



POLICY IMPLEMENTATION ON INTEGRATED REFERRAL SERVICE SYSTEM PROGRAM OF POVERTY ALLEVIATION IN BANDUNG CITY, WEST JAVA, INDONESIA

By

Andre Ariesmansyah¹, Dea Melati²

¹Department of Public Administration, University of Pasundan, Indonesia

²Department of Public Administration, STIA Bagasasi, Indonesia

Email: ¹andre.ariesmansyah@unpas.ac.id, ²deamelati14@gmail.com

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ABSTRACT

Integrated Referral Service System (IRSS) program is a service system to assist the poor in their needs through poverty reduction and social protection programs. One of them is the government makes a program or policy to be able to serve various social services in reducing poverty. It was found that the implementation of the Integrated Referral Service System program policy in its implementation involved legal rules and other regional regulations. This study aims to determine and describe the extent of policy implementation in the Integrated Referral Service System program at the Bandung City Social Service. This research report discusses the implementation of policies regarding the Integrated Referral Service System program, the obstacles faced and the efforts made by the Bandung City Social Service through the Puskesmas assistant for Integrated Referral Service System implementation or facilitators in the Maleber village. The research method used in this method is a qualitative research method. Data collection techniques used are observation, interviews, and documentation. This research is a comparison in policy implementation is the theory of David L. Weimer and Aidan R. Vining (2014) namely Policy Logic, Environment in which Policy is Operated, and Implementor Capability. There were four informants in this study, namely the Head of Protection and Social Security, Head of the Service and Referral Section, Integrated Referral Service System of Implementing Facilitators and people who use Integrated Referral Service System. The conclusions drawn in this study are based on indicators that the Policy Implementation regarding the Integrated Referral Service System program in Bandung City through the Social Health Center in Maleber Village from 2019 to 2020 experienced a fairly high increase. Due to the large number of poor and underprivileged people who need assistance in the form of complaints about social problems, especially the impact of the covid 19. Poverty Reduction at the Bandung City Social Service is quite optimal, it's just that there are some obstacles regarding infrastructure and understanding in carrying out various complaints and services to the public. Integrated Referral Service System Health Center Scores.

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Corresponding Author:

Andre Ariesmansyah,
Department of Public Administration,
University of Pasundan,
68 Lengkong Besar Road, Bandung City, West Java, Indonesia.
Email: andre.ariesmansyah@unpas.ac.id

1. INTRODUCTION

Social protection is an action taken to reduce poverty. Especially the large number of residents in the city of Bandung who experience problems in poverty. One of them is the government making a program or policy to be able to serve various social services in reducing poverty, namely the Integrated Referral Service System. Judging from the

rules or guidelines according to the Minister of Social Affairs Regulation No. 15 of 2018 concerning the Integrated Referral Service System for Handling the Poor and Underprivileged People. Then there is Regional Regulation No. 4 of 2020 concerning Poverty Alleviation which refers to the poor to fulfill their proper needs for the life of themselves and their families in the form of serving integrated referrals. Bandung Mayor Regulation Number 1554 of 2018 (Bandung Mayor Regulation, 2018) The focus of the problem regarding the Integrated Service System policy is a service system that describes the needs and complaints of the poor and poor people and makes referrals to program managers for handling the poor and underprivileged both at the center and in the regions with responsive, Aspirational, Fast and Responsive.

The Integrated Referral Service System is a service system to assist the poor in their needs through poverty reduction and social protection programs. The Integrated Referral Service System is organized by the government and becomes important for the poor because it is able to help handle referrals to the community, of course, to monitor complaints and complaints that occur. The function of the Integrated Referral Service System is to combine data, services and information as well as to understand the handling of complaints and referrals. The government makes services to the poor only come to one place to be able to access various kinds of one-stop social services by entering the Integrated Social Welfare Data through programs that will be carried out such as the Non-Cash Food Assistance Program, Healthy Indonesia Card, Smart Indonesia Card and others. This data is managed under the Ministry of Social Affairs through the Social Welfare Center as a forum for programs through an integrated service and referral system. This is done to plan programs such as social assistance based on the criteria by filling in the name and address of the recipient. It is hoped that by making this data the government can be right on target. The main targets of this program are the poorest communities including family members, persons with disabilities, people who live in remote areas, and others.

