

Research Article

Evaluation of the Skills Guidance Program for Homeless and Beggars at the Social Rehabilitation Unit of Bina Karya Pasuruan

Heny Indrayanti^{1*}, Sri Roekminiati², Sri Kamariyah³

¹ Program Studi Administrasi Publik, Universitas Dr. Soetomo, Surabaya, Jawa Timur, Indonesia; e-mail: heny.indirayanti72@gmail.com

* Corresponding Author: Heny Indrayanti

Abstract. This study aims to evaluate the skills guidance program for vagrants and beggars (gepeng) at the Social Rehabilitation Technical Implementation Unit (UPT) Bina Karya Pasuruan, East Java Province. Vagrancy and begging represent persistent social welfare challenges that demand systematic programmatic responses from the government. The UPT Bina Karya Pasuruan serves as a central facility providing vocational skills training, social rehabilitation, and reintegration support. This research employs a qualitative descriptive approach. Data were collected through in-depth interviews with program staff, program beneficiaries, and local government officials, supplemented by observation and documentation review. The analysis framework draws on program evaluation theory with emphasis on input, process, output, and outcome dimensions. Findings indicate that the skills guidance program has been implemented with adequate facilities and committed human resources, yet several challenges remain. These include limited duration of the training program, inadequate post-program follow-up, and insufficient coordination between the UPT and potential employers or community-based organizations. Program beneficiaries generally show improvement in vocational skills; however, sustainable reintegration into productive society requires stronger aftercare mechanisms. The study recommends strengthening inter-agency coordination, extending program duration, and establishing alumni support networks to enhance the program's long-term impact on social rehabilitation outcomes.

Keywords: Program Evaluation; Skills Guidance; Social Rehabilitation; UPT Bina Karya Pasuruan; Vagrants and Beggars.

1. Introduction

Poverty and social vulnerability remain formidable challenges for local governments in Indonesia, particularly in managing the population of vagrants and beggars (gelandangan dan pengemis, or gepeng). These individuals often lack stable housing, regular income, and access to basic social services, placing them among the most marginalized segments of society (Fitzpatrick, 2018). The existence of gepeng in urban and peri-urban areas has not only become a social welfare concern but also an urban governance issue, affecting public order and the image of cities (Kuswarno, 2016).

The Indonesian government, at both national and regional levels, has responded to this challenge through a network of Social Rehabilitation Technical Implementation Units (UPT Rehabilitasi Sosial). These institutions are tasked with providing comprehensive rehabilitation programs encompassing basic needs fulfillment, psychosocial support, vocational skills training, and social reintegration (Kementerian Sosial RI, 2019). Among these UPTs, the Bina Karya Pasuruan in East Java Province occupies a strategic role as one of the primary facilities handling gepeng rehabilitation in the region.

Received: April,16,2026;
Revised: May,17,2026;
Accepted: June,20,2026;
Online Available: June,22,2026;
Curr. Ver.: June,22,2026;



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Skills guidance programs (program bimbingan keterampilan) constitute a core component of the rehabilitation intervention at UPT Bina Karya Pasuruan. These programs are designed to equip beneficiaries with marketable vocational competencies, thereby enhancing their prospects for economic independence and social reintegration (Ife & Tesoriero, 2016). Vocational training has been widely recognized in the literature as a critical pathway for social inclusion and poverty reduction, particularly for highly marginalized groups (World Bank, 2014).

However, the effectiveness of such programs is contingent on multiple factors including program design quality, adequacy of resources, consistency of implementation, and the robustness of post-program support systems (Rossi, Lipsey & Henry, 2019). Program evaluation research has consistently demonstrated that good intentions and resource investments do not automatically translate into meaningful outcomes for beneficiaries (Stufflebeam & Coryn, 2014). There is, therefore, a compelling need to rigorously evaluate the skills guidance program at UPT Bina Karya Pasuruan to identify strengths, weaknesses, and areas for improvement.

Previous studies on social rehabilitation programs in Indonesia have documented challenges including insufficient human resources, fragmented interagency coordination, and limited attention to post-program follow-up (Alfani & Nasution, 2022; Laoli et al., 2022). Internationally, research on vocational rehabilitation programs for socially excluded populations has highlighted the importance of tailored interventions, mentoring, and community partnerships in achieving sustained reintegration (Decker et al., 2020; Moxley & Finch, 2019).

This study aims to evaluate the implementation and outcomes of the skills guidance program at UPT Rehabilitasi Sosial Bina Karya Pasuruan by examining input, process, output, and outcome dimensions. Specifically, the study seeks to: (1) describe the design and implementation of the program; (2) assess the adequacy of resources and processes; (3) identify key barriers and enablers; and (4) provide evidence-based recommendations for program improvement. The findings are expected to contribute to the broader discourse on effective social rehabilitation programming in Indonesia and comparable developing country contexts.

