

Implementation of the Minimum Service Standards Policy in the Social Sector in Gorontalo Province

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ABSTRACT

This study aims to analyze the implementation of the Minimum Service Standards (MSS) policy in the social sector in Gorontalo Province and identify factors influencing its effectiveness. The study used a qualitative approach with a case study design, using data collection techniques such as in-depth interviews, observation, and document analysis. Data analysis was conducted thematically with reference to the policy implementation model, specifically the variables of communication, resources, disposition, and bureaucratic structure. The results indicate that the implementation of the MSS in the social sector in Gorontalo Province is not yet fully optimal, characterized by fluctuating service outcomes and not consistently meeting quality standards. The main factors influencing implementation include limited resources (budget, human resources, and infrastructure), ineffective cross-sector communication and coordination, and obstacles within the bureaucratic structure. However, the relatively high disposition of implementers is a supporting factor in maintaining the sustainability of program implementation. In addition, external conditions such as economic, social, and political factors also influence the effectiveness of policy implementation. This study contributes theoretically by strengthening the relevance of the policy implementation model in the context of regional social services, and empirically provides an overview of the dynamics of MSS implementation in Eastern Indonesia. Practically, the results of this study recommend strengthening institutional capacity, improving the quality of resources, and strengthening cross-sector coordination to increase the effectiveness of policy implementation.

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1. INTRODUCTION

The implementation of Minimum Service Standards (MSS) in the social sector is a public policy instrument designed to ensure the fulfillment of the basic rights of citizens, particularly vulnerable groups, within the framework of government decentralization.

In the context of developing countries, MSS serves not only as a technocratic standard of service but also as a normative mechanism to ensure equitable access to quality public services across all regions. The literature shows that MSS serves as a legal and policy instrument that binds local governments to provide basic services in a fair, transparent,

and accountable manner [1]–[3]. Within the framework of fiscal decentralization, the implementation of SPM is an important indicator in assessing the effectiveness of the distribution of authority and resources between the central and regional governments.

The urgency of the social sector in implementing the MSS is growing as demands for the protection of vulnerable groups and the reduction of social inequality increase. The social sector encompasses services directly related to public welfare, such as social protection, services for people with disabilities, the elderly, and the poor. Empirical studies show that budget allocations to the social sector, including health and social protection, significantly contribute to improving the Human Development Index (HDI) and public welfare, although there is variation across regions [2], [4]. Therefore, the implementation of SPM in the social sector is not only related to regulatory compliance but also serves as a strategic instrument for inclusive development.

The Gorontalo Provincial Government, as an autonomous region, has the authority to implement Minimum Service Standards in accordance with Government Regulation Number 2 of 2018 concerning Minimum Service Standards, which cover the fields of education, health, social services, public housing, and public works. Empirical data shows that the performance of Minimum Service Standards (SPM) fulfillment in Gorontalo Province during the 2019–2024 period experienced significant fluctuations. SPM achievement increased from 2019 to 2021, but experienced a sharp decline in 2022 before increasing again in 2023 and 2024. This fluctuating pattern indicates that policy implementation has not been consistent and sustainable, and is still influenced by various structural and technical constraints in public service governance.

In the context of performance evaluation, Minister of Home Affairs Regulation No. 59 of 2021 classifies SPM achievement into several categories, ranging from "Not Yet Complete" to "Fully

Completed." Although several sectors demonstrated high achievement, a sector-by-sector analysis in 2023–2024 revealed that the social sector was one of the sectors with relatively lower achievement compared to other sectors. In 2023, the SPM achievement in the social sector was around 70.3 and increased to 98.5 in 2024. However, it still indicates a structural lag compared to the health and public works sectors, which have achieved optimal values. This condition indicates a performance disparity between basic service sectors that requires special attention in policy implementation analysis.

