

## Exploring Social Intervention for Social Attention Needers: A Study at UPTD Mardi Guna Lampung

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**ABSTRACT**

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The increasing number of homeless and beggars in urban areas, including Bandar Lampung, reflects the limited scope of social intervention for Social Attention Needers (PAS), consisting of individuals who face various social barriers such as unstable housing, broken family ties, and lack of skills. This study aims to examine the patterns and strategies of social intervention implemented by the Social Rehabilitation UPTD Mardi Guna Lampung. A qualitative method with a phenomenological approach was employed to explore social reality from the subjects' perspectives, utilising interviews, observations, and documentation. The results of the study showed that the pattern of social intervention was carried out through the identification, assessment, coaching program, resocialization, evaluation, and termination stages. The strategies employed involve a personal approach by social workers and cross-agency collaboration to support the program's success. In general, the resocialization process exhibits positive tendencies, although some beneficiaries continue to face challenges, particularly due to limited family support and unstable socioeconomic conditions. The analysis, using Max Weber's theory of social action, reveals that the interventions reflect purposeful, rational actions, rather than merely administrative routines. These findings highlight the significance of the quality of social workers' actions and environmental support in achieving the success of social interventions for PAS.



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## INTRODUCTION

Social intervention serves as an essential strategy designed to address problems that aim to improve community welfare through planned changes in individuals or groups who experience difficulties in their social lives, such as economic limitations, low education, a lack of skills, and an inability to establish healthy social relationships (Tamba and Nugroho 2024). The Ministry of Social Affairs, through the Directorate General of Social Rehabilitation, has a program that has an element of social intervention in it called the Social Rehabilitation Assistance program or Attention program (Ajmala et al. 2025). This program aims to support social functioning, economic independence, and improve the welfare of beneficiaries who require social attention (Ministry of Social Affairs 2025).

Social Attention Needers (SAN) known in Indonesian as Pemerlu Atensi Sosial (PAS) is a social policy target that refers to individuals or groups with chronic social problems and require intensive support from social institutions (Ministry of Social Affairs 2025). In the 12 Clusters of the PAS scheme, one of them includes low-income communities, such as homeless individuals, beggars, and scavengers (Dian 2025). Their existence reflects broader social issues such as extreme poverty, homelessness and social marginalisation. BPS data (2024) show that the poverty rate in central provinces remains high, with East Java (3.8 million), West Java (3.6 million), and Central Java (3.3 million) being notable examples. Even DKI Jakarta recorded 450,000 poor people. Although not all of them are homeless, these figures underscore the need for a more responsive social protection system. Homelessness and begging are often extreme manifestations of unaddressed poverty, and similar conditions are starting to appear in developing cities.

Locally, an increasing trend in the number of homeless people, beggars, and scavengers is evident in Lampung Province, particularly in Bandar Lampung City, over the last five years. Data from the Central Bureau of Statistics (2024) show a significant increase from 10 people in 2020 to 30 people in 2024, with beggars rising from 38 in 2020 to 97 in 2024, while scavengers increased from 264 to 730 people. This surge indicates that this problem requires proper handling from the government through institutions that have sufficient authority and rehabilitation capacity

(Desiana and Krisnamurti 2020). UPTD Mardi Guna Lampung Social Services and Rehabilitation, in this case, is a technical institution tasked with carrying out social interventions for PAS groups in Lampung Province.

There have been numerous previous studies on social interventions for individuals in need of social attention through various programs. Some earlier studies have discussed social intervention programs in multiple regions, including. Santoso et al. (2023) examined asset-based social services for Post-COVID-19 Social Welfare Service Providers, which revealed three community assets, one of which is institutional. This finding indicates that the Social Service Office and BAPAS II Jember are the leading sectors of PPKS social services. However, there is no synergy between the two in the implementation of social services. Furthermore, Salsabil et al. (2022) stated that the planning of the social service agency for handling gepeng in Tanjungpinang was adequate, but the implementation had not been carried out at all. Research in North Aceh by Yusrizal and Asmara (2020) indicates that government policies have been implemented to address vagrants and beggars; however, there are inhibiting factors, including weak supervision and coordination between institutions in implementing social policies, as well as the absence of development interventions.

