Evaluation of the Integrated Referral Service and System (Slrt) *"Repeh-Rapih"* in Sukabumi City

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Abstract

Integrated social services (integrated) in the form of Single Window Services (SWS) or One-Stop-Shop (OSS) is one of the policy initiatives developed by the Ministry of Social Affairs to overcome the challenges in providing compre-hensive social protection to the poor and vulnerable people. The government intervention in the form of integrated social services was an effort to overcome the alleged fragmentation of social services and the distribution of social assistance. The results of previous research indicated that the implementation of the integrated service policy model was claimed to produce three comparative advantages: multi-service integration, efficient implementation and satisfaction of community services. However, in its implementation, there were still many obstacles encountered in the aspects of input to the process/activity aspects of the program implementation. This research was evaluation research which tried to see the effectiveness and relevance of the integrated referral service and systems (SLRT). In evaluating the SLRT program, a qualitative approach was used by using the technique of data collection, namely interview, observation and document search, with a research framework which adapted from the Dale evaluation model. To support Dale's evaluation model, the researchers also analyzed MOT (Moment of Truth) and FOS (the Flower of Services). The results of this research indicated that the first was sectoral ego was dominant between institutions and misperception and communication between them; therefore it reduced the quality of program effectiveness. Second, the access of beneficiaries (poor and vulnerable poor, as well as people with other social problems) has not been optimal with social services available at the central and regional levels, therefore it reduced the quality of program relevance. Third, the lack of supplementary services (additional services) programs. Fourth, it was about the lack of instruments at the level of program implementation.

A.   Introduction

Based on a release by the Central Statistics Agency (BPS) in March 2018, the statistics headcount index (P0), which represents the percentage of the poor population to the total population was at the level 9.82 percent. By the central government, this figure was considered a significant achievement because it was the first time in the history of Indonesia, P0 can go down through one digit. This meant that the number of poor people (residents with spending per capita per month under the Poverty Line) in Indonesia reached 25.95 million people (9.82 percent), decreasing by 633.2 thousand people compared to the condition in September 2017 which was 26.58 million people (10.12 percent). However, BPS in its official release reminded that this statistic was likely only an anomaly that did not automatically explain the empowerment of 600 thousand people who seem to have escaped poverty. It was caused by the growth of 87.6 percent in cash social assistance from the government in the first quarter of 2018, which was far higher than the first quarter of 2017 which only grew 3.39 percent (BPS, 2018: 5).

The Government has implemented poverty reduction through various programs to fulfill the basic needs of citizens appropriately, improve the socio-economic prosperity of the poor society, strengthen the socio-economic institutions of the community and accelerate the development of underdeveloped regions to achieve a prosperous, democratic, and justice of Indonesian society.

The main problems related to the poverty reduction, especially in the regions, include the ineffectiveness of the Regional Poverty Reduction

Coordinating Team (TKPKD), so it caused the implementation of poverty reduction was still sporadic and fragmented, especially related to the target data, each OPD still had its target criteria and target locations that did not focus, on the other hand, social institutions that became leading sectors, especially at the Regency level were still struggling related to SOTK which was still combined with other sectors. Therefore, the budget did not focus on the program of poverty reduction and social protection. Besides, many regulations related to budget management obstructed the implementation of poverty reduction programs and activities, especially those related to social assistance and community grants.

In the context of fragmentation, social development think tanks such as KPMG (2013) and Superu (2015) have summarized the three problems resulted by them, namely at the institutional and service levels, as follows:

Vulnerability conditions were often handled in isolation. Individuals and families with complex needs must pass through many institutions (social, health, education, population) and profession (bureaucrats, social workers, social volunteers). This was confusing and time-consuming besides producing duplicated processes.

Lack of coordination and information sharing meant that interventions were not always sequenced to optimize results, while early warning signs about the condition of vulnerability were missed.

In many government agencies, the human and social service sector has developed whose institutions were still temporary and uncoordinated. A large number of small service providers coexisted in fragmented systems that were difficult to navigate.

Dealing with needs that arose due to isolation such as poverty have pushed the poor and vulnerable at the same time "forced" to engage with many institutions. The fragmented approach was claimed in causing

service duplication, inefficiencies, and less aligned services. Some previous researches have confirmed the central issue of fragmentation in shaping the direction of public policy in the social service sector to integrate all institutions and types of services.

