

ANALYSIS OF FACTORS AFFECTING THE QUALITY OF SOCIAL SERVICE SERVICES IN INDONESIA

Suhendra S.Pd

Alumni of Wisnuwardhana University Malang

Email: malikihendra807@gmail.com

Abstract

This study aims to analyze the factors that influence the quality of Social Service services in Indonesia by linking them to international standards of public services based on human rights. In the context of globalization of public administration, the quality of social services is an important indicator in realizing social justice and protecting citizens' rights. For this reason, this study uses a juridical-normative approach with a library research method that combines secondary data from national legal documents, international conventions, reports from multilateral institutions (ILO, UNDP, WHO), and comparative studies from developing countries such as the Philippines, Brazil, and India. The results of the study show that although Indonesia has a legal framework regarding social services, such as Law No. 11 of 2009, implementation in the field is still constrained by weak institutional capacity, inequality of digital infrastructure, low legal literacy of service officials, and minimal community participation. The service model is not yet fully citizen-centered as recommended by international standards. This study provides a normative contribution to social service policy reform based on the principles of accessibility, transparency, and accountability. This finding is important to strengthen the integration between national regulations and human rights-based public service principles so that the Social Service can become a responsive and sustainable instrument for distributing justice.

Keywords:

*Social Services,
Human rights,
Indonesian Social Service,
International Standards,
Public Policy Reform .*

This is an open access article under the [CC BY-NC-SA 4.0](https://creativecommons.org/licenses/by-nc-sa/4.0/) license



INTRODUCTION

In the global public policy landscape, social services have become a major indicator of a country's success in ensuring the welfare of its people. International organizations such as the United Nations Development Programme (UNDP), the



International Labour Organization (ILO), and *the World Bank* have emphasized that inclusive and quality social services are a key pillar of sustainable development (Browne, 2012). Global standards such as *the Social Protection Floors Recommendation* and *the UN Principles of Effective Public Administration* encourage countries to build rights-based, efficient, and accountable social services. Therefore, analysis of the quality of social service services cannot be separated from the international normative context. Moreover, in the era of globalization of public administration, international benchmarks are an important reference in formulating policies and measuring the effectiveness of social service implementation at the national level.

Quality social services are not only about bureaucratic procedures, but also guarantee substantive justice for vulnerable groups such as the elderly, people with disabilities, abandoned children, and the poor. Countries such as Canada and Sweden have made social services an integral part of a universal-based social security system (Canton, 2021). They prioritize the principle of *citizen-centered governance* that allows the community to be actively involved in the formulation and evaluation of social services. In this context, factors such as good governance, the competence of the apparatus, and the existence of a transparent complaint system are important variables in determining the quality of social services. Therefore, the study of factors that influence the quality of social service services has international significance as a form of articulation of the state's responsibility for fulfilling the socio-economic rights of citizens.

In Indonesia, the role of the Social Service is very strategic as a technical implementer of social services within the framework of government decentralization. Since the enactment of Law Number 23 of 2014 concerning Regional Government, the function of social services has become a mandatory non-basic service affair that must be implemented by the regional government (Nur Wijayanti, 2017). However, in practice, the disparity in the quality of services between regions is still high, indicating that the service system has not been running uniformly according to national standards, let alone international ones. Factors such as minimal budget, low human resource capacity, and weak integration of social data cause the Social Service's services to often be administrative rather than solution-oriented. This is a crucial issue because it directly touches on the basic rights of citizens guaranteed by the constitution.

The quality of social services in Indonesia is also often colored by structural problems, ranging from overlapping regulations, minimal coordination between sectors, to the less than optimal use of digital technology for data-based services. In fact, legal instruments such as Law Number 13 of 2011 concerning Handling the Poor and Presidential Regulation Number 39 of 2019 concerning One Data Indonesia have provided normative space for the integration of social information systems (Mokat, 2020). However, weak enforcement of norms and bureaucratic culture that is still oriented towards administrative compliance rather than social outcomes has resulted in suboptimal services. In this case, a legal approach is very important to examine the relationship between the legal structure and the reality of service bureaucracy that occurs in the field, especially in the context of fulfilling social rights as part of human rights.