These studies indicate that the primary focus remains on the effectiveness of social programs and policies from an institutional perspective alone. However, few studies thoroughly analyse how the intervention is interpreted and carried out by the implementer as a meaningful social action. Therefore, this research adds a new dimension by utilising Max Weber's social action theoretical framework to examine the patterns, strategies, and meanings behind the social intervention practices implemented by practitioners in the field. To deepen understanding of this phenomenon, this research aims to answer the central question of how the patterns and strategies of social intervention applied by UPTD Mardi Guna Lampung, specifically for Social Attention Needers (PAS) who are homeless or beggars, are effective.

The purpose of this study is to evaluate the effectiveness of the social intervention program implemented by UPTD Mardi Guna Social Services and Rehabilitation Lampung, particularly through the intervention patterns and strategies employed. This research also aims to make a scientific contribution to the development of welfare-based social handling strategies that are more humane, systematic, and have a long-term impact. In addition, this research is expected to enrich the scientific repertoire in the study of social intervention against vulnerable groups through an action-based sociological approach.

## **METHOD**

This research was conducted at the UPTD of Social Services and Rehabilitation of Mardi Guna Social Disability, located on Jl. Padang Cermin km. 10 Hurun, Kec. Teluk Padan, Kab. Pesawaran, Lampung Province. This research employs a qualitative method with a phenomenological approach to describe the direct experiences of social intervention actors and fostered residents, who serve as research subjects. The phenomenological approach was chosen because it allows researchers to understand the subjective meanings inherent in social action, especially in the context of the relationship between implementers and beneficiaries (Widiana et al. 2024).

The data sources used in this research are both primary and secondary data. Primary data was obtained through in-depth interviews and participatory observation. The research informants consisted of the Head of UPTD, two social workers, and three prisoners as recipients of social intervention services. The selection of informants was conducted using a purposive sampling technique, specifically based on their direct involvement in implementing and accepting social intervention programs, as well as their willingness and ability to provide relevant information.

Participatory observation is used to see firsthand the dynamics of implementing social interventions in the field, such as the method of approach to the fostered residents and the pattern of interaction between parties. Observation in this case is also included in the primary data source, because it is carried out actively, and

In-depth by researchers in the UPTD Mardi Guna environment. Secondary data sources are obtained through program documentation, institutional archives, activity reports, and relevant supporting literature (Amartha 2025).

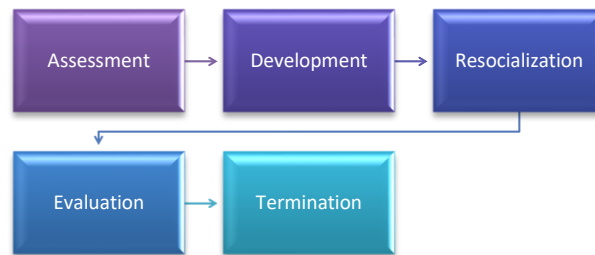
Data collection was conducted through three primary techniques: interviews, observations, and documentation studies (Zai et al. 2022). Interviews were used to gather information on the patterns and strategies of social interventions implemented. Observations were made to understand intervention practices directly, while documentation was used to obtain administrative information and supporting policies. Data analysis was conducted using the Miles & Huberman qualitative analysis model which consists of three main steps: (1) data reduction, which is the process of selecting and simplifying information from interviews and observations; (2) data presentation, in the form of descriptive narratives and thematic categorization; and (3) conclusion drawing, which is formulating findings based on the linkage of social intervention patterns and strategies with social action theory (Malahati et al. 2023). This model was chosen because it is effective in providing a deep, contextual, and systematic understanding of social action.

