Triangle Policy Analysis: The Social Rehabilitation Assistance (ATENSI) Policy at the Ministry of Social Affairs of the Republic of Indonesia During the Leadership Period of Saifullah Yusuf

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Abstract

The Social Rehabilitation Assistance Policy (ATENSI) is one of the strategic instruments of the Ministry of Social Affairs of the Republic of Indonesia in providing comprehensive social rehabilitation services to vulnerable groups such as children, the elderly, people with disabilities, and other marginalized groups. This study aims to analyze the dynamics of the ATENSI policy during the leadership of Saifullah Yusuf (Gus Ipul) through the Triangle Policy Analysis approach developed by Walt and Gilson, by holistically examining the elements of content, context, process, and policy actors. This study uses a qualitative approach with a descriptive design through in-depth interviews, observations, and documentation studies that are analyzed thematically. The results of the study show that the ATENSI policy has undergone substantive strengthening through regulatory improvements, integration of rehabilitation services, and digitization of data collection based on the National Integrated Socio-Economic Data (DTSEN). The social and political context, bureaucratic transformation, and the need for digital adaptation also shaped the direction of this policy. The policy process took place through the stages of problem identification, participatory formulation, collaborative cross-sector implementation, and tiered monitoring and evaluation. Policy actors, particularly the Ministry of Social Affairs, local governments, social workers, beneficiaries, and non-governmental partners, played a significant role in the successful implementation. However, challenges related to gaps in human resource capacity, implementer understanding, and infrastructure still hamper the effectiveness of the policy in the field. This study concludes that the ATENSI policy in the Saifullah Yusuf era has moved towards an inclusive, adaptive, and data-driven social rehabilitation transformation, but requires strengthening the sustainability of implementation and institutional capacity to achieve optimal social functioning outcomes.

Keywords: ATENSI Policy; Public Policy Analysis; Social Rehabilitation.

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A.   INTRODUCTION

Undang-Undang Dasar 1945 in its preamble that the state is obliged to protect the entire nation and all its citizens and to promote general welfare. This is also stated in the fifth principle of Pancasila, which is to achieve social justice for all Indonesian people. Undang-Undang No.11 of 2009 concerning Social Welfare emphasizes that the state has an obligation to provide social welfare. Social welfare is a state or condition of life that is created when various social problems can be managed properly; when human needs can be met and when social opportunities can be maximized (Adi, 2013).

The Indonesian government continues to strive to meet the needs of the community in improving welfare, especially for the poor and marginalized (children,

the elderly, people with disabilities) through social policies. Spicker (1995) states that social policy is a series of actions taken by the government to reduce social inequality and ensure the welfare of all its citizens. Various social policies have been created by the Ministry of Social Affairs in an effort to provide social protection, one of which is through social rehabilitation, namely the Social Rehabilitation Assistance (ATENSI) policy. Minister of Social Affairs Regulation No. 7 of 2021 states that ATENSI is implemented to support the welfare of vulnerable groups, such as people with disabilities, the elderly, and neglected children.

The ATENSI policy was initially approved by Social Affairs Minister Juliari R. Batu Bara in 2020 through Minister of Social Affairs Regulation No. 16 of 2020 concerning Social Rehabilitation Assistance. However, during this period, there have been significant changes in the direction of the policy, implementation approach, and program priorities. These changes are outlined in Minister of Social Affairs Regulation No. 7 of 2021 concerning Social Rehabilitation Assistance by Minister of Social Affairs Tri Rismaharini.

During Tri Rismaharini's leadership, the ATENSI policy continued to undergo refinements in terms of organizational structure and administration, as well as the optimization of social rehabilitation services within the Directorate General of Social Rehabilitation. This led to further refinements as outlined in Minister of Social Affairs Regulation No. 7 of 2022 concerning Amendments to Minister of Social Affairs Regulation No. 7 of 2021 concerning Social Rehabilitation Assistance and Minister of Social Affairs Regulation No. 2 of 2024 concerning the Second Amendment to Minister of Social Affairs Regulation No. 7 of 2022 concerning Social Rehabilitation Assistance.

The dynamics of the ATENSI policy are highly dynamic, but it cannot be denied that to date, the ATENSI policy is still considered effective (Mintarja, 2022). However, in terms of improving welfare and empowerment, the benefits are not yet visible and there are several obstacles, particularly in the services provided at several centers (Simanullang, 2022). This is related to the lack of human resources, socialization, and data, with the consequence that ATENSI is not running optimally as expected (Fadhilah and Tanjung, 2024).

