OPEN ACCESS

**Original Research Article**

# Analysis of Integrated Service and Reference Systems in Overcoming Poverty

Yoanes Pilo Purnama[1*], Tommy Hariyanto[1], Saudah[1]

[1]University of Merdeka Malang, Jalan Terusan Dieng. 62-64 Klojen, Pisang Candi, Sukun, Malang City, East Java 65146, Indonesia

**Abstract:** This research aims to describe and analyze the implementation of an integrated service and referral system to overcome poverty in Malang City. Moreover, it describes what factors support and inhibit implementing an integrated service and referral system to overcome poverty in Malang City. The research method used is a qualitative descriptive method. The theory used is policy implementation theory, George C. Edwards III, and implementation theory, which includes indicators of communication, resources, disposition, and bureaucratic structure. Data collection techniques are observation, interviews and documentation. Data analysis techniques through data collection, data reduction, and data verification. This research shows that Malang's integrated service and referral system became one unit of the Social Welfare Center in the implementation process. In the process, the integrated service and referral system is not only limited to the data collection process but also acts as the front guard for every community problem, such as poverty, neglected people, etc. There are four factors: communication, resources, disposition, and resources. Communication is carried out by outreach to employees and also to the community. Resources consist of human resources and infrastructure resources. Disposition is realized through performance assessment efforts and firmness in assigning tasks and functions. A bureaucratic structure regarding service procedures provides several stages that are made simple. It is hoped that this research can be used as material for consideration in optimizing the implementation of an integrated service and referral system in overcoming poverty and as literature to see the factors that influence this implementation.
**Keywords:** Policy Implementation, Service System, Integrated Referral, Poverty.

## 1. INTRODUCTION

Poverty is one of the biggest problems or enemies of almost all countries, especially developing countries. The problem of poverty is a complex and multidimensional problem that greatly influences various other aspects of life, such as social, cultural, political, etc. The poverty level in a country is one of the benchmarks used to determine the extent of development or progress of that country. In Indonesia, poverty is a problem that is still a concern and is even a problem that always receives special attention from time to time. Based on data from the National Statistics Agency, the number of poor people in Indonesia as of March 2023 is 25.90 million.

Poverty appears when a person or group of people cannot meet the level of economic prosperity that is considered the minimum requirement for a certain standard of living. Suparlan (2000) states that poverty is a complete lack of assets and valuable objects suffered by a person or group who lives in a poor environment or lacks capital in terms of money, knowledge, social power, politics, law, and access to service facilities. General, opportunities to try and work.

In Indonesia, poverty is the focus of problems in various autonomous regions, which is the main problem that must be resolved. Malang City, as an autonomous region, also faces the problem of poverty. According to the Central Statistics Agency (BPS), the poverty rate in the city of Malang has decreased in recent years. In March 2023, the poverty rate was recorded at 4.26%, a further decline from the previous year. The poverty line in Malang City in 2023 is IDR 674,660 per

**\*Corresponding Author:** Yoanes Pilo Purnama

University of Merdeka Malang, Jalan Terusan Dieng. 62-64 Klojen, Pisang Candi, Sukun, Malang City, East Java 65146, Indonesia

93

capita per month. The problem of poverty is still one of the main concerns of the Malang City Government because this is the root of many other problems.

There are several factors to be examined in this study, namely the open unemployment rate and population growth (Damayanti, 2022). This explains that one of the most significant factors causing poverty is unemployment. According to the Central Statistics Agency (BPS), the open unemployment rate (TPT) in Malang City was 7.66% in December 2022. BPS also reported that there were 452,836 people in the workforce in Malang City, with 34,678 people classified as unemployed. According to the Head of the Malang City Department of Manpower, Investment and One Stop Integrated Services (Disnaker PMPTSP), the problem of unemployment is often caused by an imbalance between the need for workers and the availability of job seekers (Republika, 07/06/2023). Looking at the data above, it can be ascertained that one of the leading causes of poverty in Malang City is the problem of unemployment. Poverty and labor are interrelated, which can be seen in the relationship between poverty and unemployment. Poverty in Malang City is a concern because we see that at several points, residential areas can be said to be unfit for habitation or have become slums.

The Malang City Government has attempted to overcome the problem of poverty, one of which is by having an Integrated Service and Referral System (SLRT) based on Malang Mayor Regulation Number 5 of 2020 concerning the Establishment of an Integrated Service and Referral System for Handling the Poor and Disabled People. An integrated service and referral system is a service system that helps identify and group the needs of the poor and vulnerable to poverty and connects them with social protection and poverty reduction programs organized by the government, both central, provincial and district/city according to their needs.

This research aims to describe and analyze the implementation of an integrated service and referral system to overcome poverty in Malang City and describe what factors support and inhibit the implementation process. The benefits of this research can be used as additional references and literature for academics in deepening literacy and information, especially regarding implementing an integrated service and referral system to overcome poverty in Malang City. For the Malang City Government, it can be used to optimize service implementation. It can be used as a perspective for the community to understand the purpose of an integrated service and referral system and how it is implemented, as well as how useful it is and the impact on the community.

## 2. LITERATURE REVIEW

Nawawi (in Rasman *et al*., 2019) stated that policy implementation is the implementation of fundamental policy decisions in the form of laws, but it can also take the form of orders, important executive decisions or decisions of other judicial bodies. The decision identifies the problem, explicitly states the goals and objectives, and provides various ways to structure or organize the implementation process. According to Agustino (2006), implementation studies are a study of policy studies that lead to implementing a policy. Policy implementation is a complex process, often even politically charged with the intervention of various interests (Suratman, 2017).