## **RESULTS AND DISCUSSION**

### **Patterns of Social Intervention for Social Attention Needers**

This research found that social intervention at UPTD Mardi Guna Lampung has a mechanism or pattern that reflects the implementation of the National Minimum Service Standards (SPM) for Social Rehabilitation, which stipulate that services for vulnerable groups must be carried out through a series of stages from identification to evaluation (Asriansyah et.al 2022). This research focuses on the pattern of social intervention to reveal the extent to which the existing service system can meet the needs of PAS. This research maps the intervention process based on how program implementers navigate policies, empathy, routines and human values in social practice. The classification of the patterns found is organised based on the stages of implementation and service principles that UPTD directly applies in the field.

Figure 1: Stages of Social Intervention at UPTD



*Source: Processed by researchers, 2025*

The intervention pattern at UPTD Tuna Sosial Mardi Guna Lampung is carried out systematically through five main stages: the assessment stage, the coaching stage, resocialization, evaluation, and termination (UPTD Mardi Guna Lampung 2023). The process begins with the initial assessment of PAS who enter through Satpol-PP or other institutions. According to the PLT Head of UPTD, the process starts with administrative and social screening to determine whether individuals can be returned to their place of origin or must undergo further guidance. If declared eligible for the program, a thorough assessment of the social conditions, background, and mental readiness of the detainees is conducted. Another informant explained that the assesment stage covers physical, psychological, and social aspects to ensure overall readiness to join the program.

The assessment is not only administrative, but also touches on psychological aspects. One of the social workers explained that the assessment is conducted to determine whether the individual is socially and psychologically prepared to undergo coaching. The aim is to ensure that each PAS participating in the coaching program has both psychological and social readiness, so that the program can run optimally and to the capacity of each individual. This finding demonstrates that the UPTD approach is adaptive, taking into account the unique conditions of each individual, rather than employing a uniform approach.

The stage following assessment is coaching, which is carried out through five main types of guidance: spiritual, mental, physical, social, and skills. Each type of guidance has a complementary function. Spiritual and mental guidance aims to

strengthen the psychological condition and religiosity of the fostered residents, while physical guidance is oriented towards body fitness and positive routines. Social guidance activities are carried out to develop interpersonal skills, while skills training aims to equip fostered residents with productive economic capabilities.

Skills training is an essential focus in the intervention pattern. Some inmates reported that training programs such as sewing, handicrafts, agriculture, and food processing have provided them with new skills that can be applied after leaving the institution. The agricultural program is a leading activity because it is supported by the availability of large tracts of land and the ease of training. This indicates that UPTD Mardi Guna recognises the fundamental abilities of the fostered residents and their long-term needs in implementing its activities, including these skills-based activities.

One of the social workers mentioned that the majority of the fostered residents were actively participating in the entire series of activities, and most of them exhibited positive behavioural changes. Some have even prepared themselves to open independent businesses, such as small stalls or handicraft businesses, both while still in the coaching process and after they leave the institution. However, these results are not uniform. One informant showed success in certain areas but lacked empowerment in others. For example, some felt they excelled in knitting but were less suited to agriculture. These differences reinforce the importance of a flexible approach in interventions.

The skill activities are tailored to the basic abilities of each prisoner and then developed. This aims for the effectiveness of the implemented program. The efficacy of this intervention pattern is also reflected in the success of some foster residents who do not return to a life on the streets. However, this is not yet a comprehensive list. Some PAS who have completed the program still return to the streets due to a lack of social support from the environment, family, and comfort factors. This phenomenon corroborates the results of research Terru (2023) that the success of social

rehabilitation is strongly influenced by facilities and infrastructure. And post-program support, including the readiness of the environment to accept individuals again.

Overall, the pattern of social intervention implemented shows UPTD's efforts to streamline the social intervention process from an early stage, ensuring that the interventions carried out are adaptive and not uniform. This finding supports Maryatun and Nulhaqim (2021), who suggests that the success of social rehabilitation is highly dependent on the institution's ability to adjust its approach to the profile of beneficiaries as identified by social workers, in accordance with policy. The service process, in the form of intervention, is carried out with guidance and adjustment for each prisoner. This approach is also in line with the principle of social welfare, which emphasises that the support provided by UPTD Mardi Guna not only meets basic needs and empowers individuals to achieve social independence but also fosters personal and psychological development, which is beneficial in the long term.

