

## Study of Integrated Referral Service System

(Study Implementation of Malang Mayor Regulation for Handling the Social weaker sections, in Indonesia)

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### ABSTRACTS

*This study was conducted to describe and analyze the implementation of an Integrated Referral Service System based on Malang Mayor Regulation Number 5 of 2020 concerning the Establishment of an Integrated Referral Service System for Handling the Poor and Poor People in the Social Service of Malang City. The type of research used is descriptive qualitative research with an inductive approach. This research was conducted at describes clearly, in-depth, and systematically the implementation of the Integrated Referral Service System run by the Social Service of Malang City. This Integrated Referral Service System aims to provide convenience for the poor in Malang City to get social assistance. The results of this study indicate that the implementation of the Integrated Referral Service System has been carried out correctly by the procedural. Several inhibiting factors, namely: Serviced offices are still limited so that they need to be added or expanded for service convenience, then the delivery of information to the community is not comprehensive resulting in not all people knowing about this Integrated Referral Service System, irresponsible officers and lack of integrity, disciplinary officers and to subjectivity makes the implementation of an Integrated Referral Service System that aims to be right on target to be not right on target. And they are not finding Standard Operating Procedures uploaded on the official website of the Malang City Social Service even though this is very useful as an additional medium of information to the public about this Integrated Referral Service System. However, there is support from the Malang City Government such as the availability of supporting facilities and infrastructure for adequate officers, the existence of a straightforward Standard Operating Procedure as a work reference, and supported by incentives for officers to make the Integrated Referral Service System run appropriately according to the main task. And existing functions. A straightforward Standard Operating Procedure as a work reference and supported by incentives for officers to make the Integrated Referral Service System run appropriately according to the main task. And existing functions. A straightforward Standard Operating Procedure as a work reference and supported by incentives for officers to make the Integrated Referral Service System run appropriately according to the main task and existing functions.*

**Key words:** Policy Implementation, Integrated Referral Service System, Integrated Referral Service System.

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### 1. INTRODUCTION

Poverty is a classic problem that is difficult to solve in any country. Starting from developing countries to developed countries, the issue of poverty still cannot be solved. Indonesia is one of the countries with a high level of poverty. The evident inequality between the rich and the poor has made Indonesia never become a developed country, even though according to the Preamble to the 1945 Constitution mentioned, promoting general welfare must be done in achieving a prosperous society.

In achieving public welfare, as stated in the Preamble to the 1945 Constitution, the role of the government as a policymaker is needed to regulate matters related to poverty alleviation. If the government as a policymaker does not take immediate action against the dangers of poverty, it will have a real impact on people's lives. If poverty is not immediately addressed, the effect will be; (1) the high economic burden that the community must bear, (2) the low quality and productivity of human resources, (3) the low participation active community in various development activities, (4) decreasing public order and public peace, (5) decreasing public trust in the bureaucracy in providing services to the community, (6) the possibility of a decline in the quality of future generations.

Poverty can also be measured by comparing a person's consumption level with the poverty line or the number of rupiahs spent on monthly consumption. Meanwhile, the poor have an average monthly per capita expenditure below the poverty line. the

magnitude of poverty can be measured with or without reference to the poverty line (poverty line). Meanwhile, according to the Central Statistics Agency, Poverty is an individual's inability to meet the minimum basic needs for a decent life (both food and nonfood). The poverty line set by the Central Statistics Agency is the amount of individual spending to meet food needs equivalent to 2100 calories per person per day and nonfood which consists of housing, clothing, health, education, transportation, and various other goods and services.

The concept that refers to the poverty line is absolute poverty, while the idea whose measurement is not based on the poverty line is relative poverty. Absolute poverty is the number of people who cannot obtain sufficient resources to meet basic needs; they live below a certain minimum final income level or the international poverty line; the line knows no boundaries between countries and takes into account differences in price levels between countries. Countries by measuring the poor as people living on less than US\$1 or \$2 per day in purchasing power parity dollars. Meanwhile, relative poverty is a measure of the gap in the income distribution; usually, it can be defined in terms of the average level of the distribution in question.