The term public service in Indonesia is often equated with public service or community service. Public service is an activity or series of activities to fulfill service needs per statutory regulations for every citizen and resident regarding goods, services and administrative services provided by public service providers. It is said that there are four elements in public service (Bharata, 2004): service provider, service recipient, type of service, and customer satisfaction (Riani, 2021).

The Integrated Service and Referral System (SLRT) is a service system that helps identify the needs of the poor and vulnerable to poverty and connects them with social protection and poverty reduction programs organized by the government, both central, provincial and district/city according to their needs. SLRT also helps identify complaints from the poor and vulnerable to poverty, make referrals, and monitor the handling of complaints to ensure that these complaints are handled correctly (Dwi Afina, Hariyanto and Sukowati, 2023);(Perdana Putri, Hariyanto and Prianto, 2023). The Integrated Service and Referral System has as its primary target groups the poor and vulnerable to poverty (households, families and individuals) with socio-economic status in the bottom 40% based on the Integrated Data on the Poverty Handling Program (DT-PPFM). The poorest and most vulnerable groups in society include people with disabilities, neglected women/children, the elderly, remote Indigenous communities, and others.

Poverty is when a person or group cannot fulfill their basic needs to maintain and develop their lives. Poverty is multidimensional and is caused by many interrelated factors, such as low quality of human resources, low motivation, views on family relationships, limited choices of adequate employment opportunities, and lack of creativity. Wulandari *et al*., (2022) explain several factors: high population growth rates, increasing unemployment, high population growth rates, which can cause limited employment opportunities in a country, low education, and individuals with adequacy. Low tend to need more skills, insight or knowledge to get a job, natural disasters occur, and income distribution is unequal.

## 3. METHODOLOGY

### 3.1 Research design

This research was conducted using a descriptive qualitative approach. Bogdan and Taylor in Moleong (2001) define qualitative methods as research procedures that produce descriptive data in the form of written or spoken words and also the behavior of people who, using a qualitative approach, are seen as more supportive and provide meaning in absorbing problems related to the core or the focus of this research.

### 3.2 Research Informants

The informants used by researchers in this research are individuals with knowledge and expertise in a particular field. Using a purposive sample technique is intended to make it easier for researchers to obtain accurate or actual data.

### 3.3 Scope and Location of Research

This research was conducted at the Department of Social Affairs, Women's Empowerment, Child Protection, Population Control and Family Planning in Malang City (Social Service P3AP2KB). The scope of research in this study is limited to the implementation of SLRT in overcoming poverty in Malang City and the supporting and inhibiting factors in this matter.

### 3.4 Data Collection and Analysis Techniques

The author used interview, observation and documentation techniques to collect data and information. Data was analyzed using the Miles and Huberman Model: data collection, condensation, data presentation and conclusion or verification (Sugiyono, 2019).

## 4. RESULTS AND DISCUSSION

An integrated service and referral system (SLRT) is a service system that helps identify the needs of the poor and vulnerable to poverty and connects them with social protection and poverty reduction programs organized by the government, both central, provincial and district/city, according to their needs. In Malang City, SLRT was established in 2013 but is still under the Ministry of Social Affairs of the Republic of Indonesia and has to be established independently. 2020 through Malang Mayor Regulation Number 5 of 2020, SLRT was formed and existed independently under the Malang City Social Service, Women's Empowerment, Child Protection, Population Control and Family Planning (Social Service P3AP2KB). With this Perwali, SLRT in Malang City can become independent and stand with support from the Malang City government. SLRT stands under the P3AP2KB social service and is structurally part of the Social Empowerment and Poor Handling Sector.

Communication is one of the most essential parts of its implementation. Communication at the beginning of the implementation of SLRT was carried out massively by the Ministry of Social Affairs, including Malang City. As one of the pioneer cities of SLRT, things such as socialization and employee training are carried out continuously. The Ministry of Social Affairs carried out socialization to provide materials and guidance to districts/cities in the SLRT implementation process. Emphasis is placed on providing material and matters relating to SLRT implementation procedures. There is provision and training regarding the service procedures, emphasizing the concept of SLRT services that are friendly to the community. There are also discussions with SLRT from other cities in activities like this. In discussions like this, of course, there is an exchange of ideas and a sharing of innovations so that they can become references or suggestions for the implementation development process of other districts/cities. In this case, a forum like this is a place for comparison so that we can provide criticism, suggestions and recommendations for other places in the SLRT implementation process. Collecting material from discussions like this will help provide recommendations, especially in implementing SLRT in Malang City.

Communication in the SLRT implementation process in Malang City is realized in coordination between volunteer workers (TKS) and social services to support the SLRT service process and especially to facilitate the evacuation process, which is usually carried out for people with special needs, such as ODGJ and also the community. Neglected like beggars, and so on. This coordination is a form of good communication, especially within the government agency. Some lines connect each part. Moreover, one of the lines that needs to be there is the coordination line. Where there is good coordination, there will be two-way communication, which can help support the running of the SLRT. SLRT coordination can be conducted openly between the social services and the volunteer workforce (TKS) in the field. This coordination is an effort to create two-way communication so that information is open between all parties in the SLRT implementation process.

The presentation of SLRT to the community is carried out through deliberations at the sub-district level, which aims to provide understanding and open up space for the community to understand the use of this SLRT. Moreover, this deliberation certainly fulfills what was stated at the beginning, that the delivery of information must be done well so that the public can understand. Moreover, implementing SLRT uses a coordination system between departments, especially between social services and volunteer workers (TKS), creating openness for all parties. Furthermore, a discussion space was opened to the public to convey criticism, suggestions and input through deliberation.

