weakening the effectiveness of policy implementation. This dependency indicates a lack of legal independence, ultimately hampering the long-term goals of PERMA No. 1 of 2014. Although the political environment is relatively neutral because Posbakum is under the jurisdiction of the judiciary, social and economic aspects are the main challenges hindering the sustainability of implementation.

Conclusion

The implementation of PERMA Number 1 of 2014 at the Palu Religious Court's Legal Aid Post (Posbakum) has not been effective overall. This is an evident in the continuing disparity between the policy's normative objectives and the empirical reality of its implementation. Based on the analysis of Van Metter and Van Horn's policy implementation model, effectiveness is reflected in only three variables: inter-organizational communication, implementing agency characteristics, and implementer attitudes, each of which demonstrates good institutional coordination, implementer professionalism, and commitment to legal services. However, the other three variables are the main obstacles: first, policy standards and targets are not yet accompanied by a long-term strategy to establish legal independence for the community; second, limited human and financial resources create an imbalance between workload and service capacity; and third, community economic pressures trigger a high dependency on Posbakum services without being accompanied by an adequate increase in legal understanding.

Thus, the success of this policy is only administrative and has not touched the substantive transformation expected by PERMA No. 1 of 2014,

which is creating a society that is legally aware and empowered in fighting for its rights before the law. The main achievement of this implementation is the improvement and diversification of legal services, especially in consultative and educational types. However, the main failure lies in weak reach, minimal resources, and the failure to build a sustainable legal culture among the poor. These findings indicate the need for policy reformulation that is not only administrative, but also transformative, with a focus on strengthening legal literacy, increasing institutional capacity, and integrating economic empowerment programs to ensure sustainable access to justice.

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