The study of public service quality has evolved from a mere technocratic approach to a rights-based and social justice approach. International scientific literature

such as that written by Bouckaert & Van de Walle (2003) and Osborne (2010) emphasizes the importance of a multi-actor and participatory perspective in assessing the quality of public services (Lahat & Sher-Hadar, 2021). In Indonesia, studies of social services still tend to be partial and administrative, rarely touching on the legal aspect as the main analytical tool (Faisal & Rifai, 2023). In fact, the quality of public services is closely related to the applicable legal structure, especially in the context of constitutional social security. This shows the importance of a new scientific construction that links legal instruments and social service achievements simultaneously and integratively.

Global trends also show that the success of social services is greatly influenced by political commitment, budgetary alignment, and stable institutional capacity. Countries such as Brazil with *the Bolsa Familia program* and India through *the National Social Assistance Programme* (NSAP) show that social service reform can only be successful if supported by a responsive legal system and independent evaluation mechanisms (Unnikrishnan, 2022). This context is relevant for Indonesia, which is developing *an integrated social assistance system* through programs such as the Integrated Social Welfare Data (DTKS). However, in many cases, this system actually gives rise to administrative exclusion due to immature legal and technical bases, especially in determining the criteria for beneficiaries. Therefore, understanding legal factors as determinants of service quality is not only necessary, but urgent.

The academic motivation to discuss this topic lies in the importance of highlighting the role of law in strengthening the quality of social services. So far, the approach to public services in Indonesia tends to be technocratic and procedural, while the normative aspects concerning the constitutional rights of citizens have received less attention. This study aims to bridge the gap between law and social policy by analyzing the extent to which the existing legal framework can guarantee the quality of fair, transparent, and inclusive social services. The normative legal approach will provide space for reflection on whether existing regulations are adequate or actually become part of structural obstacles in the services of the Social Service.

Furthermore, the discourse of social law needs to be strengthened in academic discourse as part of the renewal of legal theory in Indonesia. This study offers a theoretical contribution to enrich thinking about law that not only serves administrative order, but also guarantees social welfare. In the context of pluralistic and decentralized Indonesia, understanding the factors that influence the quality of Social Service services needs to involve an interdisciplinary, responsive, and social empathy-based legal approach. In this way, law becomes not only an instrument of control, but also a transformative tool to realize the social rights of citizens as mandated in the constitution and international human rights principles.

METHOD STUDY

This study uses a *juridical-normative approach* combined with a *library research method* as the main basis for analysis. This approach aims to critically and systematically examine the legal framework, regulations, and public service standards that affect the quality of Social Service services in Indonesia from a National and International Perspective. The primary legal materials used include Indonesian laws and regulations such as Law Number 25 of 2009 concerning Public Services, Law Number 23 of 2014 concerning Regional Government, and various technical regulations of the

Ministry of Social Affairs. On the other hand, secondary legal materials include the results of previous scientific research, academic journals, policy documents from international organizations such as UNDP, ILO, and OECD, and evaluative reports from national and international institutions regarding social services and the quality of public governance.

In data collection and analysis, this study uses *normative* and *comparative interpretation techniques* (Muthoifin et al., 2024). Normative interpretation is used to understand the substantive meaning of legal norms related to social services, especially in the context of the right to social welfare as part of human rights. Meanwhile, a comparative approach is applied to review how international standards such as *the Social Protection Floors Recommendation* (ILO R202) and the *citizen-centered governance framework* have been implemented in other developing countries such as the Philippines, India, and Brazil, then compared to the reality in Indonesia. In this way, the study not only reveals regulations descriptively, but also evaluates their effectiveness in answering concrete problems faced by the Social Service, ranging from inequality of access, low public participation, to administrative obstacles. The results of the analysis are expected to provide an argumentative basis for proposals for legal reforms and social service policies that are more adaptive, inclusive, and oriented towards fulfilling the social rights of Indonesian citizens.