During the leadership of Saifullah Yusuf as Minister of Social Affairs (also known as Gus Ipul), ATENSI began to receive special emphasis with an integrated, progressive, and targeted approach to social rehabilitation services. However, the implementation of the ATENSI policy during Gus Ipul's period faced various challenges, both in terms of policy design, bureaucratic support, coordination between stakeholders, and the response of the beneficiary community.

Several previous studies, such as Zaidan (2023), Siswanto (2024), and Akmal (2023), focused on the implementation of Ministerial Regulation No. 7 of 2021 concerning ATENSI. In addition, there is research from Maulana (2023) that focuses on evaluating the ATENSI policy. When viewed, several studies related to ATENSI mostly focus on policy implementation. Therefore, it is important to conduct a policy review that can see these dynamics as a whole.

Therefore, this study attempts to explore more deeply how content, context, process, and actors interact and contribute to the ATENSI policy. Thus, it is hoped that the results of this study can contribute to the understanding of social policy implementation in the context of a dynamic bureaucracy, as well as provide input for the sustainability of the ATENSI policy in the future.

B.   LITERATURE REVIEW

The triangle policy analysis developed by Walt and Gilson in 1994 (Buse, Mays & Walt, 2005) can be used to analyze a policy prospectively or retrospectively in any country, for any policy, and at any policy level. The triangle policy analysis framework is illustrated in the figure below:
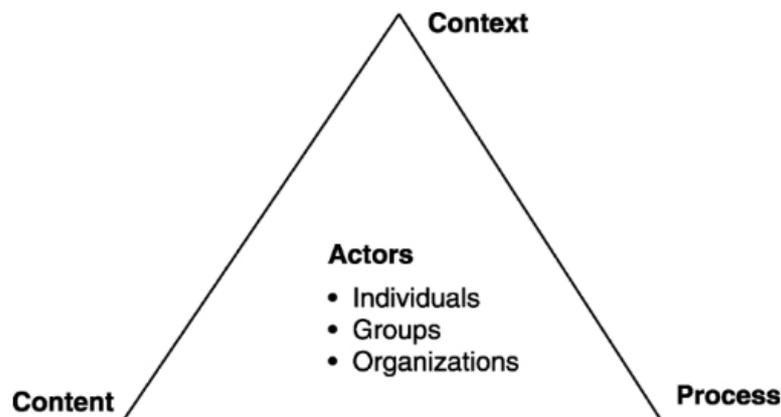

Figure 1. Triangle Policy Analysis Framework
Source: Walt & Gilson (1994)

The triangle policy analysis framework highlights the importance of understanding the main aspects of policy, namely policy content, policy context, policy making processes, and the actors who wield power in the policy. This involves understanding the role of the state, both at the national and international levels, as well as the groups that make up civil society at the global and national levels. The aim is to explore how these actors interact and influence existing policies. In addition, this framework also includes an understanding of the processes used to influence policy, such as the policy formulation process, as well as the context in which various actors and processes interact. The main focus of this framework is on the content, context, processes, and actors involved in policy-making. This approach is used to systematically explore various elements that influence policy that are often overlooked. This framework is relevant for application in various countries with varying levels of income, from high-income to low-income countries.

Triangle policy analysis is a model that simplifies complex relationships in policy, giving the impression that the four factors can be analyzed separately. In reality, however, actors in policy are influenced by the context in which they operate, whether as individuals or as part of a group or organization. The context itself is influenced by various factors, such as instability, ideology, history, and culture. The policy-making process is also influenced by the actors involved, their position in the

power structure, and their personal values and expectations. The content of the policy reflects these interrelated dimensions. The following is a further explanation of the analysis within the framework of triangle policy analysis:

1. Content

    Focuses on the substance of the policy itself. Content analysis involves understanding the various elements of a policy, which represent other dimensions such as actors, context, and processes. This is in line with Nugroho's view that content analysis is used to explore the parts that make up the policy, in accordance with the various aspects previously discussed by Buse, Mays & Walt (2005).