The sub-district meeting is a space for the community to provide complaints and input to obtain services from SLRT and assess the SLRT service process itself. This sub-district meeting aims to create open communication and information between the Malang

City government and the community. Sub-district meetings like this are also used when there are new programs and policies, especially those concerning matters relating to social assistance and other things, which are conveyed and explained to the community so that they can provide insight and understanding. Sub-district meetings like this are helpful so that the community can find out about the services and policies made by the government and participate in them. This is carried out routinely monthly for each sub-district to determine the extent of the data collection process. To also find out the extent to which social and other assistance is implemented and distributed by the targets set. Apart from that, one of the efforts to realize good communication is having volunteer workers (TKS) in each sub-district who are always available during working hours; people can go directly to the sub-district office to convey things according to their needs.

According to Edward III (in Awaliah *et al*., 2021), even though communication has been implemented clearly and consistently if the policy needs more resources to carry out the activities, then implementing the policy will be difficult. Qualified employees or TKS resources can support improving the quality of SLRT implementation. Two TKS people are assigned to each sub-district to be able to provide SLRT services to the community. Apart from that, there are exceptions for several sub-districts with four volunteer workers (TKS). The TKS placement is adjusted to the existing poverty level of the sub-district. Several sub-districts have high poverty levels, so this is also balanced with more TKS.

Several areas are prioritized using these criteria, namely that the poverty level is relatively high. The number of employees has increased to support the realization of better services and reach all communities. The process of recruiting employees or TKS is carried out by taking resources from the sub-district in question or the sub-district's sons and daughters. This is done in order to provide emotional closeness and with the aim that TKS candidates understand the problems that exist in the sub-district. Recruitment is done on a one-to-three basis. Each sub-district will be given space to nominate 3 TKS candidates; later, from these three candidates, they will be selected by the social service, and one person will be recruited.

Technical guidance is also provided to support quality improvement so that employees or TKS can master existing procedures and skillfully use existing facilities. Unique rooms are provided for each sub-district, and facilities such as workspaces and laptops are provided to support the data entry process. With the existing facilities, the service process can be carried out efficiently and without complicating things for the people who need the service. This technical guidance aims to enable TKS to use existing facilities and train them to provide SLRT service procedures. This training explicitly refers to excellent and correct data collection using the procedures that have been given. There is also training and technical guidance so that TKS can use existing facilities well to support the SLRT service process.

Disposition is the character and characteristics the implementer possesses, such as commitment, honesty, and democratic nature. If the implementor has a good disposition, he can carry out the policy as the policymaker desires. To realize the responsibilities of each party, which is the implementer, there needs to be efforts that can have a good impact. One social service effort is to recruit employees or TKS from native sons and daughters of existing sub-districts and sub-districts. This is, of course, pursued with the aim of fostering an attitude of responsibility among TKS so they can develop their regions.

By recruiting TKS from the community of the concerned subdistrict, they will understand the problems in that subdistrict. The aim of further impact is for TKS to become more aware and more responsible in providing services. This also ensures emotional closeness between TKS and the community in the sub-district concerned. With this emotional closeness, people become more open and less indifferent to getting services. This closeness creates openness between parties, especially TKS and the community. So that the SLRT service process can be easily implemented. Apart from that, there is also an assessment system for each existing TKS to measure the extent of their performance. Assessments like this become the basis or starting point for recruiting new TKS.

The assessment points will reference whether the TKS should be stopped or continued. The assessment method, in this case, can also be a factor that can influence employee performance. A strict and critical assessment will provide a benchmark for employees to work responsibly. This assessment also allows you to evaluate performance to get essential points, which can become suggestions or input for further performance. This assessment also comes from input and criticism from the community. Access is provided in a suggestion box and a particular WA number if the public wants to provide complaints and input regarding existing services. So, there are assessment points that the community can carry out in this case to control behavior patterns and the performance of TKS in the sub-district.

The bureaucratic structure tasked with implementing policies significantly influences policy implementation. The bureaucratic structure is one of the most essential things when implementing SLRT. It was explained earlier that the existing service process must be designed simply so people feel free. The SLRT service procedure is carried out in simple stages so that people can easily understand and get it. Supported by TKS, which is positioned in every sub-district, services

are closer to the community. People can come directly to their respective sub-districts to get existing services. They can also visit the service mall in Ramayana and go directly to the social service itself. Access to this place is opened so that it can comply with efficient and practical principles. People can go only some of the way to the social service to get services because there are TKS in their respective sub-districts. They opened in various places like this to provide convenience, especially regarding public access to time and place.

Currently, bureaucracy is required to be less complicated and closer to the community. So, standard operating procedures must be formulated simply so people can easily understand them. They are, moreover, given the certainty of time for the community to complete the existing stages and procedures. It was explained that the community has a guaranteed service period, namely three times 24 hours. This period is used from the complaint/data collection process to the data validation. The public is guaranteed a precise waiting period for the data validation process. Apart from that, the SLRT service procedures are all carried out free of charge without charging any fees.

Apart from that, there is also collaboration between fellow agencies. There are several activities involving several related agencies. The ones usually involved are the Health Office and the Population and Civil Registration Department. In this case, good relationships are built between fellow agencies so that if people need the services of related agencies, the social services can coordinate directly. This collaboration aims to make it easier for the public to obtain services. For example, people who experience problems with individual data can directly communicate this with the Population and Civil Registry Office and can immediately resolve it.

Supporting factors are things that can be used as resources to support the sustainability of a program. The convenience of the facilities supports the existing service process. With so many advances in facilities, the SLRT service process can be carried out in various ways. Moreover, of course, this will be convenient for the community. Moreover, existing technological advances can be used to develop existing service processes.