### **Intervention Strategy and Implementation Approach**

In addition to procedural patterns, intervention strategies also play an important role in the successful implementation of social rehabilitation. The strategy reflects the approach, methods, and involvement of various parties in social recovery efforts for individuals experiencing social neglect. Widiana et al. (2023) emphasise that an effective strategy must be tailored to the social, psychological, and cultural characteristics of social service beneficiaries and involve implementing actors such as social workers, coaches, and partnership networks.

UPTD Mardi Guna has developed a strategy for integrative intervention; therefore, it is essential to examine how the strategy is designed and implemented in the context of social intervention for PAS, and to identify the challenges that arise during implementation. This aligns with the views of Seruni and Hidayat (2023), who assert that without an adaptive and participatory strategy, social intervention programs tend to fail to address the root causes of vulnerability experienced by marginalised groups, such as homeless people and beggars.



The intervention strategies applied are personalised and collaborative. The personal approach is carried out by adjusting the coaching plan based on the results of each individual's assessment. Social workers explained that they observe the psychological, social conditions and basic abilities of the fostered residents, so that intervention materials, especially in skills guidance, can be provided in a targeted manner. For example, individuals who demonstrate an interest and ability in agriculture will be directed to agricultural training, while those who show an interest in sewing or crafts will be directed to relevant activities.

The agency also developed a collaborative approach that involved various agencies, such as social services, NGOs, and local communities. Another interviewee explained that this involvement includes support in the form of additional training, social support and empowerment partnerships. This strategy is also supported by the active participation of social workers and coaches, who play a direct role in the daily lives of prisoners, such as mentoring. Adjusting the strategy to the characteristics of PAS is also a significant concern. The intervention program is also designed to be flexible, taking into account age, gender, life experiences, and individual capacities, as determined by the results of the initial assessment.

The implementation of the strategy has not been entirely free from obstacles. Internal barriers include gaps in motivation, low self-confidence and complex social backgrounds. Social workers consider these factors to be essential concerns that the institution must anticipate with an intensive psychosocial approach, including periodic counselling and personal mapping. The goal is for the inmates to feel supported and better prepared to participate in a series of programs that lead to independence. Meanwhile, external challenges such as limited facilities, low community participation, and the high number of sponges in urban areas also affect the sustainability of the program.

Institutions need to strengthen the integration of the role of families and the surrounding environment as an effort to reduce obstacles in the rehabilitation process. The implementation team can involve families through joint coaching sessions

(Family Development Session), which allows for stronger emotional and Relational support (Hia et al. 2021). Local communities can also play a role in creating workspaces, businesses, or social activities that support the resocialization process. These steps are necessary so that the success of the intervention does not rely solely on the institution but is also strengthened by sustainable social support. This view aligns with Wahyuni and Harahap (2024), who emphasise that the implementation of rehabilitation is often hindered by limited resources and a lack of synergy between stakeholders.

This finding suggests that the implemented strategies have not fully overcome the social stigma associated with vulnerable groups. Seruni and Hidayat (2023) emphasise that addressing vulnerable groups, such as beggars and vagrants, requires a more inclusive and sustainable intervention approach. Mahardhika and Wantini (2023) added that to achieve optimal results, a more holistic and integrative approach is needed, involving various parties, including families, communities, and the private sector, to develop creativity, problem-solving skills, and forward-thinking skills. This approach will strengthen the broader social support system and enhance the long-term success of social rehabilitation programs.

The implementation of the strategy at UPTD Mardi Guna has reflected social welfare principles, including participation, justice, and recognition of human dignity. The effectiveness of strategy implementation is still primarily determined by inter-agency synergy, environmental readiness, and the strength of community-based support. Strengthening the broader social system is needed to ensure the long-term and sustainable success of social rehabilitation.