Program Implementation of policies in developing a referral service program requires a strategy as a suitable supporting factor for one of the small or poor communities so that their existence is always prioritized, by optimizing their resources effectively and rationally through one-stop services to build social protection. The implementation of these complaints and referrals is carried out by social welfare centers as a direct service in understanding their rights through social services. Seen from 30 sub-districts and 151 sub-districts, they now have Social Welfare Centers equipped with Front Offices, Back Offices, Supervisors and facilitators to test data for the poor, PMKS, and the underprivileged.

Especially in the current Covid-19 Pandemic situation, the increased collaboration between the social service and this program makes the community have to understand more about how social services work together in each Kelurahan so that the function of this service becomes more responsive because of the large number of poor people. The role of the Citarum Champion Integrated Referral Service System is to socialize social assistance programs organized by the government through manual one-stop service by expanding the social safety net. This makes it easier for the community to address social protection and poverty reduction effectively. The focus of the Citarum Champion SLRT research in Bandung City, Maleber Village, Andir District, has the largest number of SLRT data because of the large number of poor and underprivileged people who have complaints in various social problems, for example consisting of health, education and residents who are not included in the Integrated Social Welfare Data.

In relation to the policy implementation of the Integrated Referral Service System program, the Policy Implementation is one of the policies that must be implemented against the impacts or objectives that have been planned in advance to make a decision. According to the opinion of Van Meter and Van Horn in Parsons (1995: 461) and Wibawa (1994: 15) (Sa'idah & Prabawati, 2019): "Implementation of policies as actions taken by government and private (organizations) both individually and in groups intended to achieve goals". According to the Opinion of Kamal Alamsyah (2016) (Alamsyah, 2016) "The implementation of a public policy is very dependent on the formulation of policies that will be prepared to achieve the goals that have been set". The existence of an action for the Integrated Referral Service System program in poverty alleviation at the Bandung City Social Service by making policies into good actions so that the program can be achieved. Therefore, to find out the Integrated Referral Service System program, the researchers are interested in conducting research on the issue of "Policy Implementation Regarding the Integrated Referral Service System Program for Poverty Reduction in the City of Bandung." With the leading sector of the Bandung City Social Service.

2. RESEARCH METHOD

The type of research used in this research is through descriptive method with a qualitative approach. Qualitative approach is a phenomenon that describes the process of deep communication interaction between researchers and the phenomenon to be studied. This qualitative approach provides information for the development of science so that it can be usefully implemented on various problems. According to Bogdan and Taylor (1992: 3) (in Leo Agustino, 2003) argues that "qualitative research is one of the research procedures that produces descriptive data



in the form of speech or writing and the behavior of the people being observed". Based on this opinion, to find facts and data in a scientifically qualitative approach, of course, researchers describe the data collected using descriptive research methods. According to John W. Creswell in his book Educational Research, qualitative research is methods to explore and understand the meaning that some individuals or groups of people perceive as stemming from social or humanitarian problems. The qualitative research process involves important efforts, such as asking questions and procedures, collecting specific data from participants.

Tabel 1 The Operational Parameter

Variable	Dimension	Parameter	Informant	Data collection technique
	1. Policy Logic	1. Rational Program	1. Head of Social Protection and Security	Observation, Interview and Documentation
		2. Fundamental problem	2. Head of Service and Referral Section	
		3. Desired goals and benefits	3. SLRT Implementing Assistant 4. People who use SLRT	
Policy Implementation	2. The Environment Where Policies Are Operated	1. Rule of law		Observation, Interview and Documentation
		2. Agencies, Institutions and other related parties		
	3. Implementor Ability	1. Goal understanding 2. Human Resources 3. Communication and coordination 4. Inhibiting and supporting factors		Observation, Interview and Documentation

Data Analysis Techniques is a process of systematically searching and compiling data which will be interpreted as information material in making conclusions so that they are easier to understand. According to Miles and Huberman (in Sugiyono, 2017: 133), argues that "activities in qualitative data analysis are carried out interactively and take place continuously until complete, so that the data is saturated, these activities are in the form of data reduction, data presentation and data verification".