Besides the issue of service fragmentation, the integrated social services policy in Indonesia was built on a narrative of vulnerability about gaps and problems between some governments' social protection programs post-reformation that supported by the country's statistics. Among these narratives, it took the form, namely limited program coverage, limited access to services, especially in Eastern Indonesia, limited links between social protection programs, and employment guarantees. Then, there was almost no social protection for workers in the informal sector. Many sector businesses formal did not participate in social protection programs, limited data, and target beneficiary issues that were sometimes inappropriate, as well as issues of coordination and overlapping between programs (Schmitt, 2014; Bappenas, 2014b).

To support comprehensive poverty reduction and realize the acceleration of poverty reduction, four main strategies were formulated, namely, (1) Comprehensive Social Protection; (2) Increase the access to basic services; (3) Empowerment of poor communities; and (4) Creating inclusive development.

At present, the approach taken in the realm of Indonesian social policy to find a way out of the problem was in the form of a scheme that was considered internationally tested, namely the integrated social services into an institutional network supported by an information management system and complex technology. The results of discussions between

government agencies in Indonesia and several multilateral institutions (such as the ILO) produced recommendations for designing and testing the integrated social service systems by adopting the concept of single window services (SWS), one-stop shops (OSS), or other terms which intended as "one-stop service" in social (Schmitt, 2014; Barca, 2017).

The main purpose of implementing the one-stop service was to ensure better coordination between all stakeholders involved in social protection programs at the level of policymaker and program implementer and to improve efficiency in providing the benefits services of social protection and poverty reduction (Bappenas, 2014b).

At the end of 2013, Bappenas and the Ministry of Social Affairs together with the local government initiated an effort to improve an integrated social service system based on information technology and outreach by social workers at the community level. The Integrated Referral Service and System called as SLRT was a service system helping to identify the needs of the poor and vulnerable poor, and connecting them with social protection and poverty reduction programs organized by the government, namely the central, provincial, and district/city governments, according to their needs. The SLRT also helped to identify complaints of poor and vulnerable people, make referrals, and monitor complaints handling to ensure that complaints were handled properly (Ministry of Social Affairs, 2017a: 5).

The core of SLRT was in the problem of identifying needs and handling complaints. Both of these aspects were achieved through integrated social services medium, by utilizing an integrated database update and information technology. The establishment of the SLRT which

was a program that integrates referrals and social protection services were born from an assumption about the ineffectiveness of social protection programs and poverty reduction so that the poor and vulnerable people did not get the goal of a comprehensive social protection. This narrative was based on at least four problem assumptions: (1) horizontal and vertical fragmentation; (2) static data and there was no standardization mechanism for targeting in the regions; (3) limited outreach and handling complaints spread; and (4) coverage and funding program was still limited (Ministry of Social Affairs, 2017b).

These four issues were another discussion of the recognition of Indonesia's poverty reduction policymakers on the multidimensional character from the problem of poverty so that it required handling from various directions simultaneously. This has consequences not only for a multi-stakeholder engagement at various levels (central, provincial, regional, sub-district, village, community), but the emergence of assumptions will need to strengthen the coordination and horizontal and vertical capacity between social protection programs. Politically, the need for an integrated service system was also an inseparable part of Indonesia's efforts to encourage the decentralization of the central political authority to the regions that have been running after the reformation work, namely in terms of increasing the access and delivery of specific social protection programs and social services in general. The Ministry of Social Affairs was mandated to develop SLRT in 50 Regencies/Cities and the Social Welfare Center (Puskesos) in 100 villages in 2016.

After the SLRT policy has been implemented, then whether problems have been resolved appropriately and whether the SLRT has

been implemented properly. Therefore, the need arose to pay attention to that SLRT and its programs were maintained and monitored during implementation. It was done to measure the effectiveness and relevance of SLRT policies, determine whether SLRT policies have the expected benefits, and decide whether the policies will continue, or be modified or stopped. Seeing this problem, it was necessary to have an evaluation study on the implementation of SLRT.

By evaluating the Integrated Referral Service and System (SLRT) in the 'Repeh-Rapih' Integrated Service Unit of SLRT in Sukabumi City, this research intended to discuss the integrated service systems related to the relevance and effectiveness of integrated referral service and systems (SLRT) programs for social protection strategies which currently happened in Indonesia.

B. Methodology

This research was evaluation research trying to see the effectiveness and relevance of integrated referral services and systems (SLRT). In evaluating the SLRT program, a qualitative approach was used with a research framework adapted from the Dale evaluation model. To support Dale's evaluation, the researchers also performed an MOT (Moment of Truth) analysis and The Flower of Services.