2. Context

    Highlighting the conditions under which policies are formulated and implemented. This analysis considers environmental factors that influence policy, both at the planning and implementation stages. Context is closely related to the political, economic, and social systems that apply both nationally and internationally and can influence policy. There are many ways to categorize factors, including situational, structural, cultural, and international or exogenous factors. Situational factors are temporary and non-permanent situations that can influence policy. Structural factors are elements of society that do not change over time. Cultural factors are everything related to culture, such as the position of ethnic minorities or language differences, which can affect the limitations of information and services obtained from policies. International factors are matters related to foreign countries that influence international cooperation in existing policies. In analyzing the success of a policy, we can analyze the context of its formation and assess the influence of each factor in the policy.

3. Process

    Assessing the stages of policy development and implementation. Process analysis focuses on how policies are identified, formulated, and what strategies are used in the process. It also includes further discussion of the mechanisms for effective policy implementation. An approach often used to understand the policy process is the stage heuristic, which divides the policy process into several specific stages, recognizing that this is not something that is absolute and always occurs in the field. The first stage begins with identifying problems and recognizing issues. This stage involves observing how an issue is incorporated into policy and the reasons why the issue has not yet been discussed. The second stage is policy formulation. This stage involves analyzing who is involved in the policy, how a policy is adopted until it is approved, and how to communicate a policy.

4. Actor

    Focus on the parties involved in or affected by the policy. This includes policymakers, as well as individuals or groups affected by the implementation of the policy. In this case, actors refer to individuals, organizations, or countries

whose actions interact with the policy, either in terms of influencing or being influenced by it. Actors can influence the policy process at various levels, such as local, national, regional, or international. They are often considered partners for consultation on the policy process at various levels. For example, at the local level, a health worker may communicate with other parties such as school teachers, environmental officers, and others. At the international level, government officials in one country may learn from government officials in another country as a reference, or they may be part of a community in the formation of certain policies. The involvement of actors in policy formation is related to the concept of power. The extent to which actors influence policy depends on how much power they feel they have over the area. Power is a combination of wealth, personality, knowledge and authority, organization and structure, and so on.

C.   METHOD

This study uses a qualitative approach with a descriptive design, as it aims to gain an in-depth understanding of the ATENSI policy at the Ministry of Social Affairs of the Republic of Indonesia during the leadership of Saifullah Yusuf by analyzing the content, context, process, and actors holistically through data collected from interviews, observations, and documentation studies. The research location was focused on the Ministry of Social Affairs headquarters in Jakarta and the Technical Implementation Unit as the place where the policy was implemented, with informants determined through purposive sampling techniques covering policy makers, policy implementers, and policy beneficiaries who were considered capable of providing in-depth information related to the dynamics of the ATENSI policy. Data collection was conducted through triangulation using in-depth interviews, direct observation, and analysis of official documents and literature. The data was then analyzed using data collection and transformation techniques to produce structured information through open, axial, and selective coding processes, resulting in final findings relevant to the research focus. This analysis aims to describe the dynamics of the ATENSI policy in a factual and systematic manner, while data validity is maintained through credibility techniques by expanding researcher involvement in the field, conducting continuous observation, and triangulating sources and methods to ensure that the data obtained is accurate, reliable, and reflects the actual reality.

D.   RESULT AND DISCUSSION

The ATENSI policy developed by the Ministry of Social Affairs has undergone substantial evolution in line with changes in the needs and dynamics of social rehabilitation services in Indonesia. Currently, ATENSI is one of the strategic pillars in the social protection system managed by the Directorate General of Social Rehabilitation. ATENSI is also formulated as an umbrella framework for various social rehabilitation services. The orientation of this policy is not limited to providing

material assistance, but emphasizes efforts to restore, strengthen, and redevelop the social functions of vulnerable individuals and families. Thus, ATENSI has transformed into an adaptive, responsive, and sustainable social rehabilitation instrument. Findings from field interviews with policy makers, policy implementers, and policy beneficiaries show that there is a positive response to the current ATENSI policy. The ATENSI policy during Gus Ipul's term has seen many innovations and strengthened collaboration among various stakeholders.

1. ATENSI Policy Content

Content analysis within the framework of triangle policy analysis emphasizes understanding the substance of policy and how that substance reflects the relationship between actors, context, and process (Buse, Mays & Walt, 2005). In the ATENSI Policy at the Ministry of Social Affairs, the policy content takes the form of an integrated social rehabilitation approach to restore the social functioning of vulnerable groups through comprehensive, rights-based interventions oriented towards the restoration of social function. This is in line with the concept of social rehabilitation according to Undang-Undang No.11 of 2009 concerning Social Welfare, which focuses on restoring and improving a person's ability to perform their social functions optimally.