3. RESULTS AND ANALYSIS

The results of the study based on observations that have been made that the implementation of policies regarding the Integrated Referral Service System program is indeed not optimal. Judging from the rules or guidelines according to the Minister of Social Affairs Regulation No. 15 of 2018 concerning the Integrated Referral Service System for Handling the Poor and Poor People. Then there is Regional Regulation No. 4 of 2020 concerning Poverty Alleviation which refers to the poor to meet their proper needs for the life of themselves and their families in the form of serving integrated referrals. Bandung Mayor Regulation Number 1554 of 2018 (Bandung Mayor Regulation, 2018) the focus of the problem is the Integrated Service System policies. The Integrated Referral Service System program has agencies or institutions involved to file various complaints such as agencies, foundations and implementing assistants or facilitators. Especially those related to health, it is involved to the Health Office to have a Healthy Indonesia Card and Smart Indonesia Card it is involved with the Education Office and others.

This can be seen from the increase in cooperation between the social service and this program, which makes people have to understand more about how social services work together in each area so that the function of this service becomes more responsive because many poor people have complaints about various social problems. With the existence of social protection, Integrated Referral Service System can be served one door through the Puskesmas or kelurahan as implementing assistants. Another obstacle that affects the Integrated Referral Service System program is that human resources are not optimal to be given honorarium assistance for facilitators, supervisors, front offices, and back offices in solving problems such as assistance for the poor for complaint services to the Social Health Center and then used as DTKS.

The implementation of the city is led by a Manager and supported by a Facilitator at the community level as a companion for implementing the Integrated Referral Service System. The supervisory roles and functions of the facilitators are carried out by the supervisor at the *kelurahan* level as a liaison between managers and facilitators. The task of the facilitator as a facilitator for implementing Integrated Referral Service System in the *kelurahan* is to carry out outreach and assistance to the community to record various complaints from the poor and underprivileged, record program needs in serving the community such as health and education and other social

assistance. Then it is reported to the Bandung City Social Service as the Integrated Referral Service System manager, the head of the service section and referrals through the supervisor to be included in the Integrated Social Welfare Data.

Another thing that becomes an obstacle in the Citar Champion SLRT program is that the effective facilities and infrastructure in the Integrated Referral Service System health center are not yet optimal, the Maleber village must provide understanding to the underprivileged residents, especially RT and Rw along with volunteers in the field, especially understanding of the requirements and procedures for applying for Integrated Social Welfare Data or these poor people do have to go through long requirements. However, currently in the city of Bandung the service through the application is not optimal, only through manual coordination by coming to the Social Health Center. So that the OPD that is carried out is not integrated properly because it does not make an application that is carried out by the central policy by the Mayor. For this reason, it is necessary to coordinate with relevant parties in the regions in providing referrals for complaints with the achievement of effective goals.

3.1 Policy Logic

Policy Logic is a program formed to solve problems in society, especially programs that are formed must be reasonable and get theoretical support. Information is one of the factors that influence the implementation of a policy/program. Various programs of a policy must cover various aspects so that it can be implemented on a practical measure according to the target group to achieve the expected goals. Paying attention to various aspects, fundamental problems in influencing a policy and the desired goals. The basic problem with the Citar Juara Bandung City Integrated Referral Service System is that the poor or underprivileged residents still lack information and irrelevant data because they have submitted various complaints to the service. So that Integrated Referral Service System should connect information and data through application services, but currently in the city of Bandung the service through the application is not optimal, only through manual coordination by coming to the Health Center. So that the OPD that is carried out is not integrated properly because it does not make an application that is carried out by the central policy by the Mayor.