The low level of social achievement is also related to the complexity of service targets, which include vulnerable groups such as neglected people with disabilities, socially disadvantaged people (homeless people and beggars), neglected elderly people, neglected children, and victims of social disasters. Furthermore, the quality and scope of services are also influenced by the socioeconomic conditions of the community, such as poverty levels and low levels of education. Literature shows that the low quality of human resources, particularly among marginalized groups, is a major obstacle to improving welfare and access to adequate social services. The increasing number of homeless people, beggars, and street children also reflects structural challenges within the regional social protection system.

Normatively, Article 34 paragraph (1) of the 1945 Constitution affirms the state's obligation to care for the poor and neglected children. However, empirical reality shows that the implementation of social policies still faces various limitations in effectively reaching target groups. The Gorontalo Provincial Government, through the Social Services Agency, has attempted to encourage the implementation of SPM in accordance with Minister of Home Affairs Regulation Number 59 of 2021 and Minister of Social Affairs Regulation Number 9 of 2018, which regulates technical standards for basic social services. These regulations cover mechanisms for planning, budgeting, implementation, and reporting of SPM, but the effectiveness of their

implementation still requires more in-depth evaluation.

However, the implementation of SPM policies at the regional level often faces various challenges, resulting in a gap between policy design and implementation practices on the ground. This phenomenon is known as the policy-practice gap, a condition where the standards, targets, and resource allocation formulated in policy are not fully realized in public services [1], [5], [6]. Various factors such as limited institutional capacity, weak cross-sectoral coordination, and low transparency and accountability are the main causes of this gap.

Furthermore, regional fiscal and institutional capacity also play a crucial role in determining the quality of social policy implementation. The literature shows that regions with higher fiscal capacity tend to be better able to provide quality social services, while regions with limited resources face challenges in meeting minimum service standards [4], [7]. On the other hand, institutional capacity, including the quality of human resources, governance systems, and oversight mechanisms, also determines the effectiveness of policy implementation at the local level.

To address these various problems, several studies offer general solutions through strengthening good governance, increasing regional fiscal capacity, and developing innovation in public services. Modern governance approaches such as New Public Management (NPM) and New Public Governance (NPG) emphasize the importance of efficiency, accountability, and cross-sector collaboration in improving the quality of public services [8], [9]. In addition, bureaucratic innovation and community participation are also seen as key factors in increasing the effectiveness of social policy implementation [6], [10].

Furthermore, specific solutions proposed in the literature include strengthening the integration of planning and budgeting, improving the quality of social data, and developing performance-based monitoring and evaluation mechanisms. Studies show that harmonization between

medium-term planning, budget allocation, and evaluation systems is a crucial prerequisite for narrowing the gap between policy design and implementation [11], [12]. Furthermore, the use of accurate integrated social welfare data is also a crucial factor in ensuring the accuracy of social program targeting.

In the context of Eastern Indonesia, including Gorontalo Province, social policy implementation faces additional challenges related to geographic, socioeconomic, and institutional capacity characteristics. The literature indicates that regions with challenging geographic conditions, limited infrastructure, and relatively high poverty rates require a more adaptive and affirmative policy approach [13]–[15]. Therefore, the implementation of SPM in this region cannot be compared to other regions with higher capacity.

Although numerous studies have addressed the implementation of social policies and MSS in Indonesia, significant research gaps remain, particularly at the provincial level and within the context of specific social sectors. Most studies tend to focus on the education or health sectors, while studies on the implementation of MSS in the social sector are relatively limited. Furthermore, approaches that integrate analysis of fiscal capacity, institutions, and regional characteristics within a single analytical framework are rare.

Based on the above description, this study aims to analyze the implementation of the Minimum Service Standards policy in the social sector in Gorontalo Province by identifying factors influencing its effectiveness. This study offers a novelty through an integrative approach that combines the perspectives of policy implementation, fiscal and institutional capacity, and regional characteristics within a single analytical framework. The scope of the study focuses on empirical analysis at the provincial level while considering local dynamics. It is expected to provide theoretical and practical contributions to the development of social service policies in Indonesia.