The ATENSI policy during Gus Ipul's era did not undergo any changes in its definition or substantive orientation, although there were several revisions to the Minister of Social Affairs Regulation (Permensos) to adjust to the dynamics of service needs in the previous era. Based on field findings, the formal framework of ATENSI tends to be stable, although in terms of substantive implementation, there are still variations across regions due to differences in the capacity of implementers, budgets, and local government support.

The development of the ATENSI policy shows that the substance of the policy has been gradually strengthened through a series of regulations, starting with Permensos No. 16 of 2020 during the era of Social Minister Juliari P. Batubara. These regulations were then updated through Permensos No. 7 of 2021 and Permensos No. 7 of 2022 under the leadership of Tri Rismaharini, both of which reorganized service standards, clarified assessment mechanisms and case management, and adjusted the organizational structure of the implementing agency. This regulatory shift confirms the consistency of policy substance, but with continuous improvements to make it more operational and responsive to the needs of vulnerable groups. These findings are in line with Walt & Gilson's view that policy content must be flexible and adaptive to the context of its implementation (Buse, Mays & Walt, 2005).

The strengthening of the ATENSI policy was then re-enacted in Permensos No. 2 of 2024, which became the second amendment to the ATENSI regulation and provided a more definitive normative basis regarding the management of aid distribution, service mechanisms, and the structuring of social rehabilitation institutions. This regulation not only continues the consistency of the previous policy content, but also clarifies the types of services, beneficiary requirements, and PNBP tariff arrangements related to social services. Thus, Permensos No. 2 of 2024

strengthens the alignment between policy design and implementation effectiveness, ensuring that ATENSI remains administratively and substantively relevant in the implementation of social rehabilitation nationwide.

The most visible substantive aspect of ATENSI is its multi-service structure. This is in line with the principle that policy content must reflect the complexity of social issues (Buse, Mays & Walt, 2005). Field findings support this through the view that social rehabilitation not only aims to restore social function, but also contributes to poverty reduction. ATENSI is designed as a multidimensional intervention that includes health, education, economic empowerment, and psychosocial support. Thus, the current ATENSI policy is more comprehensive and integrated, ensuring that interventions to meet basic needs are fulfilled before further interventions are carried out. After that, services are expanded through a combination of more complex social rehabilitation interventions, such as strengthening the care system, providing various therapies, supporting capacity building, and expanding accessibility. This demonstrates the alignment between the theory that requires comprehensive policy content and the implementation of multi-services in the field. With this multi-service and multidimensional approach, ATENSI places independence and social functioning as the main objectives of intervention.

The ATENSI policy content during Gus Ipul's era also retained the seven main service components of the ATENSI policy, which include support for fulfilling basic needs; social care and/or child care; family support; physical therapy, psychosocial therapy, and mental spiritual therapy; vocational training and/or entrepreneurship coaching; social assistance and social support; and accessibility support for vulnerable groups. With an individual, family, and residential-based approach.

In addition, content analysis also considers policy implementation mechanisms as part of the substance, because processes and actors are reflected in how policies are translated (Buse, Mays & Walt, 2005). Field findings show that ATENSI has adopted a case management approach, which requires holistic assessment and ongoing assistance. This approach shows that the policy has a structured operational mechanism. However, the uneven capacity of human resources in each Center means that the implementation of case management has not been optimal, so that the substance of the policy is not always realized in practice.

The gap in understanding among implementers illustrates that the substance of the policy also reflects how actors and context influence the practical content of the policy (Buse, Mays & Walt, 2005). Although the substance of ATENSI is normatively comprehensive, some implementers still interpret social rehabilitation as merely providing physical assistance. This shows that the content of the policy, which ideally represents all dimensions of service, has not been fully internalized in the field. Contextual factors such as limited facilities, trained personnel, and local government support widen the gap between policy design and implementation practices.