### **Social Intervention as Meaningful Action: Max Weber's Perspective**

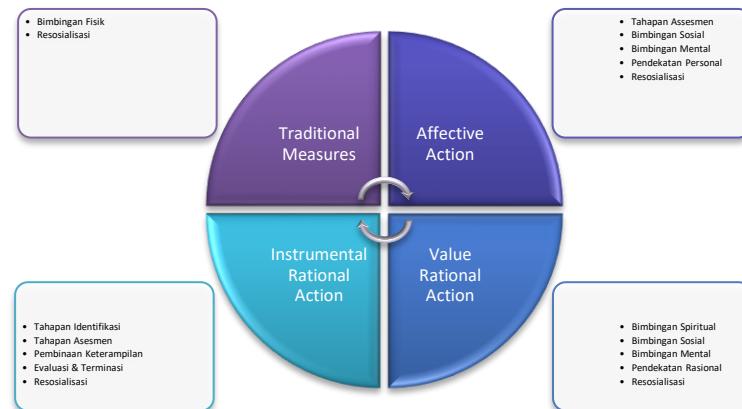
The results showed that the social intervention carried out by UPTD Mardi Guna for Social Attention Needers (PAS), particularly homeless individuals and beggars, was conducted through systematic and structured stages. The intervention stages consist of identification, assessment, coaching, resocialization, evaluation and termination stages. Each stage is carried out in a directed manner to restore the social

functioning of individuals to live independently and Prosperously. The understanding of this process begins with the idea that to comprehend society, one must examine the actions of individuals (Nurdin and Abrori 2019). This process reflects the social meanings and motives that underlie the actions of program implementers.

This research analysis uses Max Weber's social action theory. According to Weber, social action is any form of human action carried out to achieve its goals and have an impact on its environment (Putra 2020). The action is considered social if it is taken into account by others and is influenced by the social context in which it is situated. Understanding the meaning and motives underlying these actions is important in explaining individual behaviour in social situations (Haryanto 2012). This theory is used to understand the meaning of an action or behaviour, whether carried out by individuals or groups, by exploring the types of social actions that contain subjective meanings based on the goals and expectations of the perpetrators. (Fathiha 2022).

Weber divides types of action into four: instrumental rational action, value rational action, affective action, and traditional action (Prahesti 2021). These four forms provide a way to give meaning to the motives behind each social behaviour. The context of the intervention in this research focuses on Social Attention Needers (PAS), particularly homeless individuals and scavengers. Mapping social action is key to understanding how program implementers navigate between policy, empathy, routine, and human values. The researcher classifies all patterns and strategies of social intervention services for Social Attention Personnel (PAS) in UPTD Mardi Guna Lampung based on the four types of social action, as outlined by Weber.

Figure 2: Classification of social action in the social intervention at UPTD



*Source: Processed by researchers, 2025*

The identification stage in the intervention is categorised as instrumental rational action, because the implementer's actions are directed at systematically and efficiently determining the status and needs of the foster residents. This activity reflects an objective and measurable work pattern in accordance with the standard procedures set by the institution. Furthermore, the assessment stage shows a combination of instrumental and affective actions, where program implementers not only assess technically, but also consider the emotional condition and social background of the fostered residents. Such actions demonstrate that social workers act based on clear plans and patterns to achieve effective and efficient goals (Erfan 2020).

Coaching activities, which encompass spiritual, physical, mental, social, and skill guidance, are analysed based on four types of social action. Spiritual and mental guidance is based on value-rational social action, driven by moral and religious beliefs that inner recovery is essential for change. Social guidance encompasses elements of affective and value-rational action, as it seeks to foster social interaction and solidarity. Skills guidance shows instrumental rational action, as it is geared towards improving economic and survival skills. Physical guidance tends to reflect traditional actions, as it is done routinely as part of an established coaching system.

