

Implementation of Social Rehabilitation Policy for ODGJ Study at UPT Social Rehabilitation Bina Laras Pasuruan Phenomenological Study

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ABSTRACT

This study is motivated by the suboptimal implementation of social rehabilitation policies at the UPT Rehabilitasi Sosial Bina Laras Pasuruan due to resource constraints and coordination challenges. The objective is to analyze the implementation of the policy using a holistic approach that places service recipients' participation at the core of the process. This research applies Soren C. Winter's policy implementation framework, which measures success through four indicators: quality of communication among actors, organizational commitment, street-level bureaucrats' behavior, and beneficiaries' responses. Using a qualitative-phenomenological approach, data were collected through in-depth interviews, participatory observation, and document review. Data analysis was conducted thematically to uncover meanings behind participants' experiences. The findings show that policy implementation at UPT Rehabilitasi Sosial Bina Laras Pasuruan has been effective, aligning with Winter's four indicators.

INTRODUCTION

Mental health has emerged as a global health issue receiving serious attention in many countries, including Indonesia. The World Health Organization report emphasizes the urgency of addressing this matter to improve quality of life and overall social well-being (Sahara, V. C., 2023). In the Indonesian context, there is an increasing prevalence of People with Mental Disorders (ODGJ), who require continuous care and rehabilitation. This situation demands intervention models that go beyond merely addressing clinical symptoms, shifting instead toward holistic recovery and patients' social reintegration (Arifin, M., Prasojo, S., & Aktifah, N., 2025). In Indonesia, social rehabilitation has become one of the policy instruments to restore the social functioning of ODGJ (Farhan, D., 2020). The UPT Rehabilitasi Sosial Bina Laras Pasuruan is one of the technical implementation units under the Department of Social Affairs, focusing on the recovery and empowerment of ODGJ. Despite the formulation of various policies, challenges remain in terms of effectiveness at the implementation level.

The main problem underlying this research is the suboptimal implementation of social rehabilitation policies at UPT Rehabilitasi Sosial Bina Laras Pasuruan. Although policies have been formally designed to improve the quality of life and independence of ODGJ, their implementation is constrained by limited human resources and insufficient coordination among stakeholders. These barriers create a gap between policy objectives and actual outcomes in the field, necessitating an in-depth analysis of both the inhibiting and supporting factors in implementation. The objective of this research is to analyze the implementation of social rehabilitation policies for ODGJ at UPT Rehabilitasi Sosial Bina Laras Pasuruan. The novelty of this study lies in its emphasis on a holistic policy implementation approach that places the active participation of service recipients at the core of the process. The study applies Soren C. Winter's Policy Implementation Model, which comprehensively integrates contextual factors, actors, and processes in analyzing policy implementation.

This research plays an important role both theoretically and practically. Theoretically, it contributes to the development, expansion, and deepening of scientific knowledge. Through research, concepts, theories, and models can be tested, modified, or refined, thus advancing the body of knowledge. Research also helps identify knowledge gaps that require further exploration, fostering innovation and the emergence of new perspectives relevant to contemporary developments.

Practically, this study provides direct benefits in addressing real-world problems in society. Its findings can serve as a basis for decision-making, policy formulation, or the development of effective and efficient programs. Research also aids in generating applicable, contextual, and sustainable solutions, thereby enhancing quality of life, improving public services, and promoting social inclusion. Therefore, this study contributes not only to the advancement of scientific knowledge but also to practical improvements in everyday life. By combining theoretical and practical benefits, this research ensures high relevance, offering value both for academia and for society at large.

LITERATURE REVIEW

Based on a review of seven previous studies, it appears that most studies related to the implementation of social rehabilitation policies in Indonesia still focus on technical issues in program implementation, such as lack of coordination between agencies, limited human resources, insufficient budget, the absence of clear Standard Operating Procedures (SOPs), and suboptimal policy dissemination to the public. For example, research by Anasiru (2011) emphasized the importance of a model approach to addressing street children, but was hampered by weak coordination between government, the private sector, and the community. Similarly, findings by Ering et al. (2021) and Nugraha et al. (2014) indicate that the implementation of rehabilitation programs for uninhabitable houses is hampered by a limited budget, a lack of social assistance, and the absence of standardized SOPs.