Finally, the values and principles underlying the ATENSI policy continue to use a rights-based, non-discriminatory, and inclusive approach, focusing not only on individuals but also on their families and communities. Ethical values and principles

in the substance of the policy, such as justice and respect for human dignity, should be included in content analysis (Buse, Mays & Walt, 2005). ATENSI is a policy that does not limit its targets to poor groups alone, but to all individuals or families in other vulnerable situations. Thus, this policy reflects an inclusive design oriented towards restoring the social function and dignity of beneficiaries. Field findings support this through an emphasis that social rehabilitation must restore self-esteem and reduce stigma. However, the effectiveness of this principle remains dependent on the competence of the actors implementing the policy and the institutional context at the local level.

2. ATENSI Policy Context

The context of the ATENSI policy cannot be separated from various systemic political, economic, and social factors that shape the direction, priorities, and dynamics of regulatory change. According to the framework of Buse, Mays & Walt (2005), public policy is always in the interaction between actors, processes, and contexts that influence each other. Leichter (1979) emphasizes how situational, structural, cultural, and international factors determine the success and sustainability of a policy. In the case of ATENSI, all of these factors appear to work together, from the emergency conditions of the pandemic, changes in government structure, cultural values that exist in society, to the influence of global practices in the implementation of social rehabilitation. It is this complexity that has caused the ATENSI policy to undergo continuous adjustments, both in terms of formulation and field implementation.

Situational factors led to the establishment of ATENSI in 2020, which was influenced by the pressure of the COVID-19 pandemic that created an urgent need for more responsive, adaptive, and integrated social rehabilitation services. Vulnerable groups such as the elderly, people with disabilities, orphans, and marginalized groups experienced significant socio-economic shocks, rendering the previously fragmented rehabilitation approach inadequate. Field findings showed that the need for family, community, and residential-based services increased dramatically, prompting the government to develop a comprehensive intervention model. In the following period, Saifullah Yusuf's leadership strengthened the sustainability of this policy by reorganizing the relationships between programs to be more integrated and connecting ATENSI with PKH, BPNT, social empowerment, and social protection. This integrative approach strengthens the effectiveness of ATENSI because all Ministry of Social Affairs programs are directed to operate within a mutually supportive ecosystem, rather than independently.

From a structural perspective, institutional reforms within the Ministry of Social Affairs havUe influenced the direction of ATENSI policy. The reorganization of technical implementation units (UPT) has expanded the scope of social workers to carry out assessments, interventions, and monitoring with greater flexibility. More collaborative leadership has further strengthened cross-sectoral work. The most important structural factor is the development of DTSEN as integrated national data,

which serves as the main basis for target setting and decision making. This data-driven policy approach has changed the working patterns of field implementers while improving the accuracy of ATENSI service delivery. However, some implementers still face limitations in human resource capacity, uneven coordination between units, and regional budget disparities. The budget efficiency policy during President Prabowo's administration also had an impact, although efficiency was limited to operational aspects so as not to reduce program targets and not affect ATENSI's core services.

Cultural context is also an important element in the dynamics of the ATENSI policy. This policy accommodates local values such as mutual cooperation, social solidarity, and a strong family and community-based approach in Indonesian society. Intervention models such as family support and community services have received positive responses because they are considered more humane and in line with local social norms. However, cultural challenges remain, particularly related to stigma against disability, marginalized groups, and other social service recipients. In some areas, ATENSI is still perceived merely as "social assistance" rather than a comprehensive social rehabilitation intervention. This shows that organizational and community cultural transformation requires a continuous education process so that understanding of social rehabilitation matures and does not stop at the provision of material assistance alone. At the same time, international factors also influence the direction of ATENSI policy. The policy development process refers extensively to global good practices, including a rights-based approach reinforced through the UNCRPD and various other international frameworks. A number of partnerships with international institutions such as UNICEF, WHO, UNESCAP, IOM, and UNODC have broadened the perspective of implementers on global social rehabilitation standards, particularly in the areas of disability, TPPO, violence, and migration. Global influences are evident in the development of training modules, assessment methods, and evidence-based policy approaches that are beginning to be adopted in ATENSI programs. Thus, ATENSI has evolved into a policy that is not only locally contextual but also in line with international frameworks and standards.

The overall context shows that the ATENSI policy operates within a constantly changing political, social, and institutional landscape. Emergencies, changes in government structure, socio-cultural values, and global influences interact to shape the direction and dynamics of the policy. These factors not only create challenges, but also open up opportunities to strengthen social rehabilitation policies in Indonesia to be more responsive, adaptive, and sustainable.