In public services, technological advances must, of course, be used in such a way as to improve the quality of existing services. With progress like this, SLRT services will continue to develop and make things easier for the community. This kind of network convenience supports the data collection because all data collection is done online. Apart from that, the ease of this network affects communication, which can be done without having to meet face-to-face, especially in critical situations. Coordination can be done by telephone. There is ease of suggestions, such as places to provide services as they are delivered. Services are carried out in various

places, such as in each sub-district, service mall or social service. Apart from that, the convenience of information technology opens up space for the public to criticize and make suggestions via existing social media. Apart from that, there are other factors, such as participation from the community, which is very helpful. This participation is not only limited to the community receiving services or the community taking part in the data collection process but also assisting the existing service process, as explained earlier. This participation also, of course, continues in the supervision process provided to the community. Criticism and input are exemplary forms of participation in improving the existing SLRT service process.

There will be obstacles to implementing policies or public services, of course. These inhibiting factors usually arise from natural phenomena or the implementer itself. There needs to be more human resources among employees, which can hamper the existing implementation process. This limitation is caused by, among other things, the level of education. This educational background will have an impact on the competencies of different TSKs.

On the other hand, the service procedures provided are the same. So, there needs to be more resources between existing TKS. This will, of course, impact the SLRT implementation process. Apart from that, there is also a tendency for individuals who do not have a sense of responsibility, which manifests itself in this sense of social responsibility. This sense of responsibility is essential to support the disposition and implementation process of the existing SLRT. Apart from that, there are also limited operational funds and even an unclear wage system for TKS in sub-districts. This could be a factor in decreasing participation and the level of responsibility of each existing TKS in the processes where TKS also sacrificed personal matters. Of course, this focus must be addressed, starting with clear regulations regarding the sustainability and protection of existing TKS, followed by clarity on operational funds and wage systems.

## 5. RESULTS AND DISCUSSION
SLRT is a service system that helps identify the needs of the poor and vulnerable to poverty and connects them with social protection and poverty reduction programs organized by the government. This integrated service and referral system allows people to access social assistance. This SLRT aims to ensure that people can be grouped and directed to programs according to their needs. In this case, SLRT requires precise and detailed data collection. In Malang itself, SLRT was established in 2013, initially under the guidance of the Ministry of Social Affairs of the Republic of Indonesia.

Initially, all types of operations and funding were guided directly by the Ministry of Social Affairs until in 2020, the Malang City Government issued

Malang Mayor Regulation Number 5 of 2020 concerning the Establishment of an Integrated Service and Referral System for Handling the Poor and Disabled People, which indicated that the Malang City SLRT was established independently under the regional government, especially under the Malang City Social Service, Women's Empowerment, Child Protection, Population Control and Family Planning agency (Social Service P3AP2KB). With this guardian, operationally, SLRT is under (P3AP2KB social service). All types of procedures and budgets are regulated and adjusted to the policies and regulations of the P3AP2KB social service agency.

In implementing this integrated service and referral system, various factors influence each existing process. Edward III (in Kridawati, 2011) stated that four factors interact with each other in policy implementation, namely communication factors, resource factors, disposition or attitude factors, and bureaucratic structure factors. In the SLRT implementation process, these four points also influence each other and are interconnected to influence existing processes.

According to Cook & Hunsaker (in Syarif *et al*., 2014), communication aims to improve coordination, share information and satisfy social needs. Thus, communication can support the achievement of organizational goals if communication within the organization runs effectively and efficiently. Successful policy implementation requires that the implementer knows what to do. The goals and objectives of the policy must be transmitted to the target group so that distortions in implementation will be reduced. Kridawati (2011) stated that it is essential to have consistent communication from top to bottom that is firm and clear so that there is no leeway for implementers to interpret it differently. There is a need for precision and accuracy of policy information, information regarding policy implementation mechanisms and rules conveyed to the right people, and accuracy and acceptance by implementers. Communication is a form of activity that can enable individuals to interpret thoughts and ideas through a system, which can be in the form of signals, symbols, verbal or behavioral (Desrinelti *et al*., 2021). Nurlaela *et al*., (2020) explain that communication positively affects policy implementation. This indicates that communication is essential to policy implementation because good communication means policies can be socialized and implemented well. Through communication, orders to implement policies are transmitted to the appropriate personnel clearly, and the message must be accurate and consistent. Policy implementation can run effectively if the policy implementer knows what must be done so that policy decisions can be passed on to the right people using accurate communication and carefully understood by the implementer.

In implementing SLRT in Malang City, information delivery must be done well. The research results show that for every new change, especially those related to SLRT services, the social service always makes efforts so that TKS knows and understands immediately. This is done in various ways, such as direct outreach by the Social Service to volunteer workers from every sub-district in Malang. Based on the results of observations from researchers, this is also carried out by the Social Service by frequently conducting outreach to TKS at the SLRT secretariat in Sulfate. Every time, new programs or things will be socialized. This supports the creation of information transmission so that there are no misunderstandings or different interpretations of these things.

This kind of outreach is essential in conveying information. In socialization, of course, there will be discussion and dialogue; in this case, it is essential to discuss information and new things together to produce the same perception. Communication skills in socialization like this are directed so that activity implementers can negotiate with each other and find points of understanding/consensus that are mutually beneficial. Consensus that is built can improve personal performance at work by finding win-win solution conditions for every problem. The importance of socialization lies in discussion and exchanging ideas. It was explained earlier that there must be clarity in the information conveyed so that it does not give rise to different perceptions or interpretations. For example, if TKS needs to be understood, it can be explained immediately. Alternatively, there may be new things in other sub-districts that affect the existing service processes, which could be an input point for TKS in other sub-districts or Social Services. This socialization is also a forum in which TKS in sub-districts can convey criticism and suggestions to the Social Service if there are disturbing things, especially in the implementation process of SLRT. TKS also said that everything related to activities in the field, including administrative services and evacuations, was consistently reported to the Social Service, especially regarding evacuation for several problems, such as people with mental disorders or displaced communities.