The social actions taken by program implementers are not only administrative, but also contain a value dimension. Some implementers chose to use a personal approach not only because of instructions, but also because of their belief in human values and social responsibility. Implementers acted not only because of instructions, but also because of their belief in human values and social responsibility. This indicates that their actions are guided by moral awareness and social values, rather than merely following procedures.

Reality in the field shows that most PAS or prisoners respond positively to the program, showing a change in mindset, increased motivation, and a desire to live independently. Some of them claimed to be ready to return to social functions with the general public. However, according to the implementer's explanation, not a few also experienced difficulties in the resocialization process. These obstacles are mainly caused by structural pressures such as social stigma from the surrounding environment and economic limitations. The implementer also stated that, to date, no quantitative measurement has been made regarding the number of prisoners who return to the streets, as the institution does not yet have a formal post-program monitoring mechanism in place. This finding aligns with Prahesti's (2021) analysis, which interprets Max Weber's view that social action never occurs in isolation but is always influenced by social responses from the surrounding environment and is subjectively interpreted by actors in specific social situations.

The novelty of this study lies in its emphasis on the meaning of social actions carried out by program implementers, particularly social workers and coaching instructors, during the process of intervening with Social Attention Needers (PAS). In contrast to previous studies that have highlighted the policy dimension or technical aspects of the program, such as those conducted by Maryatun et.al (2022) , who reviewed social functioning within the policy framework for handling sponges, and Rifqi and Azizah (2024), who evaluated the potential and physical facilities of the institution. These differences show another perspective of this research by

examining how social interactions, values, and meanings built by UPTD shape the intervention process.

The approach to social intervention in this study is viewed not only in terms of technical effectiveness, but also in terms of the meaning of actions taken by program implementers. The success of the intervention depends on the quality of social relations and meaningful actions formed through the mentoring process between social workers and foster residents. Criticism of the bureaucratic approach becomes increasingly relevant when the dominant technical rationality ignores the dimensions of emotions, values and feelings. Weber, through the analysis of Jones et al. (2016), underlines that the administrative approach in modern society tends to exclude human aspects, which in turn triggers a crisis of meaning and morality in social practice.

The understanding of intervention as a form of social action reveals that the intervention process for Social Attention Needers (PAS) is not only administrative, but also a dynamic social arena full of meaning and open to change. This finding answers the central question in the research, namely, how the patterns, strategies and meanings of social action of the intervention implementers contribute to the social transformation of the prisoners. The success of the program proved to be highly dependent on the quality of human interactions, the social values underlying the actions, and the meanings built through the mentoring process. Thus, appropriate and meaningful social action plays a crucial role in transforming the lives of prisoners towards a more independent and empowered state.

## **CONCLUSION**

The results of this study indicate that the pattern of social intervention carried out by UPTD Mardi Guna Social Services and Rehabilitation for Social Attention Needers (PAS), especially for homeless people and beggars, follows five main stages: identification, assessment, coaching, resocialization, evaluation and termination. Meanwhile, the intervention strategies implemented include a personal approach by social workers and cross-sector collaboration, which supports the program's success.

The findings indicate that the implementation of social intervention within the institution is not merely administrative, but reflects rational, purposeful, and meaningful social action, as described by Max Weber's social action theory.

The findings indicate that the implementation of social intervention within the institution is not merely administrative, but reflects rational, purposeful, and meaningful social action, as described by Max Weber's social action theory. Practically speaking, the success of social interventions is highly dependent on the quality of social workers' interactions with prisoners, as well as consistent institutional support. Therefore, it is necessary to strengthen the capacity of social workers as the main actors in the intervention process and increase synergy across institutions. These efforts can accelerate the recovery of social functions and increase the success of reintegrating prisoners into the community. Theoretically, this research fills a gap in the social intervention literature by highlighting the social action dimension of implementers at the micro level, which has been less discussed. This research also provides a practical contribution in the form of understanding that the success of an intervention depends not only on the program design, but also on the meanings and values carried out by implementers in field practice.

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