A qualitative approach allowed researchers to link the level of sociological micro (individual action), with the macro-level (structure) and allowed researchers to connect abstract ideas in a particular way with cases that were found in the field directly and in detail. This research method also allowed researchers to tend to produce the best findings in new cases or situations in the research area (Creswell 2007; Babbie 2011; Neuman

2014). According to Somantri (2005), a qualitative approach became an approach in research that had a major and important position.

C.   Findings And Discussions

1. The Integrated Service Unit of SLRT 'Repeh-Rapih' in Sukabumi City

Sukabumi City was one of five locations which were tested before the national SLRT program was officially inaugurated in October 2016. Based on the results of the 2017 SLRT monitoring and evaluation conducted by the Ministry of Social Affairs in collaboration with DFAT Australia, Sukabumi City was one of the best locations of SLRT organizer in Indonesia, occupying the sixth position out of fifty regions that have implemented SLRT programs (Ministry of Social Affairs, 2017).

Besides, the poverty condition in Sukabumi also became the reason why in seeing the effectiveness and relevance of the SLRT policy that was implemented in that city. Based on the data from the National Socio-Economic Survey (SUSENAS) in 2015, the poverty line (GK) of Sukabumi city was Rp 421.908 per capita per month. It increased from 2014 which amounted to Rp 395.131 per capita per month. It meant that to fulfill the minimum household needs in 2015 was higher than in 2014. By increasing the poverty line of Sukabumi city, which was quite high, it affected the Headcount Index (P0), which was the percentage of poor people increased from the previous, namely 7.65 percent to 8.79 percent. Besides the headcount index (P0), there were still other important measures to describe poverty, namely the Poverty Gap Index (P1). P1 was a measure that illustrated the average expenditure gap of each poor population against the poverty line. The higher P1 ate, the further the average expenditure of the poor on the poverty line.

The Poverty Gap Index (P1) of Sukabumi city for 2015 was at 1.52. When it was compared to 2014, the Poverty Gap Index (P1) increased significantly. This enhancement illustrated that the average expenditure of the poor population of Sukabumi city towards the poverty line was farther away. It indicated that the average expenditure of the poor tended to approach the poverty line. Thus, it was needed to see what basic social services are like.

2. Basic Social Service

The level of success and satisfaction of the service was very dependent on the interaction process or the time where customers and service providers met. Customer satisfaction will be determined by hundreds, even thousands of interactions between customers and service providers. The term used for every interaction was the Moment of Truth (MOT) and some experts called it a service encounter.

It can be said that in the concept of moment of truth (MOT), the customer referred to the community itself, the service provider was the Integrated Service Unit of SLRT in the area, the products offered were referral programs from the SLRT and the after-sale service was consultation. The Moment of Truth was started when the community came until they finished their activities or interaction. By the moment of truth, the Integrated Service Unit of SLRT must provide the best service because it will determine the image of the service unit, and people's perceptions were begun to take shape at that time. If *the moment of truth* is not managed properly, the perception of the quality of SLRT will decrease. In the context of Integrated Referral Service and System "Repeh Rapih", the moment of truth (MOT) of Sukabumi city has not been fully managed properly. The community as a customer, Integrated Service Unit of SLRT as a service provider and after-sale service was a consultation, had not run

effectively. The data input of the social worker was still manual. The citizen reporting mechanism was still zigzagging. Besides, verification and validation that happened quite long in that region. The SLRT services in practice were still fragmented. The desired outcome, namely the creation of an integrated system of all services (Social, Education, and Health) was not fully operational and was achieved (Results of an interview with the facilitator at the village level, February 2019).

Fig. 1. The Flower of Services Concept

As the name suggests, the Integrated Services Unit, it meant that the core of SLRT was services. Service was an economic activity offered by one party to another party, characterized as followed not transferring ownership, getting "value" from renting access of things, workers, professional expertise, network facilities, or a combination of them

(Lovelock & Wirtz, 2011). Another important aspect of basic services was the flower of services.

The flower of service was a concept describing the main products of service companies that were surrounded by additional services (supplementary services). It was described as flowers where even though the company's core products (represented by the core interest) were good, however, when the additional services provided (illustrated by petals) were not good, and then the whole will not look beautiful. The number of flower petals (supplementary services) did not make the company superior but the right and perfect flower petals for existing core products will make the company superior. Hence, the company was obliged to make an appropriateness plan of supplementary services with the company's ability and customers' needs to make a competitive advantage in the market (Lovelock & Wirtz, 2011).