For the evacuation process for problems like this, the TKS in the field always coordinates with the social services so that help can be provided immediately, as well as the following processes. People with mental disorders are immediately evacuated to RSJ or a rehabilitation center in Banyuwangi, usually with assistance from the Malang City Health Service. Communication between these parties is essential to make these processes more manageable. Good coordination will undoubtedly make the steps taken easier. Take your time with each other and pass on responsibilities because there is explicit coordination. This kind of coordination is a form of good communication within an organization.

Moreover, this is a government agency, and with coordination, communication occurs in not only one direction but in two directions. Moreover, this is one of the good factors that can positively impact the process of implementing public policy. Apart from that, there was also coordination with other departments. In this case, building relationships with other agencies to support the evacuation process is a form of good cooperation.

Apart from that, the communication process occurs with employees or TKS and the community as policy targets. The first and most important thing is socialization about SLRT and its various types of services. Malang City has implemented SLRT since 2013; various outreach efforts have been made to the community. The most frequent and intensive thing carried out by the social service is through sub-district deliberations.

Socialization is carried out as a form of conveying information to the public. One of the things carried out in the picture above is the village deliberation. In this sub-district meeting, matters related to SLRT, both the service system and service procedures, are conveyed to the community. In this sub-district deliberation, there will be discussions regarding possible input or suggestions regarding the SLRT services provided. Sub-district deliberation This sub-district deliberation is routinely held once a month. This is an effort to make communication between the community, TKS and the social services itself closer. With this sub-district deliberation, at least there will be openness of information from the Social Service itself to the community. As explained earlier, two-way communication is essential to support the implementation of SLRT.

The research results also explain that the community can submit or provide comments during sub-district deliberations. Some may not receive social assistance benefits so that they will be processed immediately. This sub-district deliberation is essential so that the SLRT service process can adapt to existing community developments. With the village deliberation, it is possible to find several things that influence the condition of the community or other things so that they can be considered in the SLRT service process.

Resources are an essential factor in policy implementation. When communication is running, the information is conveyed clearly, but in carrying out the implementation, the implementor must be supported by qualified resources. If the personnel responsible for implementing the policy lack the resources to do the job effectively, then the policy implementation will not be effective. In policy implementation, resources are the driving force of the policy. Resources become actors who make policy statements, especially public services, from just a concept in written form to real. If sufficient resources accompany a policy, it will help implement the

policy. In this case, resources are divided into human resources, facilities and infrastructure.

Human resources are currently an essential actor in implementing public policy. Success or failure depends on the ability of human resources to carry out their duties and functions. Humans always play an active role and are always dominant in every organizational activity because they are planners and perpetrators and determine the realization of organizational goals. One of the considerations for increasing human resources is to look at the varied educational backgrounds of TKS. So, there needs to be training and coaching so that they have the skills to provide SLRT services. Therefore, the social service provides technical guidance routinely twice a year.

This technical guidance aims to train TKS to provide SLRT services by procedures. This technical guidance emphasizes skills for inputting data and also validating data. They are trained and given instructions to understand data collection procedures appropriately and orderly. Training like this aims to improve the skills and abilities of existing TKS. With training like this, it is hoped that there will be an equal distribution of human resources rather than TKS in each sub-district. Training like this also fulfills the existing communication factor between TKS to share criticism and suggestions.

Apart from that, there is also an emphasis on the quantity factor of TKS in the field. For several sub-districts with high poverty levels, 4 TKS will be placed in one sub-district, such as in Kotalama and Mergosono sub-districts. This is not without a precise aim so that the service process can be provided optimally in accordance with the community's many needs due to the poverty line. The research results also show that this is deemed necessary considering that in sub-districts that have high levels of poverty, community problems are becoming more numerous and varied, such as neglected people, people with disabilities and disabilities.

Infrastructure is, of course, one of the most influential factors in implementing public policy and supporting human resources. With facilities like this, the policy implementation process will likely be carried out according to targets. In implementing SLRT, TKS is given workspace in each sub-district and laptops to support existing service processes. The facilities provided aim to ensure that the existing service process can be carried out well and smoothly. It also provides convenience to the people in each sub-district. Apart from that, in other processes, such as evacuation, the TKS explained that they received support from parties such as sub-districts and also several individuals who volunteered their facilities to be used if there was an emergency. In this case, facilities are very helpful in the smooth running of every existing process. Apart from that, operational funding is provided in the amount of 2

million per TKS, which is used monthly to support existing service processes.

According to Edward III (in Herlina, 2020), disposition in policy implementation means the tendency, desire or agreement of implementers to implement a policy to carry out exemplary policy implementation. This is another essential thing in policy implementation because implementers have to know and understand what must be done and have the will to carry out a policy. Disposition is also the character and characteristics possessed by implementers, manifested in an attitude of commitment, honesty and a democratic attitude. Implementers with a good disposition are likelier to carry out policies according to policymakers' desires (Herlina, 2020).