In the field of social rehabilitation for people with disabilities and people with mental disorders (ODGJ), research by Hanafi and Santosa (2025) revealed that the main obstacles lie not only with resources and facilities, but also with communication between agencies and the absence of adequate technical SOPs. A study by Amelia et al. (2022) highlighted the importance of fulfilling the rights of persons with disabilities, but failed to link rehabilitation implementation to a comprehensive recovery framework focused on beneficiary independence. Meanwhile, Saputra et al. (2024) reinforced the finding that coordination, actor involvement, and effective program monitoring remain major challenges in the field.

These studies demonstrate that, despite common issues in policy implementation, such as limited resources, weak coordination, and suboptimal implementation procedures, almost no studies explicitly model the implementation framework of social rehabilitation policies in Indonesia. The novelty of this research lies in its focus on policy implementation with a holistic approach that places the active participation of service recipients at the center of the process. This approach is analyzed using the Soren C. Winter Policy Implementation Model, which comprehensively incorporates elements of context, actor roles, and process stages. Through this model, the research provides an in-depth understanding of the dynamics of policy implementation in an integrative manner, while highlighting the interrelationships between factors influencing its successful implementation.

Public policy is a series of strategic decisions made by the government to address public problems, taking into account community needs, resources, and development goals (Simon, CA, 2017). Public policy serves as an instrument of state intervention to create measurable social, economic, and political change. Public policy implementation is the process of translating formulated policies into concrete actions through programs, projects, and activities involving various actors and resources (Mazmanian & Sabatier, 1983). This stage determines the success of a policy because it includes adapting the policy to field conditions, coordinating between stakeholders, and managing implementation obstacles.

Soren C. Winter's policy implementation model emphasizes that successful implementation is influenced by three main dimensions. First, inter-organizational relationships, which include effective communication and shared commitment among policy actors. Clear communication ensures that policy messages and objectives are understood, while commitment fosters consistent implementation. Second, the behavior of lower-level bureaucrats (street-level bureaucrats) who directly implement the policy. Their attitudes, capacities, and motivations significantly determine the quality of implementation on the ground. Third, the policy beneficiaries, namely the target groups who directly experience the benefits or consequences of the policy. Their response, participation, and level of acceptance can either strengthen or hinder the achievement of objectives. The interaction of these three dimensions creates a cycle that influences policy effectiveness. If communication and commitment are maintained, implementers behave professionally, and beneficiaries are cooperative, the policy has a high chance of success. Conversely, obstacles in any one aspect can disrupt the entire implementation process.

Indicators from Soren C. Winter's Policy Implementation Theory

1. Quality of communication between actors (clarity of information, appropriateness of policy messages, frequency of coordination)
2. Organizational commitment (seriousness about implementing the program, leadership support, policy consistency)
3. Behavior of lower-level bureaucrats (motivation, professionalism, technical ability of implementers)
4. Beneficiary response (participation, openness to the program, level of acceptance)

RESEARCH RESULTH

This study employs a qualitative approach with a phenomenological design aimed at gaining an in-depth understanding of the experiences, perceptions, and meanings constructed by actors involved in the implementation of social rehabilitation policies for People with Mental Disorders (ODGJ) at the Social Rehabilitation Unit (UPT) Bina Laras Pasuruan. The choice of a phenomenological approach is grounded in the need to capture the lived experiences of research subjects and to uncover the dynamics, challenges, and potentials within the policy implementation process (Alhazmi & Kaufmann, 2022). Phenomenology is particularly relevant because it not only describes phenomena but also interprets the meaning embedded in participants'

experiences, thereby providing a more comprehensive understanding of how social rehabilitation policies are implemented in practice.

Data Sources and Informant Selection

The primary data were obtained from key informants, including policymakers at the East Java Provincial Social Service, policy implementers (structural officials, social workers, and supporting staff at the UPT), as well as beneficiaries, namely families of ODGJ currently or formerly involved in rehabilitation programs. Informants were selected using purposive sampling, based on their relevance, direct involvement, and ability to provide rich information aligned with the research focus (Robinson, 2014). The number of informants was determined by the principle of saturation point, reached when no significant new information emerged from the data collection process.

Data Collection Techniques

Three primary techniques were used in data collection:

1. In-depth Interviews

Semi-structured interviews were conducted to allow informants to share their experiences and perspectives freely, while ensuring alignment with the research focus. The interview guide included questions related to policy implementation processes, inter-stakeholder coordination, supporting and inhibiting factors, and the impact of policies on ODGJ recovery and independence.