RESULTS AND DISCUSSION

International Standards on Social Services according to Global Organizations

Social services as part of human rights have become a major concern of international organizations such as UNDP, ILO, and WHO (Basok & Ilcan, 2006). The conceptual framework built by these three organizations emphasizes that social services are not merely an administrative function of the state, but are an instrument for fulfilling the social and economic rights of the community, especially vulnerable groups. In *the Universal Declaration of Human Rights* (1948), especially Article 25, and *the International Covenant on Economic, Social and Cultural Rights* (ICESCR), Articles 9 and 11, it is stated that everyone has the right to social security and a decent standard of living, including dignified social services. UNDP, in *its Human Development Report 2022*, emphasizes the importance of integrating human rights principles into the public service system, namely non-discrimination, participation, transparency, and accountability as benchmarks for modern social governance (Ssenyonjo, 2011).

Furthermore, the ILO through *Recommendation No. 202 on Social Protection Floors* (2012) encourages countries to set minimum standards for social protection that include universal access to essential services, including health services, education, and social security (Dijkhoff, 2019). This standard is used as a benchmark in strengthening a fair and equitable social service system. WHO also positions social services as an important element in the development of a sustainable health system, especially in reducing disparities in services between regions and community groups. In practice, many developing countries, such as Thailand with the *Universal Coverage Scheme* (UCS), have adopted these principles systematically and placed them as a legal basis in national social policies (Mongkhonvanit & Hanvoravongchai, 2017).

Social Service Quality Indicators According to International Standards

High-quality social services are not only measured by administrative output, but

by the extent to which the system reflects the principles of social justice. UNDP, in its various documents, formulates indicators of effective public services through the AAAQ (*Availability, Accessibility, Acceptability and Quality*) approach (de Siqueira et al., 2022). These indicators emphasize the importance of adequate service availability, physical and economic accessibility, socio-cultural acceptance by the community, and service quality that can be technically and ethically accounted for. WHO and OECD add that measuring the effectiveness of public services should include dimensions of user satisfaction, budget efficiency, and community involvement (Laitinen et al., 2018).

In the Indonesian context, some of these principles have begun to be adopted, but not yet comprehensively. Social service programs by the Social Service in various regions are still dominated by a bureaucratic-centralistic approach, so that community participation and vertical accountability are still low. A study by the State Administration Institute (LAN) in 2021 showed that out of 514 districts/cities, only 37% of the Social Service had a mechanism for community involvement in planning and evaluating social services (Duțu & Diaconu, 2017). This indicates that the transformation towards *citizen-centered public service* is still in its early stages. In comparison, Brazil through *the Unified Social Assistance System* (SUAS) has succeeded in implementing a citizen-based social service system, with local community participation in determining service priorities (Elstub et al., 2019).

Internal and External Factors Affecting Social Service Services

The quality of social services in Indonesia is influenced by a combination of interrelated internal and external factors. Internally, the main challenges include limited human resource capacity, lack of human rights-based professional training, and limited adequate service infrastructure at the local level. According to a 2022 report by the Indonesian Ministry of Social Affairs, only 18% of social workers in the regions have formal training in the field of citizen rights-based social services (Rahmawati & Mayangsari, 2022). On the other hand, rigid bureaucratic institutions and procedures often hinder service innovation and slow down the distribution of social assistance fairly and equitably.

External factors also play a crucial role, especially related to uneven budgets, local political intervention, and weak public oversight. A study by the World Bank (2020) stated that in the distribution of social assistance based on integrated data, there were errors in distribution of up to 29% due to databases that were not updated in real time and political interventions that affected the validity of the list of beneficiaries (Devereux, 2021). In addition, the low level of legal literacy and social rights of the community makes the complaint process and resolution of service conflicts ineffective. This shows the need for a legal and institutional reform approach based on *rights-based governance*.