Concerning SLRT with the concept of Flower of Service, the main basic service of SLRT was handling complaints to the public. People came to the Integrated Service Unit for hoping to be served with their complaints and got products in the form of service program references. The Integrated Service Unit of SLRT must be able to make reference adjustments whether the society got assistance from the central, regional, provincial, or private programs. So, the Integrated Service Unit of SLRT can be superior, sustainable, and accepted by the community. Concerning SLRT in Sukabumi city, data showed that SLRT was still limited to identifying the needs of the poor and vulnerable. It was not at the stage of linking it with social protection and poverty reduction programs. Besides identifying, it only gave recommendations. It was not yet at the stage of monitoring complaints handling to ensure that complaints were handled properly

(Report of the Integrated Service Unit of SLRT "Repeh Rapih" Sukabumi City, 2018).

In the technical implementation, the head of the Integrated Service Unit of SLRT provided recommendations for ease of health, education, and social services. In this connection related to educational problems, SLRT provided recommendations in the form of a Certificate of Disability (SKTM) for Smart Card owners. As for health problems, in Sukabumi city, 95% of the population was guaranteed by BPJS. For social issues, the recommendations issued by the SLRT were not too large compared to Education and Health (FGD results, November 2018). In fact, according to the report from the Ministry of
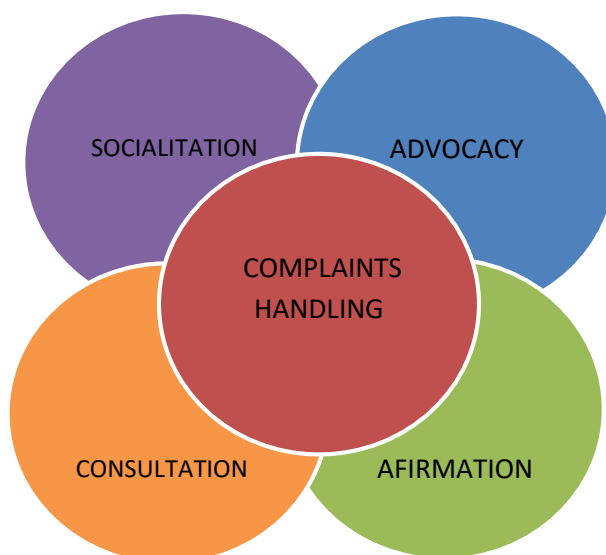

Fig. 2. The Flower of Services Concept was Developed
by the Author of SLRT "Repeh Rapih"

Social Affairs (2017a: 5), SLRT had a function besides conducting data collection, as well as follow up on the data collection. Further, it was mentioned that the SLRT was a service system that helped in identifying

the needs of the poor and vulnerable people. Then, it linked with social protection and poverty reduction programs organized by the government. It was started from the district/city, provincial, to the central government, which adjusted to their needs. Besides, SLRT helped in identifying complaints of poor and vulnerable people, making referrals, and monitoring complaints handling to ensure that complaints were handled properly.

Besides the effectiveness of the service, it was important to look at its relevance, to determine whether the existing service system was running as expected and the service system can be continued, or it needed new improvements to be continued, or even stopped altogether.

3. Relevance and Effectiveness of Integrated Referral Service and System (SLRT) 'Repeh-Rapih' in Sukabumi City

Relevance was determined by looking to what extent outputs, benefits, and impacts programs really respond to community needs. The relevance of the program aimed to evaluate the suitability of the program from the program manager (internal) and the target group of the program, and also from stakeholders who were indirectly related to program implementation. In this SLRT strategic program with its relation as part of the poverty reduction program was the need of all parties. So, all stakeholders had an interest in that program.

Then, to illustrate the relevance of expectations from the community from input to output whether it was (very relevant) appropriate to the goals and objectives of the SLRT program, one of the measurement models was the Gap Analysis Model. This model was closely related to the customer satisfaction model which based on the consider performance (attribute performance) that increased largely than the expectations of the attribute

concerned. Therefore, the perception of service quality will be positive, and vice versa (Tjiptono and Chandra, 2011: 215).