3. ATENSI Policy Process

The ATENSI policy process moves along a path that describes how a policy is formulated, negotiated, implemented, and evaluated by the actors involved and influenced by the power structures, values, and expectations they hold (Buse, Mays & Walt, 2005). The initial stage of ATENSI begins with the identification of problems arising from the complex needs of vulnerable groups such as children, the elderly,

people with disabilities, vagrants and beggars, disaster victims, and groups affecte by emergency situations. The COVID-19 pandemic and the post-pandemic phase have further strengthened the urgency for responsive, adaptive, and non-bureaucratic social rehabilitation services, thereby encouraging the formulation of policies that are able to respond to diverse needs quickly and measurably. This condition requires a multidimensional approach that includes the fulfillment of basic needs as well as comprehensive social function recovery.

In the policy formulation process, ATENSI was developed through a mechanism involving a number of actors at various levels, such as the central government, technical units, local governments, and social institutions. This was based on comprehensive field data and analysis. During Saifullah Yusuf's leadership, policy formulation was carried out in a more integrated and data-driven manner, through the development of ATENSI guidelines and the establishment of DTSEN as a single social assistance database to ensure accuracy in targeting. Coordination between sectors and units within the Ministry of Social Affairs was crucial in creating harmonious and non-overlapping policy formulations, while legal aspects were maintained through adjustments to Permensos to ensure compliance with laws and regulations. This approach demonstrates that the formulation of ATENSI policies is participatory, inclusive, and adaptive to the evolving needs of vulnerable communities.

The implementation of ATENSI then gave rise to its own dynamics in the field, particularly in relation to the understanding of implementers, data integration, and regulatory changes that occurred several times. Nevertheless, field findings show that implementation still refers to Permensos, DTSEN, and existing technical guidelines, making it easier for implementers to maintain service consistency. ATENSI is implemented with the aim of achieving social functionality through family, community, and residential-based services. The forms of services provided include support for decent living needs, care and nursing, family support, physical-psychosocial-mental-spiritual therapy, vocational and entrepreneurship training, social assistance, and accessibility support. This program is implemented by the Directorate and Sentra as the main implementers, in collaboration with local governments, LKS, the business world, and civil society organizations. Interestingly, the majority of implementers in the field show strong intrinsic commitment, viewing their work as a social calling, enabling them to maintain service quality despite various limitations.

In the context of evaluation, monitoring and evaluation are key instruments for ensuring that ATENSI is implemented in accordance with its objectives and regulations. This process is carried out in stages, both internally and externally, using integrated data to monitor program progress in real time. At the lowest level, social workers monitor the social functioning of beneficiaries through interviews, observations, and community satisfaction surveys. Evaluation is carried out with reference to performance indicators that include inputs, processes, outputs, benefits, and impacts as stipulated in Permensos No. 7 of 2021. A combined quantitative and

qualitative approach is carried out through field visits, digital data analysis, and periodic reports from UPT, resulting in a realistic picture of policy implementation.

Strengthening of evaluation is also carried out by various other actors such as the Inspectorate General and the Supreme Audit Agency (BPK), which enriches perspectives and improves the quality of recommendations for improvement. This shows that monitoring and evaluation are not merely administrative activities, but an integral part of the policy cycle that ensures ATENSI continues to develop and is able to respond to the needs of the community in a relevant manner. This commitment to continuous evaluation is what becomes an important factor in maintaining the sustainability and effectiveness of ATENSI's implementation as a national social rehabilitation policy.

4. ATENSI Policy Actors

Actors are at the center of the policy framework, where their positions, interests, and resources determine how a policy is formulated, implemented, and evaluated. According to Buse, Mays & Walt (2005), actors can be individuals, organizations, or governmental and non-governmental institutions that have the capacity to influence policy through attributes such as authority, knowledge, power, and material resources. This framework is relevant in reading the dynamics of the ATENSI policy, which shows how various actors at the central, regional, and community levels interact with each other in the policy process.

In the ATENSI policy, there are actors who play a role in its formulation, implementation, monitoring, and evaluation. One of them is the House of Representatives of the Republic of Indonesia (DPR RI), which acts as the legislative, budgetary, and supervisory body. The DPR RI, through Commission VIII, which is responsible for social affairs, religion, and community empowerment, has strategic authority in ensuring that the ATENSI policy can run effectively, sustainably, and in favor of vulnerable groups. The role of the DPR is evident in the process of discussing regulations, strengthening budget allocations, and supervising implementation in the field.