Comparison of the Quality of Social Services in Indonesia with Developing Countries

Compared to other developing countries such as India, the Philippines, and Brazil, social services in Indonesia still lag behind in terms of policy innovation and implementation effectiveness. India, through its *Integrated Social Protection Scheme* (ISPS) program, has integrated social services with *the Aadhaar digital identity system*, which allows for transparent and efficient screening of beneficiaries (Bloom et al.,

2023). Meanwhile, the Philippines has launched *the Pantawid Pamilyang Pilipino Program (4Ps)* which not only provides conditional cash assistance but is also integrated with improving education and access to community-based health services (Abenir et al., 2021).

Indonesia already has Integrated Social Welfare Data (DTKS) as the basis for social services, but in practice there are still many obstacles in terms of data updates, validation, and supervision of service distribution. In the 2023 BPK report, it was found that there was an inefficiency in the distribution of social assistance worth more than IDR 500 billion due to unsynchronized and overlapping data between agencies (Putra & Amran, 2023). In contrast, Brazil has developed *the Cadastro Único system* which is used to synchronize all community social data with the tax system and other public services (de Castro Rodrigues et al., 2022). Lessons from these countries emphasize that the integration of law, technology, and public participation are key elements in improving the quality of social services.

Normative Recommendations for Improving the Quality of Social Service Services in Indonesia

Improving the quality of social services in Indonesia requires a normative approach that combines progressive legal principles with the principle of protecting citizens' socio-economic rights. First, there needs to be a reformulation of social service policies that explicitly adopt *a rights-based approach*, as recommended by UNDP and ILO (Ormaza & Ebert, 2019). The current legal framework, such as Law No. 11 of 2009 concerning Social Welfare, needs to be reviewed to include the principles of social justice, service transparency, and strengthening accountability mechanisms based on public complaints (Mikyal Hardiyati et al., 2023).

Second, it is necessary to develop *an e-governance system* that can guarantee open access, efficient aid distribution, and accurate data integration. The development of an integrated digital platform such as the National Social Welfare One Data needs to be mandated in the form of binding derivative regulations and accompanied by cross-sectoral supervision, including civil society involvement. The government can learn from *the Digital Governance for Social Services system* implemented in Estonia and Uruguay which is able to reduce bureaucracy, increase transparency, and accelerate the handling of public complaints (van der Ploeg & Vanclay, 2017).

Third, it is important to strengthen the legal position of the regional Social Service as the spearhead of public services. This can be done through a revision of the Government Regulation on mandatory basic service government affairs, by allocating a special performance-based budget, as well as legal and service ethics training for state civil servants. This is where the relevance of the *legal capacity building approach* becomes important, so that social officials do not only become aid operators, but also protectors of citizens' social rights legally.

Fourth, international collaboration can be used as a basis for legal and policy innovation. Indonesia can initiate *a pilot project* for inclusive social services in collaboration with international donor agencies such as ADB or UNDP, which integrates local regulations with *the International Social Protection Benchmarks*. Thus, Indonesia's social service system is not only responsive to domestic needs, but also proactive to global dynamics that make public services an indicator of substantive democracy.

CONCLUSION

Based on the legal study and comparative literature, it can be concluded that the quality of Social Service services in Indonesia is influenced by a number of complex factors, both internal and external. Internationally, the principle of human rights-based social services has developed through the framework of UNDP, ILO, and WHO, which emphasizes aspects of accessibility, participation, transparency, and accountability. However, its implementation in Indonesia is still limited and often hampered by weak institutions, lack of human rights-based training, and ineffective monitoring systems.

While Indonesia's regulatory framework has recognized the right to social services, its implementation has yet to meet international standards, particularly in ensuring equal access for marginalized groups. Many social service issues stem from inaccurate data, lack of capacity of field officers, and local political intervention that undermines the objectivity of service distribution. This underscores the importance of legal reform and social governance based on *Citizen-Centered Governance*.