Based on the research results, the implementation process of SLRT is shown by the existence of various service processes provided by TKS in each sub-district. We see the efforts made by the Social Service to create a TKS that is responsible and has a strong desire to provide services, namely by recruiting native sons and daughters from the local area. In this case, TKS are recruited from residents of the sub-district concerned. Social service aims to help those who become TKS feel and see the situation in their sub-district, increasing responsibility and willingness to provide services to residents. Apart from that, there is also a selection process carried out every year by the Social Service to provide an effect so that the TKS works seriously. This is done to correct the performance of TKS in the field. The social service also provides a space for complaints to the public so they can become agents in assessing the performance of the TKS itself. The community is invited by the Social Service to control the SLRT implementation process to ensure that TKS can work according to existing procedures. An assessment process like this is deemed necessary to improve the quality of service and the responsibilities given. Assigning tasks and functions can also affect responsibilities. The TKS in the field are the first line or the first parties to become executors if there is a societal problem, especially regarding the condition of society. Based on the research results, the responsibilities of TKS in sub-districts are also demonstrated by providing services even on holidays. This was demonstrated by several TKS in Kedungkandang District evacuating ODGJ and stranded people on holidays. Things like this are a form of responsibility given as a form of disposition from the TKS.

The bureaucratic structure has a positive effect on policy implementation. This indicates that the bureaucratic structure is essential to policy implementation because a good structure means policies can be implemented well (Nurlaela *et al.*, 2020). Edward III (in Nurlaela *et al.*, 2020) stated that policy implementation would also run effectively if there is a bureaucratic structure that implements policies in which

there are two main aspects, namely Standard Operating Procedures (SOP) and fragmentation. SOP concerns the procedures provided as stages of service. Meanwhile, fragmentation is more about dividing responsibilities into sections and coordinating them. In implementing SLRT, there are only a few stages in the service procedures provided to the community.

It was explained that if the community wants to apply as a recipient of social assistance benefits, it can directly contact the TKS officers in the sub-district, provided they bring documents such as KTP and KK. For the data collection process, the community only needs to do this and fill out several questionnaires according to the application requirements, which TKS will later assist. After that, the data collection process will continue at the social services level for immediate validation and submission to the Ministry of Social Affairs to be immediately designated as a beneficiary. So, the procedures given to the community are only the initial stages. Apart from that, to make the procedure more accessible, it is supported by the existence of services in sub-districts by TKS or at the public service mall in Ramayana, or people can go directly to the Social Services office themselves. Providing options like this aims to make it easier for people to get services, prioritizing efficient and practical principles. Apart from that, all services provided by SLRT are free of charge to the community. The social service also guarantees 72 hours from the time of the complaint to the data assessment at the social service.

During evacuation, the community only needs to report to the TKS in the sub-district concerned. Research results and public reports can be made via electronic media, especially cell phones. Moreover, the TKS will immediately process it in the sub-district concerned. In the evacuation process, the TKS will coordinate with the social services themselves to facilitate the existing process, especially when they encounter people who do not have precise data. This usually means that the social service directly coordinates with the Malang City Population and Civil Registration Department to continue the evacuation stages. This also shows fragmentation, which refers to the division of responsibilities, which is very important so that no work overlaps. The data presentation explained that each section in the SLRT had its duties and responsibilities. Also, the research results in the field for each TKS in the sub-district are always coordinated. This is necessary to help streamline services and provide convenience to the community.

There are also supporting and inhibiting factors in implementing an integrated service and referral system. In implementing public policy, these two factors are always considered in the processes that will be implemented. These two factors determine the success or failure of a policy implementation. Supporting factors can be an additional point to improve the quality of

implementation, especially in public policy. In implementing public services, supporting factors can be an alternative for developing service variations and improving services to be more efficient and effective.

In the process of implementing SLRT in Malang City, there are several supporting factors, such as technological advances and also participation from the community. Technological advances are a crucial factor in improving services. Since everything is online, public services must also be required to do the same. Advances greatly help the data collection process in SLRT in this technology. With the improvement in the network, data collection has become more accessible.

Moreover, electronic identity cards now make it easier to collect data on existing communities. The quality of the existing internet network makes communication and coordination easier. Technological advances allow people to have media to convey suggestions and criticism. This is marked by a service complaint page to the Social Service via the website and WhatsApp. Apart from that, there is also good participation from the community; apart from making the data collection process easier regarding evacuation or field handling, quite a few TKS also get help from the local community.

Apart from that, several factors are still obstacles in the SLRT implementation process. Inhibiting factors like this usually hurt public policy in the process of implementing public policy. In implementing SLRT in Malang City, one of the inhibiting factors is the educational background of TKS, which still varies. Educational backgrounds vary, from high school to bachelor's degrees. This leads to the quality of human resources rather than TKS itself. This difference concerns the competency of each existing TKS. Where they must collide with the same service procedures, some gaps will occur due to differences in human resources. This educational background is one of the most influential factors in developing the quality of human resources. TKS' educational backgrounds are different, and they must master service procedures and use existing facilities equally and evenly. The need for more human resources in mastering existing technology has become an inhibiting factor in implementation.

Furthermore, this refers to the aspect of responsibility carried out, where the interviews' results explain that many TKS still need a great sense of responsibility for their duties. However, researchers say this obstacle is closely related to other obstacles in the field. One of the obstacles is operational funds and a transparent salary system. TKS often complains about inadequate operational funds for the services provided. Furthermore, A transparent salary system needs to be provided. Apart from that, this also leads to the fact that there are no clear regulations governing the status and position of these TKS, so they do not have a clear salary.

## 6. CONCLUSIONS

Based on the research and discussions, it can be concluded that in the implementation process, the Malang City SLRT became one unit with the Social Welfare Center. It was explained that the Integrated Service and Referral System (SLRT) is the service, and the Social Welfare Center is the institution. In the process, SLRT is not only limited to the data collection process but is also at the forefront of every community problem, such as poverty, neglected people, etc. There are four factors, namely, the communication process is carried out by means of outreach to employees or in the field. It is called Voluntary Labor (TKS). Human resources consist of employees and facilities such as workspace in each sub-district and are provided with facilities such as laptops and operational funds, disposition with TKS recruited being sons and daughters from each sub-district who will be given an assessment every year to be able to criticize the performance. The bureaucratic structure with Standard Operating Procedures (SOP) is made as simple as possible, and the service process provided to the community is made, especially to the community, into simple stages.