Poverty indicates the level of income below a certain poverty line. Meanwhile, inequality shows the range between those with high (rich) and low (poor) incomes. When economic growth increases, it is expected to reduce poverty levels. However, if the value of income inequality increases, the possibility of a decrease in the poverty rate is also minimal.

Meanwhile, argues that the successful implementation of poverty reduction program policies is based on the quality of management of communication factors, resource, disposition, bureaucratic structure, standards and policy objectives, and socio-political conditions. The successful implementation of poverty reduction programs is also accompanied by increased per capita income, increased school participation rates, and increased community participation in poverty alleviation efforts. The performance of poverty reduction policies begins with setting program targets; setting program/policy targets; followed by strengthening the capacity of Human Resources, structuring the bureaucratic system and disposition, providing communication and information channels, and taking into account social and political conditions; followed by technical activities in the form of distribution/utilization of stimulant fund assistance from the government and the private sector,

During the Covid-19 pandemic, the numbers increase poverty in Indonesia. Covid-19 causes an increase in the number of poor people who do not work due to losing their formal jobs or stopping work relationships. Furthermore, the increase in poor people is caused by bankrupt businesses. Therefore, the government provides social protection to reduce poverty. Indonesia's poverty rate was recorded at 9.22% in March 2019. Then, the number increased beyond single digits when the pandemic came to Indonesia, 10.2% in September 2020. The government allocated social protection in the National Economic Handling program as assistance to vulnerable groups. It is recorded that the allocation that has been given is Rp. 216.6 trillion in 2020. The social protection budget is continued this year with a total of Rp. 408.8 trillion.

The solution so that social assistance funds are right on target is strict supervision and a distribution mechanism directly directed to the target. Breakthrough gift Social assistance through the account is carried out so that only the beneficiary can take it. Another option is direct delivery at the post office. If not, the post office must give it directly to the residents. The current lack of involvement of RT/RW can also be done, but with a note that the authorities and authorized officers must directly supervise the distribution of social assistance. If there is fraudulent behavior withholding social aid, the perpetrators must be dealt with firmly.

The Department of Social Affairs and Women's Empowerment, Child Protection, Population Control, and Family Planning Malang City selects social assistance recipients for people affected by Covid-19. Even in the data collection found double data. The government is committed to continuously improving social protection and poverty reduction programs. One of the manifestations of this commitment is to increase the speed and accuracy of outreach to the poor to access more poverty. Since 2016 the prevention program has led to the launching integrated Referral Service System called SLRT.

Research purposes: Describe and analyze the Implementation of the Integrated Referral Service System Policy based on Malang Mayor Regulation Number 5 of 2020 concerning the Establishment of an Integrated Referral Service System for Handling the Poor and Poor People at the Malang City Social Service. Describe and analyze the supporting and inhibiting factors for the Implementation of the Integrated Referral Service System Policy based on Malang Mayor Regulation Number 5 of 2020 concerning the Establishment of an Integrated Referral Service System for Handling the Poor and Poor People at the Malang City Social Service.

## **2. LITERATURE REVIEW**

Government policies are formulated to address the problems faced by the community. According to<sup>1</sup> public policy is whatever the government chooses to do or not to do. It means that when the government does nothing, it is a policy. This is contrary to what<sup>2</sup>

said namely, public policy is a pattern of action set by the government and manifested in legislation in state administration. This means that new activity will be a public policy if stated in the bill; it must be implemented. First, public policy is understood as not just a predetermined decision—Friedrich.

Explains that those who view policy as a recommended course of action regarding individual, group, or government in an environment that contains obstacles and opportunities that will be overcome or exploited through suggested policies to achieve a goal or realize a purpose. Then according to Anderson<sup>2</sup> gives the idea that "policy is a series of purposeful actions that are followed by a person or group of actors about a problem or thing that attracts attention." Based on the explanation above, it can be understood that a policy is an action taken by a person or group of people to achieve a goal.

Wayne<sup>3</sup> says, "the idea of public policy contains the assumption that a space or domain in life that is not private or purely individual property, but belongs to the community or public property." Meanwhile, Robert Eyestone<sup>4</sup> said that "public policy is defined as the relationship between a government unit and its environment."