Compared to developing countries such as the Philippines, India, and Brazil, Indonesia still needs to strengthen the synergy between social policies and legal protection systems. Innovations such as digitalization of services and cross-sector data integration need to be accelerated through regulations that are responsive to local and global challenges. International learning shows that the success of social service reform depends on political courage and clarity of legal norms.

Finally, this study emphasizes that social service reform is not just an administrative agenda, but a constitutional agenda that touches the core of social justice. By encouraging progressive regulation, strengthening the role of law, and building community participation, Indonesia can develop a Social Service system that is not only technically effective, but also legally and ethically dignified. This is a moral call for every policy maker and legal academic to not only record gaps, but to turn them into concrete solutions based on justice.

BIBLIOGRAPHY

- Abenir, C. J., Canlas, J. V. R., Ladao, A. A. A., Ajero, J. A. U., Castillo, J. M., Tamayo, M. B., Rodrigues, R. L., Marfa, A. D., Urbano, R. H., & Serrano, E. A. (2021). Pantawid Pamilyang Pilipino Program 4Ps: A Profiling System. *2021 1st International Conference in Information and Computing Research (iCORE)*, 102–106. <https://doi.org/10.1109/iCORE54267.2021.00037>
- Basok, T., & Ilcan, S. (2006). In the Name of Human Rights: Global Organizations and Participating Citizens. *Citizenship Studies*, 10(3), 309–327. <https://doi.org/10.1080/13621020600772099>
- Bloom, D. E., Sousa-Poza, A., & Sunde, U. (2023). *The Routledge Handbook of the Economics of Ageing*. Routledge. <https://doi.org/10.4324/9781003150398>
- Browne, S. (2012). *United Nations Development Programme and System (UNDP)*. Routledge. <https://doi.org/10.4324/9780203806852>
- Canton, H. (2021). *The Europa Directory of International Organizations 2021*.



Routledge. <https://doi.org/10.4324/9781003179900>

- de Castro Rodrigues, D., de Lima, M. D., & Barbosa, R. M. (2022). Fraud detection in social income transfer programs: a social data mining approach applied to data from Brazil. *SN Social Sciences*, 2(9), 170. <https://doi.org/10.1007/s43545-022-00479-5>
- de Siqueira, J. H., Mtewa, A. G., & Fabriz, D. C. (2022). United Nations Development Programme (UNDP). In *International Conflict and Security Law* (pp. 761–777). T.M.C. Asser Press. https://doi.org/10.1007/978-94-6265-515-7_36
- Devereux, S. (2021). Social protection responses to COVID-19 in Africa. *Global Social Policy*, 21(3), 421–447. <https://doi.org/10.1177/14680181211021260>
- Dijkhoff, T. (2019). The ILO Social Protection Floors Recommendation and its relevance in the European context. *European Journal of Social Security*, 21(4), 351–369. <https://doi.org/10.1177/1388262719890980>
- Dușu, A., & Diaconu, M. (2017). Community participation for an open public administration: Empirical measurements and conceptual framework design. *Cogent Business & Management*, 4(1), 1287980. <https://doi.org/10.1080/23311975.2017.1287980>
- Elstub, S., Ercan, S. A., & Mendonça, R. F. (Eds.). (2019). *Deliberative Systems in Theory and Practice*. Routledge. <https://doi.org/10.4324/9781351182645>
- Faisal, M., & Rifai, A. T. F. (2023). Konsep Maladministrasi Sebagai Pembaruan Model Pengungkapan Tindak Pidana Korupsi. *Jurnal Suara Hukum*, 5(1), 44–67. <https://doi.org/10.26740/jsh.v5n1.p44-67>
- Lahat, L., & Sher-Hadar, N. (2021). A Threefold Perspective: Conditions for Collaborative Governance. In *Collaborative Governance* (pp. 77–99). Springer International Publishing. https://doi.org/10.1007/978-3-030-45807-2_4
- Laitinen, I., Kinder, T., & Stenvall, J. (2018). Local public service productivity and performance measurement. *International Journal of Knowledge-Based Development*, 9(1), 49. <https://doi.org/10.1504/IJKBD.2018.090501>
- Mikyal Hardiyati, Hasanah, A. W., & Rohman, N. (2023). Analisis Kesejahteraan Sosial Sebagai Disiplin Ilmu. *ICODEV: Indonesian Community Development Journal*, 4(2), 89–94. <https://doi.org/10.24090/icodev.v4i2.9759>
- Mokat, C. (2020). TUGAS DAN WEWENANG PEMERINTAH DALAM MELAKSANAKAN PENANGANAN FAKIR MISKIN MENURUT UNDANG-UNDANG NOMOR 13 TAHUN 2011 TENTANG PENANGANAN FAKIR MISKIN. *LEX ET SOCIETATIS*, 8(2). <https://doi.org/10.35796/les.v8i2.28500>