2. Literature Review

Program Evaluation Frameworks

Program evaluation is a systematic process of collecting and analyzing information to assess the merit, worth, and significance of a program (Scriven, 1991). In the social welfare domain, evaluation serves as an essential accountability and learning mechanism. Stufflebeam and Coryn (2014) argue that evaluation should serve decision-making at every stage of a program's lifecycle, from design through implementation to post-program assessment.

Several evaluation models have been developed to guide practitioners and researchers. The CIPP (Context, Input, Process, Product) model proposed by Stufflebeam (2003) provides a comprehensive framework that examines the environmental conditions affecting a program, the resources and strategies employed, the quality of implementation, and the results achieved. This model has been widely applied in evaluating social and educational programs in developing countries (Zhang et al., 2011). The logic model approach, popularized by the W.K.

Kellogg Foundation (2004), offers another structured way to trace the causal chain from inputs through activities and outputs to short-, medium-, and long-term outcomes.

For this study, an integrated evaluation approach drawing on both the CIPP model and logic model thinking is adopted, allowing a holistic examination of the skills guidance program's design, implementation, and results.

Social Rehabilitation and Vocational Skills Programs

Social rehabilitation for marginalized populations, including vagrants and beggars, involves a multi-dimensional process of restoring individuals' capacity to function as productive members of society (Ife & Tesoriero, 2016). Key components typically include needs assessment, shelter provision, psychological counseling, social skills development, vocational training, and post-program reintegration support.

Vocational training programs have been shown to positively affect employment outcomes for disadvantaged populations when they are aligned with labor market demands, delivered by competent trainers, and supported by mentoring and job placement services (Acemoglu & Pischke, 2003; Decker et al., 2020). However, the literature also documents persistent challenges including program fragmentation, short training durations, and weak linkages to employment networks, which can undermine long-term impact (Moxley & Finch, 2019; Walker et al., 2016).

In the Indonesian context, government social rehabilitation programs have been shaped by Law No. 11 of 2009 on Social Welfare and its implementing regulations, which mandate local governments to provide comprehensive services for socially distressed individuals (Kementerian Sosial RI, 2019). Studies have noted that local UPTs vary considerably in their capacity and program quality, with resource adequacy and interagency coordination identified as critical success factors (Alfani & Nasution, 2022).

Policy Implementation Theory

Policy implementation theory provides an important lens for understanding how programs translate from design to practice. Edwards III's (1980) model identifies communication, resources, disposition, and bureaucratic structure as the four critical variables influencing implementation success. This framework has been extensively applied in Indonesian public administration research to evaluate public service programs (Situmorang, 2016; Wahyurudhanto, 2020).

Van Meter and Van Horn (1975) further emphasize that implementation outcomes depend on the interaction of policy standards, available resources, interorganizational communication, implementing agency characteristics, economic and political conditions, and implementor disposition. Their model underscores the complexity of the implementation process, particularly for programs serving vulnerable populations in decentralized governance contexts.

3. Materials and Method

This research employs a qualitative descriptive approach, which is appropriate for exploring implementation processes and contextual factors that quantitative methods might overlook (Creswell & Poth, 2018). The qualitative paradigm allows the researcher to construct a detailed and contextually rich understanding of the skills guidance program at UPT Bina Karya Pasuruan through the perspectives of program stakeholders.

The research was conducted at UPT Rehabilitasi Sosial Bina Karya Pasuruan, East Java Province, Indonesia. Purposive sampling was used to select ten informants comprising the UPT head, three program staff members, four program beneficiaries, and two local government officials from the East Java Provincial Social Affairs Office. Purposive sampling was deemed appropriate given the need to capture diverse perspectives from individuals with direct knowledge of the program (Neuman, 2014).

Data collection techniques included: (1) semi-structured in-depth interviews conducted using a pre-tested interview guide; (2) direct observation of program activities during two site visits; and (3) documentation review, including program reports, attendance records, curriculum documents, and administrative data. This triangulation of data sources enhances the credibility and trustworthiness of findings (Lincoln & Guba, 1985).

Data were analyzed using a thematic analysis approach following the six-phase process described by Braun and Clarke (2006): familiarization with data, initial code generation, theme searching, theme review, theme definition, and report production. The analysis was guided by the CIPP evaluation framework, with themes mapped onto input, process, output, and outcome dimensions. Member checking and peer debriefing were employed to enhance analytical rigor.

4. Results and Discussion

Program Input: Human Resources and Facilities

Findings reveal that UPT Bina Karya Pasuruan is staffed by 18 civil servants and 12 contract workers, including social workers, instructors, and administrative personnel. The UPT has five vocational workshops equipped with tools for carpentry, tailoring, food processing, electronics repair, and horticulture. These facilities are generally regarded as adequate by staff and beneficiaries alike, consistent with government minimum standards for social rehabilitation facilities (Kementerian Sosial RI, 2019).