The following compiled by Young and Quinn<sup>5</sup> discusses several concepts contained in public policy, among others:

It authorized government action. Public policies are created and implemented by government bodies that have the legal, political and financial authority to do so. A reaction to real-world needs and problems. PolicyThe public seeks to respond to issues or concrete needs that develop in society. A goal-oriented set of actions. Public policy is usually not a single decision but consists of several choices of activities or strategies made to achieve specific goals for the benefit of the people.

A decision to do or not to do something. Public policy is generally a collective action to solve social problems. However, public policies are also formulated based on the belief that social issues will be solved by existing policy frameworks and therefore do not require specific actions—a justification made by one or more actors.

Policy implementation is one of the process stages in the stages of public policy. A process by which the government tries to make the policy produce the intended state. According to<sup>6</sup> stated that "*policy implementation is a way so that a policy can achieve its goals. Policy objectives on the truth is to intervene*". Policy implementation is the implementation of controlling policy actions in a certain period.

According to<sup>7</sup>, revealing the fundamental problems in policy implementation are: The process of transferring a decision into an activity or operation in a certain way. The method of transferring decisions into activities includes efforts to turn findings into operational actions within a certain period and continue efforts to achieve significant and minor changes determined by policy decisions.

It can be seen that policy implementation is a method or effort made by implementers to target groups where outputs or policies are distributed to achieve specific goals. Policy implementation is a critical stage, because no matter how good the policy is made but in its implementation, it is not carried out properly, the policies made will be in vain because the distribution of goals that are expected to be accepted and appropriately utilized by the target group to realize the goals to be achieved. The higher the target's understanding of the goals that have been set, the better the implementation or impact of a decision/decision will be.

Policy implementation is a stage of public policy, between policy formation and policy consequences for the people it influences. In reviewing policy implementation, asks several questions: What preconditions are needed so that policy implementation can be successful? And the barriers to a policy are communication, sources, tendencies, behavior, and bureaucratic structure.

**Integrated Referral Service System or called SLRT** is a service system that helps identify the needs of the poor and vulnerable poor and connects them with social protection and poverty reduction programs organized by the government, both central, provincial, and district/city governments according to their needs based on their profiles listed in the Beneficiary data. SLRT also helps identify complaints of the poor and vulnerable poor, make referrals, and monitor the handling of complaints to ensure that these complaints are handled correctly.

The purpose of implementing the SLRT based on the General Guidelines for the Implementation of the SLRT is to increase the effectiveness and efficiency of the social protection system to reduce poverty, vulnerability, and inequality. In particular, the objectives to be achieved include: Improve access of poor and vulnerable households/families to multi-programs/services; Increase access of the poorest and most vulnerable households/families as well as people with other social problems to social protection and poverty reduction programs; Increasing the integration of various social services in the regions so that the functions of these services become more responsive; Increasing the capacity of local governments in dynamically and periodically

“updating” the Integrated Data for the Poor Handling Program and its utilization for social protection programs in the regions; Empowering the community to understand better their rights related to social protection and poverty reduction services and programs; Increase the capacity of government at all levels in coordinating social protection and poverty reduction programs; and Provide input for the planning and budgeting process for social protection and poverty reduction to be more pro-poor and vulnerable to poverty.

The main target groups for SLRT based on the General Guidelines for the Implementation of SLRT are: The poor and vulnerable groups (households, families, and individuals) have the lowest 40% socioeconomic status based on the Integrated Data for the Poor Handling Program. The poorest and most vulnerable groups of society, including persons with disabilities, neglected women/children, the elderly, remote indigenous peoples, and others.

SLRT Functions SLRT development requires several conditions, namely the existence of governance and local government readiness; funding framework from both and other alternative funding sources; the ability and quality of human resources; regional political conditions; and relations with other stakeholders.