In addition, the Central Government, through the Ministry of Social Affairs, plays a dominant role in formulating policy directions, developing technical guidelines, controlling implementation, and overseeing the quality of social rehabilitation services nationwide. Field findings show that the central government is responsible for ensuring policy consistency, providing training and technical assistance, improving the capacity of implementers, and conducting monitoring and evaluation as control mechanisms. The existence of the Directorate General of Social Rehabilitation and 31 Technical Implementation Units (UPT) shows how the bureaucratic structure is prepared to translate policies into concrete services for beneficiaries. UPTs act as direct service providers, data managers, and liaisons between policy design and the social reality of service recipients.

Other key actors in the implementation of ATENSI are social workers and social rehabilitation assistants who interact directly with beneficiaries. Field findings

show that the quality of the assistants' competencies and capacities determines the effectiveness of services, given that they play a role in needs assessment, social guidance, progress monitoring, and social function strengthening. This is in line with the framework of Buse, Mays & Walt (2005), which emphasizes that the attributes of actors—including professional expertise and character—have a direct influence on the successful implementation of policies at the grassroots level.

At the local level, local governments are important actors that translate national policies into the regional context. Local governments are tasked with coordinating across regional agencies, ensuring alignment with local capacities, and maintaining consistent service standards. Field findings confirm that the successful implementation of ATENSI is greatly influenced by political commitment, budgetary support, and the ability of local governments to adapt to local social problems. This shows that institutional structures and capacities in the regions are part of the dynamics of policy actors as described by Buse, Mays & Walt (2005). In addition to government actors, civil society organizations, NGOs, the private sector, and philanthropic organizations are important partners in expanding service coverage and strengthening the capacity of implementers. These partnerships play a strategic role in reaching vulnerable groups, overcoming socio-cultural barriers, and providing additional resources to support social rehabilitation services. Field findings show that cross-sectoral synergy is one of the elements that enriches the implementation of ATENSI, especially in the context of community empowerment and local-based interventions. This approach is in line with the network governance perspective, which emphasizes the importance of non-governmental actors' involvement in social policy.

Thus, the dynamics of actors in ATENSI policy reflect the complexity of cross level and cross-sector interactions that influence the policy process. The framework developed by Buse, Mays & Walt (2005) helps explain how the power, knowledge, capacity, and interests of each actor shape the direction of ATENSI implementation in the field. The integration of central and local government actors, social workers, and community organizations shows that the success of ATENSI depends on effective synergy and distribution of roles among all stakeholders.

E.   CONCLUSION

The ATENSI policy at the Ministry of Social Affairs during Saifullah Yusuf's leadership brought about improvements in the direction of the ATENSI policy. This was evident from the positive responses of policy makers, implementers, and beneficiaries. Through Triangle Policy Analysis, it was found that the ATENSI policy has strong, progressive, and dynamic policy substance in responding to social and political changes. The content of the ATENSI policy continues to be strengthened through regulatory updates, while remaining consistent with rehabilitation services based on rights, inclusiveness, and restoration of the dignity of beneficiaries. The policy context shows that social change, the COVID-19 pandemic, digital transformation, and political dynamics are contextual factors that influence the

formulation and implementation of ATENSI. The development of an integrated database through DTSEN during Saifullah Yusuf's leadership was a significant structural factor in improving the accuracy of targets and service efficiency. However, challenges arose from gaps in human resource capacity, inconsistent understanding among implementers, and uneven infrastructure support. The ATENSI policy process went through stages of problem identification, formulation, implementation, and evaluation involving cross sector participation. Policy implementation demonstrated the commitment of implementers in the field, but there were still gaps between policy design and operational practice. Monitoring and evaluation were carried out systematically, but needed to be strengthened to achieve optimal social outcomes. Actor analysis showed that the success of the policy was greatly influenced by leadership, bureaucratic capacity, inter-sectoral coordination, and the involvement of beneficiaries. Saifullah Yusuf's collaborative leadership style has played a major role in strengthening policy integration and service digitalization, but the sustainability of ATENSI still depends on strengthening field implementers and local government commitment. Overall, the ATENSI policy has a strong transformative direction towards an inclusive, adaptive, and data-driven social rehabilitation system, but requires strengthening implementation management to achieve optimal effectiveness.

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