The implementation of SLRT in Sukabumi city, at the lower level in the Social Welfare Center (Puskesos), had various kinds of problems. In one village in Sukabumi city, for example, the Social Welfare Center (Puskesos) Pandawa said that the Puskesos in addition to providing services to the community in collecting complaints data also participated in assisting the collection of BDT (Integrated Database). When conducting interviews with facilitators at the village level, there were obstacles in conducting data collection or updating data, namely the presence of residents who made changes of place. Another complain was that the Family Hope Program (PKH) was seen as not being proactive with the Social Welfare Center (Puskesos). PKH only asked for help from the Social Welfare Center (Puskesos), especially related to the citizen data. Besides, PKH was seen as more exclusive. Furthermore, the facilitators of the Social Welfare Center (Puskesos) expected a special budget for Puskesos, like PKH (PKH companion) (Interview Results, February 2019).

Besides the above problems, there were also many complaints. One of them was in the villages of Sukabumi city, namely the Karamat village which was related to the Education problem (KIP). The SLRT supervision said that the facilities that were intended for the village Social Welfare Center from the center were not included. Like the computer and other facilities, lending to the village and data was saved on the Supervisor's flash disk. Likewise, it was also complained by the head of the Puskesos in Karamat sub-district, who also served as head of the urban village (RW) (Interview Results, February 2019).

Problems that generally occur were about social jealousies, especially related to budgeting for SLRT service providers with PKH facilitators. A frequent complaint was about PKH facilitators who requested data from the SLRT, but SLRT performance, especially concerning citizen data collection, PKH salaries tend to be higher, and given a special position from the center (Ministry of Social Affairs) (Interview results, February 2019). The SLRT task was greater. It was quite strict, in determining who was eligible or not getting basic social service facilities, for example, Health through KIS, KIP Education, and so on. Village discussion was held to check whether there was something that needs to be updated (data) or not. Post-reporting interventions or complaints from the public delivered to SLRT in the form of programs from the central government cannot be covered. It happened because they have not been able to enter the national program (which did not include BDT). Therefore, there was a mayor's policy, namely with Regional Prosperous Rice (Rastrada).

Another interesting finding, the private sector or Corporate Social Responsibility (CSR) of the company was not integrated with SLRT. It meant that national programs that had not been able to cover service needs, besides from the local government of Sukabumi cannot be intervened from corporate CSR funds (Interview Results, February 2019).

The administrator of social service, in this case, the SLRT Back Office and the Head of the Social Service Sub-division of Sukabumi city said that the more programs were ineffective (complicated). This was reasonable because basically the programs were the same. Then, the informant also stated that the program before the SLRT was Gempita. It was considered as a better SLRT program because SLTR was already in

the form of an Integrated Service Unit (UPT) (Interview Results, February 2019).

In running the SLRT system, Back Office (BO) had a role in socializing this system to related devices. The SLRT application system such as SIKNG was in the Back Office (BO) of Social Servic. The operator also said that the recruitment of social workers such as PKH, so that there was more attention related to the social worker's honorarium. Complaints were expressed, namely, the salary was only Rp 150.000,-. It was different with PKH. The data showed that there were 50 facilitators available in Sukabumi city (Interview Results, February 2019).

Referring to the report of the Integrated Service Unit of SLRT "Repeh Rapih" in Sukabumi city (2018) showed that the most complaints from the community were on education issues. Then, less complain was about social problems. Complaining related to social problems only amounted to 170 people. It contrasted for complaining of educational problems, namely as many as 3.093 people, in the span of January-September 2018.

Then, it was also reinforced with the implementation of SLRT in Sukabumi city, besides identifying, new follow-up in the form of recommendations was also conducted. Before linking with the national programs, firstly it was through funding from corporate CSR. It was different from the case of SLRT in Bandung regency, for example, the work plan of the Bandung Regency Social Service in 2017 SLRT was doing a partnership with CSR (Corporate Social Responsibility) (West Java Province, 2017). In line with what was stated by the Head of Karang Tengah Social Health Center, Sukabumi City. From the results of his comparative study to Bandung Regency, it showed that the SLRT in

Bandung Regency was very good institutionally, due to budget support from the company's CSR (FGD Results, November 2018).

If seen from the General Guidelines for the Implementation of SLRT (2016), local governments could build partnerships with private parties (CSR), through the SLRT program. It aimed to realize an effective Integrated Referral Service and System. Furthermore, the regency/city-regional government had the function of assisting the SLRT secretariat in establishing corporate CSR partnerships. The effort was carried out with the aim of poverty reduction and social protection. Likewise, at the lower level, at the village level (Puskesos) had a duty to develop, as well as follow up on corporate CSR partnerships at the village level. The secondary data was presented in the table can be supported with field data from interviews and FGDs with SLRT institutions, so it was necessary to look at the results of SLRT institutional identification.