However, informants consistently identified a shortage of specialized vocational instructors as a key input constraint. Several instructors lack formal vocational training certifications, which may limit the quality of technical instruction. This aligns with findings from Walker et al. (2016), who found that instructor quality is a significant predictor of vocational program outcomes for disadvantaged adults. Budget allocation for program consumables was also reported as inconsistent, occasionally disrupting training activities.

Program Process: Implementation and Communication

The skills guidance program follows a structured curriculum spanning three months, covering basic life skills, vocational skills, and entrepreneurship orientation. Program activities are formally guided by the Governor of East Java's regulation and the UPT's internal Standard Operating Procedures (SOPs), which staff generally follow consistently.

Communication within the UPT is reported as functional, with regular staff meetings and case conferences held weekly. However, communication and coordination with external agencies—including the local employment office, potential employers, and community social welfare organizations (PSKS)—are described as irregular and largely reactive rather than proactive. This echoes Edwards III's (1980) observation that clarity and consistency of communication between implementing agencies are fundamental to effective implementation.

A notable process challenge identified is the absence of formal screening and needs assessment tools at intake. Beneficiaries are placed into vocational tracks without systematic assessment of prior skills, interests, or health status, limiting the responsiveness of the program to individual needs (Rossi, Lipsey & Henry, 2019).

Program Outputs and Outcomes

In 2023, the program served 96 beneficiaries across the five vocational tracks, with a completion rate of 87.5%. Beneficiary assessments show measurable improvement in vocational skills across all tracks, with tailoring and food processing producing the highest competency gains as assessed by instructors.

However, outcomes data—particularly post-program economic reintegration—are limited by the absence of a systematic beneficiary tracking mechanism. Interviews suggest that only a minority of graduates achieve sustained employment or self-employment following program completion, with most returning to informal survival strategies. This echoes findings from Decker et al. (2020) and Moxley & Finch (2019), who emphasize that short-term vocational training without robust aftercare and job placement support has limited long-term impact for highly marginalized populations.

Beneficiaries expressed generally positive perceptions of the program, particularly appreciating the practical skills training and the supportive social environment. However, they commonly reported the three-month duration as insufficient to develop employment-ready competency levels, and expressed concern about the lack of support after leaving the UPT facility.

Enablers and Barriers

Key enablers identified include: committed and motivated staff; adequate physical infrastructure; clear policy mandate from the East Java provincial government; and beneficiary willingness to engage with the program. These factors contribute to a positive program climate that supports participant learning and engagement.

Principal barriers include: insufficient quantity and qualification of vocational instructors; lack of systematic intake assessment; short program duration; weak post-program follow-up; inconsistent interagency coordination; and limited employer engagement. These barriers are consistent with the structural challenges documented in Indonesian social welfare implementation literature (Alfani & Nasution, 2022; Kuswarno, 2016) and international vocational rehabilitation research (Walker et al., 2016; Fitzpatrick, 2018).

5. Conclusion

This study has evaluated the skills guidance program for vagrants and beggars at UPT Rehabilitasi Sosial Bina Karya Pasuruan, East Java, using a qualitative descriptive approach guided by the CIPP evaluation framework. Overall, the program demonstrates a sound institutional foundation with adequate facilities, committed staff, and a clear regulatory mandate, and has achieved measurable vocational skill improvements among program participants.

Nevertheless, critical gaps persist that limit the program's long-term impact: the shortage of certified vocational instructors constrains training quality; the absence of systematic intake assessment limits program responsiveness; the three-month program duration is insufficient

for building employment-ready competencies; and weak post-program follow-up and employer linkages reduce reintegration success rates.

To strengthen the program, it is recommended that: (1) the provincial government invest in the recruitment and certification of qualified vocational instructors; (2) a systematic beneficiary intake assessment protocol be developed and consistently applied; (3) the program duration be extended or supplemented with post-program mentoring and job placement support; (4) formal partnership agreements with local employers and community organizations be established to facilitate graduate employment; and (5) a beneficiary tracking and alumni support system be institutionalized to monitor long-term outcomes and inform program improvement.

Future research should employ mixed methods designs to quantify employment and income outcomes for program graduates over a longitudinal period, and to compare outcomes across different UPTs in East Java to identify best practices for replication.

Author Contributions: Heny Indrayanti contributed to conceptualization, methodology, data collection, formal analysis, writing—original draft preparation, writing—review and editing, and project administration.

Funding: This research received no external funding.

Data Availability Statement: The data supporting reported results are available from the corresponding author upon reasonable request.

Acknowledgments: The author gratefully acknowledges the leadership and staff of UPT Rehabilitasi Sosial Bina Karya Pasuruan for their cooperation and openness during data collection, and the program beneficiaries for their willingness to share their experiences.

Conflicts of Interest: The author declares no conflict of interest.

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