2. Participant Observation

Observations were carried out during various rehabilitation activities at the UPT, including therapy sessions, skills training, and interactions between staff and beneficiaries. This method provided firsthand insights into field conditions, actor behaviors, and the dynamics of policy implementation that might not have been captured through interviews alone.

3. Document Study

Relevant documents were collected and analyzed, including policy texts, implementation guidelines, activity reports, and statistical data on rehabilitation programs. Document study served to verify and enrich the findings obtained from interviews and observations.

Data Analysis

Data were analyzed thematically in line with the phenomenological method, focusing on uncovering essential themes from participants lived experiences. The analysis followed the steps outlined by Hashimov (2015):

1. Data Reduction – Selecting and categorizing data based on the research focus, such as policy implementation processes, actor roles, and policy outcomes.
2. Data Display – Organizing data in matrices, diagrams, or narrative forms to identify patterns and relationships between variables.

3. Conclusion Drawing and Verification – Interpreting the data to identify meanings, developing tentative conclusions, and validating them against other data sources.

In addition, a bracketing process was conducted to minimize researcher bias by suspending personal assumptions during the analysis (Moustakas, 1994).

Data Trustworthiness

To ensure credibility and validity, several strategies were applied:

1. Triangulation of Sources and Techniques – Comparing information across interviews, observations, and documents, as well as among different types of informants.
2. Member Checking – Confirming the research findings with informants to ensure accuracy and validity of interpretations.
3. Prolonged Engagement in the Field – Spending sufficient time on-site to deeply understand the context and build trust with participants.
4. Audit Trail – Keeping detailed documentation of the research process to ensure transparency and data traceability.

Through this phenomenological design, the study is expected to provide an in-depth and comprehensive understanding of the implementation of social rehabilitation policies for ODGJ at UPT Bina Laras Pasuruan. The findings are anticipated to reveal the interplay between policy implementation quality, actor involvement, and the success of ODGJ recovery and independence, thereby offering insights for developing more effective and human-centered policy implementation models.

The implementation of social rehabilitation policies for People with Mental Disorders (ODGJ) at UPT Rehabilitasi Sosial Bina Laras Pasuruan was analyzed using Søren C. Winter's four key indicators, all of which were clearly evident in this context.

First, communication quality among actors was demonstrated through effective coordination between policy implementers, the provincial social service, psychiatric hospitals, families, and community stakeholders. Clear information on referral procedures, activity schedules, and service objectives minimized misunderstandings. Regular coordination forums, such as intersectoral meetings and case conferences, ensured a shared understanding among all actors. From a phenomenological perspective, beneficiaries and families reported that accessing information was straightforward, reflecting the presence of effective communication.

Second, organizational commitment at UPT Bina Laras was reflected in the continuity of scheduled rehabilitation programs, the consistency of psychosocial services, and strong leadership support in providing facilities, human resources, and external partnerships. This commitment not only generated positive experiences for implementers, who felt institutionally supported, but also created a sense of security for beneficiaries, as services were delivered reliably and consistently.

Third, the behavior of frontline bureaucrats was characterized by the motivation of social workers and support staff who went beyond administrative tasks by demonstrating empathy, assessment skills, and recovery-based case management. Families of ODGJ described their experiences as respectful and inclusive, as they were involved in decision-making processes and supported according to their specific needs.

Fourth, the response of beneficiaries was evident in their active participation in planning and implementing activities, willingness to provide feedback, and in some cases, successful reintegration into social and economic activities. From a phenomenological standpoint, narratives such as “feeling heard” and “having hope” illustrate that the policy implementation went beyond formal procedures, producing tangible improvements in beneficiaries’ quality of life.

Overall Analysis

The findings indicate that the implementation of social rehabilitation policies at UPT Bina Laras Pasuruan aligns with Winter’s four indicators. Communication across stakeholders was clear and routine, facilitating coordination and access to information. Organizational commitment was demonstrated through sustained programs and leadership support. Frontline implementers showed high levels of empathy, professionalism, and technical competence. Beneficiaries actively engaged in the rehabilitation process and experienced improvements in their quality of life. The phenomenological approach highlights that the policy was not only formally executed but also meaningfully experienced by beneficiaries and their families, underscoring its positive and transformative impact.

DISCUSSION

Communication Quality Among Actors

The findings indicate that communication quality among actors at UPT Rehabilitasi Sosial Bina Laras Pasuruan is a critical factor in the successful implementation of social rehabilitation policies for people with mental disorders (ODGJ). Effective coordination between program implementers, related government agencies, psychiatric hospitals, families, and community stakeholders was supported by the clarity of information regarding referral procedures, activity schedules, and service objectives. This clarity minimized potential misunderstandings and ensured that all parties shared a common understanding of program directions and goals.