“The implementation of this policy has become a program that runs to socialization, the initial implementation of which is manual. But from the planning, there is already support from the Bandung City Regional Budget. Because it is manual, but we want to implement it systematically using IT, we propose a computer procurement budget of 151 for 151 Kelurahan. So that after the Kelurahan got the support, it was because the budget was limited, but that was the main thing because from the manual it could run until it was computerized. However, network or online, although it is not visible, what is the purpose and objective of this so that services and referrals in the region can be handled immediately.”

The Head of the Service and Referral Section who said:

“For the implementation of the Integrated Referral Service System program policy in Bandung City, the first is because there is Perda no. 4 of 2020 concerning Poverty Reduction, the second is Perwal no. 1554 of 2018 concerning Integrated Referral Service System It has been well implemented at the regional level, city level as well as from the business world level down to the foundation and partnerships have been socialized. In fact, it has been formed in 151 sub-districts whose names are Integrated Referral Service System. Their respective logos depend on their name and their mission to follow the city-level Integrated Referral Service System”

“It's quite good, if in the city of Bandung it is about the Social Service which opens the Integrated Referral Service System. This means that in the past, when we went to the field, we looked for verification of data in the field, first using a manual, then we sent it to the Social Service. I looked around the houses, it turns out that now it's more for us to verify in the field, it can be entered directly into the Integrated Referral Service System and can be connected to the Social Service link. So the reporting is faster which now means that the handling for the poor is even faster because it is facilitated by the Social Service to the Maleber Village.” From this statement, it can be said that the Integrated Referral Service System program implemented from 2018 has been going well according to planning and implementation, but the facility was initially still manual. Even though there is budget support from the city of Bandung, it is still limited. However, the rules regarding Integrated Referral Service System have been felt and run well. The implementation of the policy is running systematically, proposing the procurement of 151 computers for 151 urban villages. With referral services in the region can be directly handled according to the current legal rules.

3.2 Logic Where Policy is Operationalized

According to David L. Weimer and Aidan R. Vining (in Tahir, 2014: 76) that a program is carried out by looking at the existing environmental conditions, including the physical, economic, defense, social and political environment. A policy program can be implemented if it has been successful in one area, but failed or failed to be implemented in another area if the environmental conditions are different. So this concept is seen based on the rule of law, institutions of other parties involved as well as supporting and inhibiting factors.

The rule of law at the Bandung City Social Service for the Integrated Referral Service System program for poverty reduction was formed on 3 regulations in the sense that the implementation of legal guidelines has been running according to regulations. On the other hand, the program involves several parties, including Integrated Referral Service System assistants such as the Kelurahan Puskesmas as facilitators in service and complaint handling. In addition, agencies such as the Dinas are involved and supported in this Integrated Referral Service System such as the Education Office, Health Office and others. But there are inhibiting factors in the implementation of the Integrated Referral Service System policy, such as residents who do not understand that the submission of poor citizens to the application must follow the requirements and procedures correctly.

3.3 Policy Implementer Capability

The implementors are required to have the characteristics and capabilities as program implementers that include the level of competence and skills of the implementor in realizing the goals of the program that have been set. Both from understanding the implementation process, human resources and communication, as well as obstacles and support. One of the factors that influence the success of policy implementation is community support in participating. The policy of the Integrated Referral Service System program through its implementation process involves human resources as a form of communication and coordination. The purpose of Integrated Referral Service System is to increase the effectiveness and efficiency of services and referrals for the poor and underprivileged in tackling poverty. Of course, in Maleber Village, as a companion for implementing Integrated Referral Service System or facilitators, they are able to handle poor people coming to the Village Health Center by providing information (front office) and services (back office) which will then be reported to the Social Service in the form of data. The task of the Bandung City Social Service, namely the Head of the Service and Referral Section as the SLRT manager, has an important role to coordinate and socialize the Integrated Referral Service System planning process in the regions.