Supporting factors for implementation include ease of facilities such as advances in technology and infrastructure, thus supporting services and facilitating coordination between fellow TKS and social services, as well as good participation from the community in the service process provided. The inhibiting factors are TKS resources, which are caused by varied educational backgrounds, a lack of sense of responsibility and social spirit among TKS, clear regulations for TKS to protect TKS, and operational funds deemed inadequate for each process. SLRT services and the absence of a transparent wage system.

From the descriptions above, the researcher provides suggestions for increasing the portion of sub-district deliberations and outreach to TKS and the community and technical guidance to TKS, which is carried out more regularly. Recruitment procedures are carried out well and fairly, and of course, to uphold the quality of existing human resources, perhaps more routinely, to further encourage capacity building and increase operational funds.

## REFERENCES

- Adit Agus Prastyo, 2010. Analysis of Factors that Influence Poverty Levels, Semarang: UNDIPPRESS.
- Agus, Erwan Purwanto and Dyah Ratih Sulistyastuti. 2012. Implementation of Public Policy. Concept and Application in Indonesia. Yogyakarta: Gava Media.
- Agus Widiatmo, 2 Adit Agus Prastyo, 2010. Analisis Faktor-Faktor yang Mempengaruhi Tingkat Kemiskinan, Semarang: UNDIPPRESS.

- Agus, Erwan Purwanto dan Dyah Ratih Sulistyastuti. 2012. Implementasi Kebijakan Publik. Konsep dan Aplikasinya di Indonesia. Yogyakarta: Gava Media.
- Agus Widiatmo, 2020. Membangun Slrt Dalam Program Pemberdayaan Sosial Dan Penanggulangan Kemiskinan, Jurnal Quantum Volume 16, Nomor 1.
- Ahmad Lauhil Mahfudz, dkk, 2022. Efektivitas Penyelenggaraan Sistem Layanan Dan Rujukan Terpadu (Slrt) Oleh Dinas Sosial Dalam Penanganan Kemiskinan Di Kota Bekasi, Jurnal Ilmu Pemerintahan Volume 10.
- Akbar Taufik, dkk. 2018. Kampung Tematik Sebagai Bentuk Partisipasi Masyarakat Dalam Permasalahan Permukiman Kumuh Di Kota Malang, Jurnal Wahana Volume 70, Nomor 2.
- Ardito Bhinadi, 2017. Penanggulangan Kemiskinan dan Pemberdayaan Masyarakat, Yogyakarta: Deepublish.
- Berliani, K. (2021). Pengaruh Tingkat Pengangguran, Tingkat Pendidikan dan Laju Pertumbuhan Penduduk Terhadap Tingkat Kemiskinan Penduduk Provinsi Jawa Barat Tahun 2015-2020, Jurnal Ilmiah Indonesia Volume 6, Nomor 2.
- Budi Winarno. 2008. Kebijakan Publik, Jakarta: Pt. Buku Kita.
- Damayanti Alvina, dkk. 2022. Pengaruh Tingkat Pengangguran Terbuka Dan Pertumbuhan Penduduk Terhadap Tingkat Kemiskinan Di Kota Malang, Journal Of Economics Volume 2, Nomor 1.
- Dwi Heru Sukoco, 2020. Efektivitas Sistem Layanan Dan Rujukan Terpadu "Sabilulungan" Kabupaten Bandung, Jurnal Ilmiah Pekerjaan Sosial Volume 19, Nomor 1.
- Dwi Afina, H., Hariyanto, T. and Sukowati, P. (2023) 'Sanitation Program for Communities in Kepanjen, Malang Regencyof Indonesia', *International Journal of Research in Social Science and Humanitie*, 04(07), pp. 24–28. doi: 10.47505/ijrss.2023.v4.7.5.
- Firda Awaliah, dkk. 2021. Implementasi Kebijakan Sistem Layanan Dan Rujukan Terpadu Untuk Penanganan Fakir Miskin Dan Orang Tidak Mampu Di Kota Serang, Jurnal Ilmiah Ilmu Administrasi Negara Volume 8, Nomor 3.
- Handayani Sri, dkk. 2023. Capaian SDGs pada Institusi Pemerintah Desa, Journal of Governance Innovation Volume 5, Nomor 1.
- Indra Maipita, 2014. Mengukur Kemiskinan dan Distribusi Pendapatan, Yogyakarta: UPP STIM YKPN.
- Kinasih Prining Tyas Gultom, 2016. Faktor-Faktor Yang Mempengaruhi Kemiskinan Provinsi Di Indonesia Tahun 2009-2013, Universitas Atma Jaya Yogyakarta.
- Kridawati Sadhana, 2011. Realitas Kebijakan Publik, Penerbit Universitas Negeri Malang (UM PRESS), Malang.
- Kurniawan Roby. 2013. Analisis Pengaruh PDRB, Upah Minimum Kabupaten/Kota dan Inflasi terhadap Pengangguran Terbuka di Kota Malang Tahun 1980-2011.
- Marten Prasetyo Junior, 2016. Inovasi Pelayanan Publik, Jurusan Ilmu Pemerintahan.
- Moleong, Lexy J, 2001. Metedologi Penelitian Kualitatif, PT Remaja Rosda Karya: Bandung.
- Moleong, Lexy J, 2017. Metedologi Penelitian Kualitatif, PT Remaja Rosda Karya: Bandung.
- Mukarom, Zaenal, Muhibudin Wijaya Laksana, 2016. Membangun Kinerja Pelayanan Publik Menuju Clean Government and Good Governance, Bandung: Pustaka Setia.
- Mulyadi. 2016.Sistem Akuntansi, Edisi Keempat. Jakarta: Salemba Empat.
- Munir Moh. Dilema Pengangguran: Salah Satu Strategi Alternatif Jalan Keluarnya.
- Nawawi. 2009. Public Policy: Analisis, Strategi Advokasi Teori dan Praktek, Putra Media Nusantara (PMN).
- Niluh Putri Susanti, 2021. Evaluasi Pelaksanaan Sistem Layanan Dan Rujukan Terpadu (Slrt) Dalam Mewujudkan Kesejahteraan Sosial Di Kota Sukabumi Provinsi Jawa Barat, Jurnal SOSTECH Volume 1, Nomor 3.
- Ni Ketut Riani, 2021. Strategi Peningkatan Pelayanan Publik, Jurnal Inovasi Penelitian Volume 1, Nomor 11
- Nurlaela, dkk. 2020. Membaca Aspek Komunikasi, Sumberdaya, Disposisi, Dan Struktur Birokrasi Dalam Kebijakan Publik: Studi Implementasi Program Pertemuan Peningkatan Kemampuan Keluarga Dinas Sosial Kabupaten Cilacap, Jurnal Ilmiah Administrasi Public Dan Pembangunan Volume 11, nomor 1.
- Pasalong, Harbani. 2012. Teori Administrasi Publik, Bandung: Alfabeta.
- Perdana Putri, R., Hariyanto, T. and Prianto, B. (2023) 'Implementation of Emergency Patient Services at Regional General Hospital Dr. Saiful Anwar Malang, Indonesia', *International Journal of Research in Social Science and Humanities*, 04(09), pp. 18–26. doi: 10.47505/ijrss.2023.v4.9.2.
- Rahmadhania Citra. 2013. Analisis Pendapatan Para Migran Sektor Informal Untuk Bertahan Hidup.
- Rasman, dkk. 2019. Implementasi Kebijakan Pemerintah Desa.
- Rian Nugroho,2012. Public Policy, Kompas Gramedia, Jakarta.
- Ruja Nyoman. 2022. Kemiskinan Dan Perubahan Sosial: Sebuah Model Transformasi Pemberdayaan Masyarakat Di Indonesia, Jurnal Ilmu Sosial dan Humaniora Volume11, Nomor 3.
- Sari Wulandari, dkk. 2022. Kebijakan Anti Kemiskinan Program Pemerintah Dalam