2. LITERATURE REVIEW

The literature review in this study was designed to develop a comprehensive conceptual framework for the implementation of Minimum Service Standards (SPM) policies in the social sector. The discussion begins with policy implementation theory, continues with the concept and indicators of SPM, determinants of social policy implementation, the role of data in social policy, and finally identifies research gaps.

Public policy implementation theory is the primary foundation for understanding how a policy is designed and implemented. The most widely used policy implementation model is the one developed by Edwards III, which emphasizes four key variables: communication, resources, implementer disposition, and bureaucratic structure. These four variables interact to determine the success of public policy implementation. Effective communication ensures that policy objectives are clearly understood by implementers, while the availability of resources determines the technical capability of policy implementation. Implementer disposition relates to commitment and attitudes toward the policy, while bureaucratic structure determines the effectiveness of coordination and task implementation [16]–[18].

Furthermore, Mazmanian and Sabatier emphasize the importance of policy characteristics, environmental conditions, and implementer commitment in determining the success of policy implementation. This approach broadens the analysis by considering external factors such as social, economic, and political conditions that influence policy implementation. Meanwhile, Grindle adds that policy implementation is a political and administrative process influenced by power, interests, and institutional capacity [19], [20]. Thus, policy implementation analysis is not only technocratic, but also contextual.

In the context of the public sector in Indonesia, the application of policy implementation theory shows that

implementation failure is often caused by weak communication between actors, limited resources, low commitment from implementers, and ineffective bureaucratic structures. Empirical studies of various public programs, including education and social protection, show that these factors are the main determinants of successful policy implementation [21], [22].

Furthermore, the concept of Minimum Service Standards (SPM) serves as a normative framework for the provision of public services. SPM is defined as the minimum standards that must be met by local governments in providing basic services to the public. SPM aims to guarantee access, quality, and accountability of public services, as well as ensuring that every citizen receives adequate basic services. In the Indonesian context, SPM is regulated through various regulations that emphasize the importance of transparency, accountability, and the fulfillment of basic community rights [1], [3], [23]–[25].

Operationally, the SPM for social services encompasses various indicators related to service access, service quality, budget efficiency, and social protection. Access indicators reflect the extent to which communities can obtain social services, while quality indicators assess the quality of services provided. Furthermore, budget efficiency and accountability are important indicators in assessing the performance of SPM implementation. Empirical studies show that the success of SPM implementation is significantly influenced by a region's ability to manage resources and ensure accountability in budget use [4], [26].

In its implementation, social policy is influenced by various complex determinants. Effective governance, which includes transparency, accountability, and public participation, is a key factor in the successful implementation of social policy. Furthermore, human resource capacity also plays a crucial role, as policy implementers must possess adequate competence and commitment. Studies show that labor shortages, low competence, and inadequate training are

major obstacles to social policy implementation [27]–[29].

Cross-sector coordination is also a crucial factor in social policy implementation. Social policies often involve multiple actors, including local governments, the private sector, and civil society. Misalignment among actors can hinder policy implementation and lead to inefficiencies in resource use [12], [17]. Therefore, a collaborative approach to governance is important to increase the effectiveness of policy implementation.

In addition to governance and human resource capacity, data also plays a crucial role in social policy implementation. The Integrated Social Welfare Data (DTKS) is a key instrument in determining the targets of social programs. DTKS functions to accurately identify beneficiary groups, thereby increasing the effectiveness and efficiency of social programs. Studies show that good data integration can reduce targeting errors and improve service quality [30], [31].

However, the implementation of the DTKS also faces various challenges, such as limited regional technical capacity, lack of data updates, and lack of integration with other data systems. These conditions can reduce data accuracy and impact the effectiveness of social policy implementation. Therefore, strengthening data management systems and increasing information technology capacity in the regions is necessary [5], [32].

Although various studies have examined the implementation of MSS policies in Indonesia, significant research gaps remain. Most studies focus on the district/city level or specific sectors such as education and health, leaving provincial-level studies limited. Furthermore, research integrating fiscal capacity, governance, and data analysis within a single analytical framework is still rare [33], [34].