The data used for validation was the BDT data in 2015. Technical issues related to the Integrated Service Unit of SLRT institutional were only FO (Front Office) from the SLRT Secretariat available. Related to the synergy with the Social Welfare Center (Puskesos), the Puskesos facilitator was very helpful in updating data on the new poor to be recommended from the Integrated Service Unit of SLRT (FGD Results, November 2018).

Other technical implementers, such as the Social Service of Sukabumi city, which had the capacity as SLRT manager explained the program before SLRT was Pandu Gempita, which initially was a recommendation given related to education and health. The SLRT was a follow-up program from the beginning of Pandu Gempita. Besides, it was also planned for next year that there will be a development of Puskesos for the sub-district area with budget support provided in 2019. The first sub-

district was Puskesos in the Warudoyong sub-district. Secretariat was formed in the sub-districts for SLRT, TKSK, Facilitator, and others. Besides, the compassion from the regional government will continue to be budgeted to support the existence of social institutions. It aimed for realizing all communities included in the UDB to cover all assistance programs from the central and regional levels (FGD Results, November 2018).

Furthermore, the Supervisor stated that the Social Welfare Center (Puskesos) had been running well. The implementation of the Social Welfare Center was based on the program plan of the Ministry of Social Affairs. However, it needed to be improved. It was about the applications to update poor data that were already running. After the implementation of TOT, the application cannot be carried out because of the application that had a password included in Sukabumi Regency. So, with the Offline data and SIKNG application, updating data can be carried out. Besides, the presence of the Social Welfare Center (Puskesos) in Sukabumi city was already good. However, there were some problems, for example in terms of budgeting. It required to be facilitated by the local government. At the Social Welfare Center (Puskesos), there were already stages of case resolution. So, cases that can be resolved at the Social Welfare Center (Puskesos) level will not be referred to the SLRT. In another case, the facilitator had a multifunction. The facilitator always asked to help re-checking by the SLRT and they want to do it without transport. The supervisor entered data using SIKNG. Some cases handled by the Social Welfare Center such as concerning PMKS. For example, the case of displaced people in coordination with the village head and the Social Welfare Center can be resolved. Puskesos took the initiative to invite the relevant agencies in deliberating the social cases that being faced. It needed

a clear identity from anywhere for the legality of the existence of the Facilitator in the field, especially concerning the current political year (FGD Results, November 2018).

The facilitator also asked for help from local authorities to re-check data related to the community that will be assisted. Collaboration with related institutions was also often done to solve problems in society. For example, the routine problem was solved by asking for help from the BPBD. Some people accepted KIP but cannot be disbursed (FGD Results, November 2018).

More technically, the Head of the Karang Tengah Social Welfare Center explained that problems such as institutional problems did not have problems. However, the real problem of the Social Welfare Center that seen was the motivation in the form of compassion for 2018. It had not yet come out of the Ministry of Social Affairs. Another interesting finding was about the result of a comparative study in Bandung Regency. Institutionally, it was very good because of budget support from the company's CSR. The facilities and infrastructure facilities at the Puskesos in Bandung Regency were very complete. For example, a computer was available, while in Sukabumi city there was no such thing. Cases that were difficult to refer to were about the ODGJ case. Besides, there were cases of BOS which cannot be disbursed even though the person had KIP because the reason was that she/he was not a PKH member. Another issue that has become a problem in the field was the beneficiary community who wanted to be instant in receiving assistance (FGD Results, November 2018).

The Population and Civil Registry Office also cannot directly provide population data to the Social Service. For helping the matching data, the Population and Civil Registry Office helped the Social Service to

check it. From 36 thousand population registration, it got 12 thousand ID Number (NIK), which was the same as the data in the Population and Civil Registry Office. For names that did not have ID Number, after searching, there were around 2 thousand who had ID Number. Therefore, the number of people who had ID Number was 14 thousand out of the total 36 thousand requested. The Population and Civil Registry Office cannot trace the residue, namely 22 thousand names. The Population and Civil Registry Office did the matching manually so it took a long time. The Population and Civil Registry Office were making an application to make it easier for all offices that performed services to the community. The office only entered the ID Number data that required, it directly connected properly (FGD Results, November 2018).