Penananggulangan Kemiskinan Di Indonesia, Jurnal Inovasi Penelitian Volume 2, Nomor 10.

- Sasmito Cahyo, dkk. 2018. Implementasi Pemberdayaan Masyarakat Dalam Program Keluarga Harapan Untuk Memutus Rantai Kemiskinan Di Kota Malang, Jurnal Politik dan Sosial Kemasyarakatan Volume 10, Nomor 2.
- Sinambela, Lijan Poltak.Dkk. 2010. Reformasi Pelayanan Publik, Jakarta: Bumi Aksara.
- Sri Hartini Jatmikowati, 2013. Manajemen Pelayanan Publik Menuju Good Governance, Malang: UM Press.
- Sri Rahayu Suharta, Firman Firdausi, 2019. Efektivitas Sistem Informasi Kelurahan (Sik) Dalam Meningkatkan Pelayanan Publik, Jurnal Ilmu Sosial dan Politik Volume 8, Nomor 2.
- Sugiyono. 2007. Metode Penelitian Kuantitatif Kualitatif dan R&D, Bandung: Alfabeta.
- Sugiyono. 2014. Metode Penelitian Pendidikan Pendekatan Kuantitatif, Kualitatif, dan R&D, Bandung: Alfabeta.
- Sugiyono. 2019. "Metode Penelitian Kuantitatif, Kualitatif, dan R&D, Bandung: Alphabet.
- Suhartono Dicky, dkk. 2014. Kajian Tentang Makna, Penyebab, dan Strategi Penanggulangan Kemiskinan, Jurnal Wacana Volume 17, Nomor 4.
- Sukamti Sri, dkk. 2018. Pengaruh Tingkat Pendidikan Terhadap Tingkat Kesejahteraan Masyarakat di Kelurahan Kesatrian Kota Malang, Technomedia Journal Volume 3, Nomor 1.
- Suparlan, Parsudi. 2000. Kemiskinan Perkotaan dan Alternatif Penanganannya, Ditujukkan dalam Seminar Forum Perkotaan. Departemen Permukiman dan Prasarana Wilayah. Jakarta.
- Suratman. 2017. Generasi Implementasi dan Evaluasi Kebijakan Publik, Surabaya: Capiya Publishing.
- Tunisa Fadilah, dkk. 2022. Pemberdayaan Masyarakat Melalui Penyuluhan Pencegahan Stunting Di Kelurahan Bagan Besar Kota Dumai, Jurnal Pengabdian Mandiri Volume 1, Nomor 9.
- Zahroh Sofiatuz. 2017. Analisis Pengaruh Pdrb, Angkatan Kerja, Dan Upah Minimum Terhadap Pengangguran Di Kota Malang.
- Zulia Saidah, Indah Prabawati. Implementasi Sistem Layanan Dan Rujukan Terpadu (Slrt) Di Kelurahan Wates Kecamatan Magersari Kota Mojokerto.Service and Referral System (Slrt) in Wates Village, Magersari District, Mojokerto City.

**Cite This Article:** Yoanes Pilo Purnama, Tommy Hariyanto, Saudah (2024). Analysis of Integrated Service and Reference Systems in Overcoming Poverty. *EAS J Humanit Cult Stud, 6*(3), 93-103.