The functions of the SLRT based on the General Guidelines for the Implementation of the SLRT include: Integration of Information, Data, and Services SLRT help integrate various social services carried out by the central and local governments so that the functions of these services become more comprehensive, responsive, and sustainable; Complaint Identification, Referral, and Complaint Handling SLRT records community complaints, both participant and non-participant complaints. Based on these complaints, SLRT refers poor and vulnerable households/families to programs that suit their needs. SLRT also assists program managers at the central, regional, and village levels to review, respond to and follow up on these complaints; Registration of Participation and Needs for the SLRT Program makes an inventory of social protection programs at the central and regional levels. It records the participation of poor and vulnerable households/families in existing social protection and poverty reduction programs. The SLRT also records the program needs of poor households/families that best suit their needs; Dynamically updating the Integrated Data for the Poor Handling Program SLRT provides a list that is the basis for verifying and validating the Integrated Data for the Poor Handling Program through the Next Generation Social Welfare Information System. SLRT also helps update the poor and vulnerable poor profiles in the Integrated Data for the Poor Handling Program.

Ingiveservices can be done in two ways, namely; a. the community comes to the SLRT secretariat, or b. the facilitator visits or meets the community. The following are Standard Operating Procedures in the flow service and complaint handling.

The service mechanism is where people who come to the health center or the SLRT secretariat with the community submit complaints or problems to the complaint receiving officer at the front office. Furthermore, the concerns received will be forwarded to service providers and referrals at the back office. The supervisor will give incoming problems for approval. The analysis results and the notes that have been approved are submitted back to the SLRT.

Meanwhile, if the SLRT Facilitator/visitor meets the community, they will immediately record and analyze complaints or problems using the SLRT application system. The supervisor will check the analysis results and recording by the Facilitator for approval. After obtaining permission from the supervisor, it will be submitted to the SLRT.

### **3. RESEARCH METHODOLOGY**

This study uses qualitative research methods, as explained by<sup>8,9</sup> *"The qualitative methods is the best umbrella term covering an array of interpretive techniques which seek to describe, decode, translate and otherwise come to term with the meaning, not the frequency, of certain more or less naturally occurring phenomena in the social world."* This means that qualitative method is the best general term that includes a variety of interpretive techniques that seek to describe, decode, translate and otherwise come to words with meaning, not frequency, of certain phenomena that are more or less natural in the social world.

This research was conducted at the UPT SLRT Malang City Office, which is under the auspices of the Malang City Social Service. The Malang City Social Service is the leading sector in dealing with social problems within the Malang City Government. The Malang City Social Service has the main task of providing information and facilitating the implementation of the Integrated Referral Service System for Handling the Poor and Poor. This is why the author chooses UPT Malang City SLRT Office which is under the auspices of the Malang City Social Services, a research locus.

### **4. RESEARCH FINDINGS**

The head of the department heads the Malang City Social Service. The Head of the Service is in charge of five areas: the Sector of Social Rehabilitation and Protection, the Sector of Social Empowerment and Handling of the Poor, the Sector of Population Control and Family Planning, the Sector of Women's Empowerment, and the Sector of Protection. Women and Children, and has fifteen sections which are divided into these five fields.

The Malang City Social Service has the task of carrying out government affairs in the social sector, empowering women, protecting children, controlling the population, and family planning which is the region's authority.

The Malang City Social Service provides clear and maximum information/information about the integrated referral and service system to the community with the assistance of facilitators and health centers in each Kelurahan. This is in line with the answer from the Head of the Malang City Social Service, which stated that:

*"Malang City Social Service has provided clear and maximum information about SLRT to the Social Health Center to be conveyed to people in need. In that case, the Malang City Social Service will conduct technical guidance and socialization to officers."* (2 February 2022)

The results of the interviews above are supported by documentation images that the authors obtained from the Malang City Social Service, which can be seen in the image below. And from the point of view of the officer in the field, namely Mr. Tri, a health center officer from the Rampal Celaket village, who stated that:

*"We, from the officers in the field, always provide information and outreach to the public, for those who have complaints to come to us for follow-up on these complaints, and there are also urban villages that hold outreach but only some, not all of them."* (2 February 2022)

Meanwhile, if viewed from another point of view, namely from the community itself, they gave various responses to the delivery of information about SLRT submitted by the Malang City Social Service. One of the people in Malang City, who is also a Community Leader in Mulyorejo Village, said that:

*"I know about the SLRT system, but I don't understand the program yet."* (2 February 2022).