- Mongkhonvanit, P. T., & Hanvoravongchai, P. (2017). The Impacts of Universalization: A Case Study on Thailand's Social Protection and Universal Health Coverage. In *Towards Universal Health Care in Emerging Economies* (pp. 119–154). Palgrave Macmillan UK. https://doi.org/10.1057/978-1-137-53377-7_5
- Muthoifin, Nuha, & Afyah, I. (2024). The Existence of Islamic Law in Indonesia in the Millennial Era in Supporting the Sustainable Development Goals (SDGs): Maqashid Sharia Perspective. *Demak Universal Journal of Islam and Sharia*, 3(01), 27–40. <https://doi.org/10.61455/deujis.v3i01.226>
- Nur Wijayanti, S. (2017). Hubungan Antara Pusat dan Daerah Dalam Negara Kesatuan Republik Indonesia Berdasarkan Undang-Undang Nomor 23 Tahun 2014. *Jurnal Media Hukum*, 23(2). <https://doi.org/10.18196/jmh.2016.0079.186-199>
- Ormaza, M. V. C., & Ebert, F. C. (2019). The World Bank, human rights, and organizational legitimacy strategies: The case of the 2016 Environmental and Social Framework. *Leiden Journal of International Law*, 32(3), 483–500. <https://doi.org/10.1017/S0922156519000268>
- Putra, N. H., & Amran, A. (2023). DINAMIKA TATA KELOLA DANA OTONOMI KHUSUS DI ACEH. *Jurnal Administrasi Negara*, 29(2), 192–213. <https://doi.org/10.33509/jan.v29i2.1819>
- Rahmawati, A., & Mayangsari, W. (2022). PERAN PEKERJA SOSIAL KOREKSIONAL DALAM REHABILITASI DAN REINTEGRASI SOSIAL ANAK BERHADAPAN DENGAN HUKUM DI LKSA BENGKEL JIWA KABUPATEN JEMBER. *Jurnal Ilmiah Rehabilitasi Sosial (Rehsos)*, 4(1). <https://doi.org/10.31595/rehsos.v4i1.548>
- Ssenyonjo, M. (2011). Reflections on state obligations with respect to economic, social and cultural rights in international human rights law. *The International Journal of Human Rights*, 15(6), 969–1012. <https://doi.org/10.1080/13642981003719158>
- Unnikrishnan, V. (2022). The Welfare Effects of Social Assistance Programs for Women in India. *The Journal of Development Studies*, 58(6), 1211–1230. <https://doi.org/10.1080/00220388.2022.2043277>
- van der Ploeg, L., & Vanclay, F. (2017). A human rights based approach to project induced displacement and resettlement. *Impact Assessment and Project Appraisal*, 35(1), 34–52. <https://doi.org/10.1080/14615517.2016.1271538>