In line with the Education Office, it was closely related to SLRT because KIP recipients were proposed through the Basic Education Data (DAPODIK) from the Education Office. Beneficiaries only took KIP or Smart Card assistance, not both. The Education Office provided recommendations after obtaining a Certificate of Disability from SLRT. For taking KIP which was not successful, it may be related to filling in incomplete data. However, the facilitator can go to the Education Office for further confirmation (FGD Results, November 2018).

Similar to the Department of Population Control for Family Planning Women's Empowerment Child Protection and Community Empowerment (Dalduk KBP3APM) related to handling social problems, the Dalduk KBP3APM service already had an Integrated Service Center for Empowering Women and Children (P2TP2A) for handling violence against women and children. So far, there was no case handling involving

the SLRT and the Dalduk KBP3APM Office, even though social case related to violence against children and women can synergize their handling (FGD Results, November 2018).

The Counselor Guide explained that Puskesos had been issued SPM in pushing for the greater role of the Puskesos. Related to who leads in the next leadership period, social problems still became a concern together and targets in the Long-term Development Plan (RPJP). Further, it explained as follow:

> "We have a social protection program, but there were many obstacles, starting from the data that still had a lot of anomalies, the integration of problems solved by SLRT with existing agencies must be sharper or more synergized. The challenges at the secretariat and the Social Welfare Center level must be more synergized with government agencies (FGD Results, November 2018)."

4. Dale's Evaluation Analysis Framework (Relevance and Effectiveness)

The theoretical scheme referred to Dale's evaluation principle (2004), with the core evaluation variables namely effectiveness and relevance. Based on this framework, it showed that the Integrated Referral Service and System (SLRT) of Repeh Rapih in Sukabumi City already included the core variables of effectiveness evaluation and relevance in the program. However, there were various notes on the assessment to improve human resource performance and program performance going forward. It was shown in Figure 3.

In the core variable, the planning of the effectiveness of output already achieved generally. For example, the application system was already installed and had a function. However, the availability of the system was still limited and its existence needed to be improved. For example, the applications for updating poor data were built and functioning. After Training of Trainers (TOT) was implemented, the

application data could not be carried out. It was because of the application and password entered in the Sukabumi Regency. Finally, with offline data and the SIK-NG application, updating can be implemented.
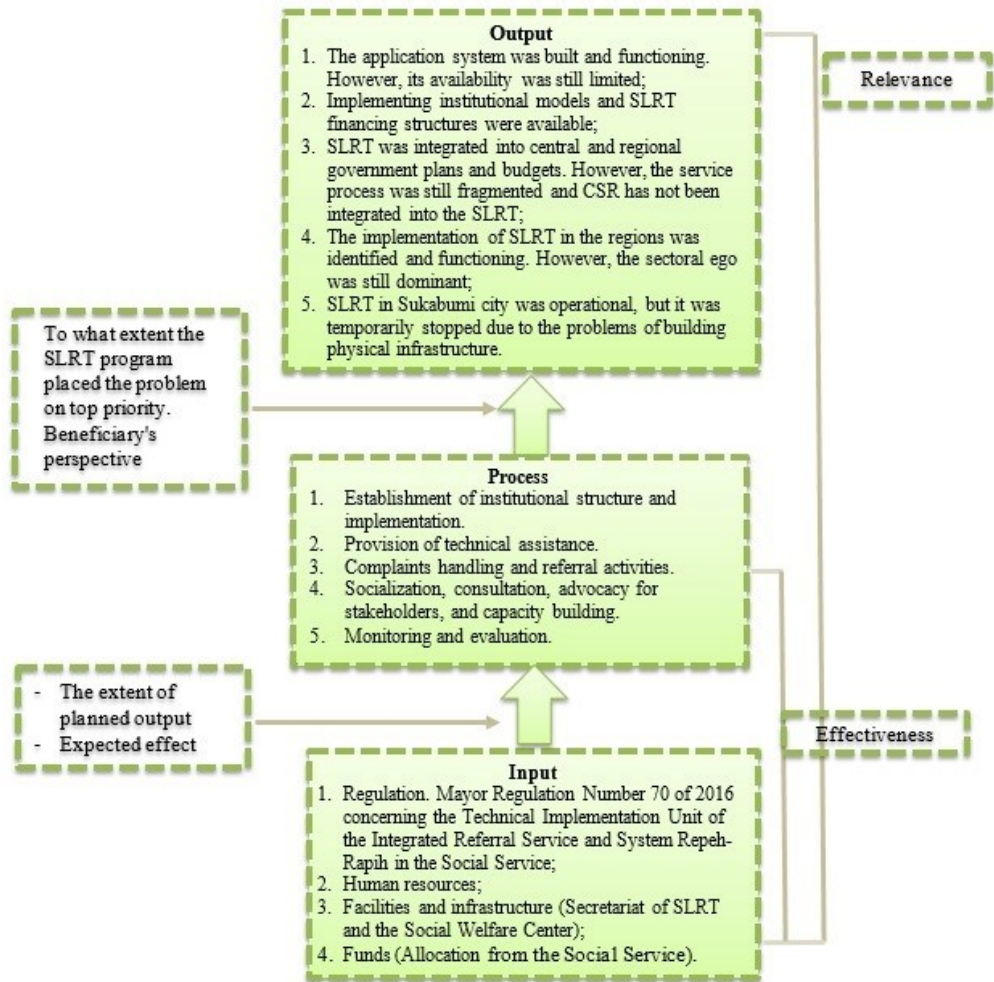