In addition to providing information, the Malang City Social Service, as the leading sector in implementing the Integrated Service and Referral System (SLRT), carries out services when people in the urban village or who come directly to the SLRT office at the Malang City Social Service.

The Malang City Social Service provides services to the community in various ways, starting from the services available at the Malang City Social Service office itself to their respective because there are already officers in each. This was confirmed by the Head of the Malang City Social Service when the author interviewed him. He said that:

*"If there are people who want to consult/complain about technical problems with the Integrated Service and Referral System (SLRT), we will serve them at the Malang City Social Service office. In addition, we also provide services through the Malang City Social Service online, so you can directly use WA."* (2 February 2022)

Based on the research results above, the Social Service of Malang City has conveyed information regarding the implementation of SLRT clearly and maximally to the community or target groups through health center officers and facilitators in each. The community or target group also gave a positive response to the delivery of information regarding the implementation of the SLRT. But it is hoped that the Malang City Social Service can synergize with each sub-district to re-socialize this SLRT.

In addition to delivering information, the Malang City Social Service provides services for the community or target groups who wish to submit complaints directly to the Social Service and can now go to the village's health centers or chat via the WhatsApps application. Regulations/regulations and operational procedures serve as guidelines for health center officers and facilitators in carrying out their primary duties and functions and always coordinate with supervisors in the village and back office to provide maximum service results.

In addition, this research is also by a previous study conducted which concluded that the clarity of information is essential because, with clear communication, it is hoped that there will be no differences in perceptions between policymakers and the public.

Based on these statements, it is known that the Malang City Social Service has conveyed information regarding the implementation of SLRT to the target group optimally and adequately. This is similar to the theory of Edward III (1980:147) regarding implementation, which states that communication is influential in the success of implementation. Communication is the receipt of information from the communicator to the communicant. In implementation communication, the target group accepts some goals and objectives to avoid implementation errors.

Based on the research results above, the Malang City Social Service has 60 State Civil Apparatus and 55 people who will help each job. There are 130 SLRT officers, 127 officers in 5 sub-districts and 57 sub-districts, and three people providing front office and back-office services. With this amount, of course, it is pretty ideal for the Malang City Social Service to carry out its main tasks, especially implementing SLRT. Officers are also able to master and understand the implementation of this SLRT.

This is like the implementation theory which reveals that apparatus resources are one of several factors that influence the success or failure of implementation. Besides being sufficient, they must also have the expertise and ability to carry out their duties recommended orders from the leadership. Therefore, human resources must have accuracy and appropriateness between the number of staff and the work they handle/do. The research results above are in line with previous research conducted, which stated the importance of human resources for success in a policy.

### **CONCLUSIONS**

The Malang City Social Service has conveyed information regarding the implementation of the SLRT clearly and maximally to the community or target groups through health center officers and facilitators in each. The community or target group also gave a positive response to the delivery of information regarding the implementation of the SLRT. In addition to delivering news, the Malang City Social Service provides services for the community or target groups who wish to submit complaints directly to the Social Service and can now go to the village's health centers or chat via the WhatsApps application.

The apparatus resources owned by the Malang City Social Service in implementing the SLRT Policy implementation are 130 people who can be said to be ideal for providing services in urban villages. In addition, the annual increase in the budget for the performance of SLRT operations will certainly improve policy implementation. It is also supported by sophisticated and capable office equipment to assist the smooth implementation of this SLRT policy. The service room is far from ideal because it is limited, narrow, and trim.

The attitude of support from the Malang City Government in the implementation of the SLRT and the perspective of the Malang City Social Service apparatus with the ability and understanding as well as professional, disciplined, dedicated, responsible and integrity in carrying out their primary duties and responsibilities so that they can provide maximum results in the implementation of the SLRT.

Based on study, it is concluded that, the researcher intends to propose suggestions that can be used as input in implementing the SLRT implementation at the Malang City Social Service. The tips that can be given are:

The SLRT implementation is to expand socialization to the community so that all people in need could feel the purpose of this SLRT. Dissemination of information can be through website platforms and social media so that the information provided will be more exciting and not standard, or it can be done through brochures distributed in public places, while the contents of the pamphlet can contain an explanation of system integration services and referrals.

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