Regular coordination forums, such as intersectoral meetings and case conferences, provided important platforms for aligning perspectives, discussing cases, and formulating appropriate strategies. From a phenomenological standpoint, communication extended beyond the mere transfer of information, offering positive experiences for beneficiaries and their families. They felt that information was easily accessible, they knew where to seek help, and they were actively involved in the rehabilitation process. Clear, consistent, and routine communication not only strengthened trust among actors but also directed

recovery processes more effectively, reaffirming communication as the foundation of successful social policy implementation at the service level.

Organizational Commitment

The research also highlights the strong organizational commitment of UPT Bina Laras Pasuruan as a cornerstone for the smooth implementation of rehabilitation policies. This commitment was demonstrated through the sustainability of rehabilitation programs, which were carried out on a scheduled basis rather than sporadically. Consistent psychosocial services assured beneficiaries that the support they received would not be interrupted.

Leadership played a decisive role, particularly through the provision of adequate facilities, the strengthening of human resource capacity, and the development of external partnerships. From the implementers' perspective, such structural support enhanced motivation, as they felt appreciated and well-facilitated in carrying out their duties. Phenomenologically, families experienced this commitment through the presence of reliable, routine, and integrated services. These findings affirm that organizational commitment was not merely rhetorical but translated into concrete practices that generated security, encouraged beneficiary participation, and supported recovery-oriented care.

Street-Level Bureaucrats' Behavior

The behavior of frontline bureaucrats, especially social workers and support staff, emerged as another central factor in successful policy implementation. These actors went beyond administrative duties, demonstrating empathy, recognizing the unique needs of each client, and applying assessment and case management skills rooted in a recovery-oriented approach. Such practices enabled beneficiaries and their families to feel respected, included in decision-making, and assisted according to their specific conditions. From a phenomenological lens, these high-quality interactions fostered trust and positive working relationships, which in turn facilitated the application of interventions. Thus, the professionalism and empathy of street-level bureaucrats represented a key dimension where technical, humanistic, and sustainability aspects of service converged.

Beneficiaries' Response

Finally, beneficiaries' responses served as a vital indicator of policy success. Their active participation in both planning and implementing activities reflected genuine engagement rather than formality. Their willingness to provide feedback suggested a reciprocal relationship between service providers and service users, which enhanced the program's responsiveness to real needs. The success of several clients in reintegrating into social or economic activities signaled the achievement of holistic recovery goals. From a phenomenological perspective, narratives of "feeling heard" and "having hope" emphasized that beneficiaries were not merely passive recipients but active subjects in the recovery process. This demonstrates that the policy at UPT Bina Laras was fully realized in practice, producing tangible and transformative impacts on the quality of life of its beneficiaries.

CONCLUSIONS AND RECOMMENDATIONS

The conclusions of this study indicate that the implementation of the social rehabilitation policy for people with mental disorders (ODGJ) at the Bina Laras Social Rehabilitation Unit (UPT Rehabilitasi Sosial Bina Laras Pasuruan) optimally meets the four indicators of Soren C. Winter's theory. Communication between actors is clear and routine, supporting effective coordination. Organizational commitment is reflected in program sustainability, service consistency, and leadership support. Implementers possess adequate motivation, empathy, and technical skills. Beneficiaries actively participate, provide input, and experience an improved quality of life. The phenomenological approach confirms that this policy is not only implemented procedurally but also has tangible benefits for people with mental disorders (ODGJ) and their families.

1. Capacity Building: Local governments need to conduct ongoing training for policy implementers to strengthen their understanding of regulations, technical skills, and adaptability to local socio-cultural dynamics, so that policy implementation can be more effective.
2. Strengthening Multi-Stakeholder Collaboration: It is recommended to establish a regular coordination forum between the government, non-governmental organizations, community leaders, and academics to create synergy, address field obstacles, and formulate solutions based on local wisdom according to the characteristics of the research area.

ADVANCED RESEARCH

Further research is recommended to expand the scope of the study area to obtain a more comprehensive picture of the dynamics of policy implementation in different social and cultural contexts. Furthermore, future research should utilize a mixed methods approach to integrate qualitative and quantitative findings, resulting in more in-depth results that can be used as a basis for formulating more targeted policies.

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