Fig. 3. Dale's Evaluation Analysis Framework (2004) was developed
by researchers on SLRT in Sukabumi City.

In the core variable of evaluation of effectiveness, the presence of inputs such as regulations, Mayor Regulation Number 70 of 2016 concerning the Technical Implementation Unit of the Integrated Referral

Service and System "Repeh-Rapih" in the Social Service was available. Besides, there was also available for human resources and infrastructure, and the SLRT and Puskesos secretariat. However, leaving notes as a facilitator (human resources) had multiple tasks (multifunctional). Facilitators always asked to help with re-checking by SLRT and they want to do it without transport. Related to infrastructure such as the availability of computers in SLRT, it was still limited (only had 2 computer equipment to operate the SLRT); instead it was assisted by the Social Service to lend infrastructure. Besides, the SLRT building had undergone renovations in 2019 and disrupted the process of activity there. It operated again normally at the beginning of 2020.

Then in the process of the stage, which became an important part of the core variable of effectiveness in Dale's evaluation (2004) was related to SLRT in Sukabumi city. They were (1) the formation of institutional and implementing structures. Activities run optimally; (2) providing technical assistance. The activities were not yet optimal, such as long verification and validation were in that region; (3) complaint handling and referral activities. However, the activity was not optimal. The citizen reporting mechanism was still zigzagging and the data input of social workers was still manual; (4) socialization, consultation, advocacy towards stakeholders, and capacity building were implemented. However, these activities were not optimal. Partnerships with local stakeholders such as at the business world did not yet realize; (5) monitoring and evaluation. The activity was quite optimal. Therefore, it can be concluded that from the input and process elements at the core of the evaluation variable, namely the effectiveness of the SLRT program in general, there was effectiveness. However, it had various notes that have been explained before. Furthermore, in measuring the relevance of the input elements that

have been explained plus the output element, among them, the implementation of an institutional model and the SLRT financing structure was available. Then, the implementing institutional model and SLRT financing structure were available. The existence of the Social Welfare Center (SLRT at the village level) in Sukabumi city was already good, but there were several problems, such as in terms of budgeting. It needed to be facilitated by the local government. SLRT was integrated into plans and budgets of the central and regional governments. However, the service process was still fragmented and CSR was not integrated into the SLRT. Furthermore, the implementation of SLRT in the regions was identified and functioning. However, the sectoral ego was still dominant. There was a conflict between SLRT and PKH facilitators, who had offices in the Social Service. The SLRT in Sukabumi city was operational, but it was temporarily stopped due to the problems of building physical infrastructure. If it shows the data in 2018 (before development), the services that provided by the SLRT will give benefit for the society. Likewise, in early 2020 after the construction was completed, the community felt the referral services provided by the SLRT. Certainly, it was with various notes. At the core evaluation variable, namely relevance, it can take conclusions by looking at the process and output elements of the relevance of the SLRT "Repeh Rapih" program in Sukabumi city with the notes that outlined above.

D.   Conclusion

The Integrated Referral Service and System (SLRT) "Repeh-Rapih" in Sukabumi city was still fragmented. The need for service integration, including accommodating corporate CSR funds can be a proposal for future service system improvement.

The community as a customer in the concept of moment of truth (MOT) must be served by the needs of the product (programs) offered to completion by the service provider, namely the Integrated Service Unit (UPT) of SLRT. Then, the after-sale service in the form of consultation of complaints was part of the flower of service (FOS) which became "flower petals which beautified" the core product in handling the complaints to the public.

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