4. CONCLUSION

Based on the results of research regarding the Implementation of Policies on the Integrated Referral Service System Program for Poverty Reduction at the Bandung City Social Service, the researchers concluded that in implementing the Integrated Referral Service program policies, it has been realized in increasing various complaints and complaints in collaboration with other parties. related to submit various complaints such as agencies or agencies, foundations (volunteers, NGOs) and implementing assistants or facilitators. Equipped with Front Office, Back Office, Supervisor and facilitator to test data for the poor, PMKS, and the poor. Complaints from people who want to receive assistance programs such as health and education or others are proposed to the Facilitator to the Integrated Referral Service.

Regarding Policy Logic, in implementing it, it has a rational program, basic problems and desired goals and benefits. The Integrated Service System program in Bandung City has followed the directions and procedures that have been carried out. SLRT implementers in the kelurahan as facilitators from the direction of the SLRT manager through supervisors to ensure that the vulnerable, poor and unable to submit services and complaints to the Maleber Social Health Center as a DTKS to be submitted to the Bandung City Social Service to find out the problems that occur in these poor residents.

This is supported by the environment where the policy is operational because it includes several legal rules, agencies and institutions of related parties. The rules or legal basis in the Integrated Service System program are listed according to the Minister of Social Affairs Regulation No. 15 of 2018 concerning the Integrated Referral Service System for Handling the Poor and Underprivileged People. Then there is Regional Regulation No. 4 of 2020 concerning Poverty Alleviation which refers to the poor to fulfill their proper needs for the life of themselves and their families in the form of serving integrated referrals. Bandung Mayor Regulation Number 1554 of 2018 (Bandung Mayor Regulation, 2018) the focus of the problem is the Integrated Service System policy and there are good regulations.

Institutions and other parties involved in the Integrated Service System program there are agencies or institutions involved to file various complaints such as agencies, foundations and implementing assistants or facilitators. Especially those related to health, it is involved to the Health Office to have a KIS (Healthy Indonesia Card). As for the KIP (Smart Indonesia Card) it is involved with the Education Office and others. Then submit the submission to the village health center as a non-DTKS to re-enter the data (Front Office) that has met the requirements to the Bandung City Social Service to become a DTKS. In addition, CSR volunteers, PKK cadres, and NGOs helped in handling various complaints handling (Back Office) in the Maleber village to alleviate poverty.

And the last is about Implementor Capability which includes human resources in coordinating and communicating in support of the Integrated Service System program. In addition, there are obstacles in implementing

the Integrated Service System program policies that occur, such as the lack of optimal infrastructure for services through the application, only through manual coordination by coming to the Health Center. The second obstacle to increasing cooperation between the social service and this program makes people have to understand more about how social services work together in each kelurahan so that the function of this service becomes more responsive because many poor people have complaints about various social problems, especially in the COVID-19 pandemic situation. 19 more increases, because they have to coordinate related to the number of cases that are suddenly poor, because the economy is difficult during the current pandemic so that they are neglected, many residents have been laid off. For this reason, coordination through the Integrated Service System is submitted to the Social Service in the form of village meetings at the Social Health Center in the form of by name by address as a complaint in the service of the poor.

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Based on the discussion on Policy Implementation About Integrated Service System Program of Poverty Reduction at the Bandung City Social Service, researchers provide suggestions to overcome existing problems based on policy implementation indicators. Some of these suggestions include:

- 1) Providing effective facilities and infrastructure at the Village Health Center as a facilitator for the Integrated Service System SLRT to be able to integrate well into application programs in reducing poverty effectively.
- 2) Increasing socialization activities to the community and Integrated Service System implementing assistants in Maleber Village regarding understanding when carrying out various complaints and submissions to the Social Health Center and public awareness which is an obstacle that in the field residents feel unable when in fact they are quite capable.
- 3) Following directions and procedures at the city level, namely the village health center as a companion for implementing the Integrated Service System in coordinating to deal with the poor directly and without obstacles.
- 4) Optimizing its resources effectively and rationally through one-stop service to build social protection. As a supporting factor for the poor and the underprivileged.

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