Furthermore, there is limited research examining the role of the DTKS (Data and Information System) in the implementation of MSS at the provincial level, particularly in the context of fiscal decentralization. Data integration and fiscal capacity are crucial factors in determining the success of social

policy implementation. Therefore, this study seeks to fill this gap by comprehensively examining the implementation of MSS social policies in Gorontalo Province.

Thus, this literature review shows that the implementation of MSS policies in the social sector is influenced by various interrelated factors, including communication, resources, implementer disposition, bureaucratic structure, governance, human resource capacity, cross-sectoral coordination, and data quality. A comprehensive understanding of these factors provides the basis for analyzing MSS policy implementation in Gorontalo Province and for formulating effective policy recommendations.

3. METHODS

This study uses a qualitative approach to gain a deeper understanding of the implementation of the Minimum Service Standards (SPM) policy in the social sector in Gorontalo Province. A qualitative approach was chosen because public policy implementation is complex, contextual, and involves interactions between various actors and institutional dynamics that cannot be fully explained through quantitative approaches. Studying policy implementation requires exploring the processes, perceptions, and social and administrative contexts underlying policy successes and failures [19], [20], [22].

This research design is descriptive-analytical, aiming to systematically describe the conditions of policy implementation while analyzing the factors influencing it. This research also uses a case study approach in Gorontalo Province as the research locus, considering that this region has unique characteristics in social policy implementation, including limited fiscal capacity, geographic conditions, and socioeconomic dynamics that influence the achievement of MSS. The case study approach allows researchers to understand phenomena holistically within a real-world context.

The unit of analysis in this study is the implementation of the SPM policy in the

social sector implemented by the regional government, specifically the Gorontalo Provincial Social Service and other related agencies. The analysis focuses on the policy implementation variables as outlined in the Edwards III model: communication, resources, implementer disposition, and bureaucratic structure. Furthermore, this study also considers additional factors such as governance, human resource capacity, and data integration in policy implementation.

The data sources in this study consist of primary and secondary data. Primary data were obtained through in-depth interviews with key informants, including local government officials, program implementers at the Social Services Agency, and other parties involved in the implementation of the MSS policy. The interviews were semi-structured to provide flexibility in gathering information relevant to the research focus. Furthermore, focus group discussions (FGDs) were used to obtain collective perspectives from various stakeholders.

Secondary data was obtained through document analysis, including regulations related to SPM, local government performance reports, planning documents (RPJMD), regional financial reports, and relevant statistical data. The document analysis aimed to assess the alignment between policy design and implementation practices, as well as to understand the planning and budgeting flow in SPM implementation [17], [27].

In addition, field observations were also conducted to obtain a direct overview of policy implementation at the operational level. These observations enabled researchers to identify implementation practices that are not always formally documented, such as interactions between implementers, coordination mechanisms, and organizational dynamics that influence policy implementation [18], [35].

The informant selection technique in this study used purposive sampling, selecting informants deemed to have relevant knowledge and experience related to the implementation of SPM social policy. The informant selection criteria included position

within the organization, involvement in policy implementation, and understanding of the implementation process. This approach aims to ensure the data obtained is highly in-depth and relevant.

The data analysis in this study used thematic analysis techniques. The analysis process was carried out through several stages: data reduction, data presentation, and conclusion drawing. In the data reduction stage, the researcher organized and filtered data relevant to the research focus. Next, the data was presented in narrative or matrix form to facilitate interpretation. The final stage was drawing conclusions inductively based on the patterns found in the data.

Thematic analysis was used to identify key themes related to policy implementation variables, such as communication, resources, disposition, and bureaucratic structure. Furthermore, the analysis also identified factors inhibiting and supporting policy implementation, as well as the relationships between various variables that influence SPM achievement. This approach allows researchers to understand policy implementation mechanisms in depth and context [16], [20].

To ensure the validity and reliability of the research, data triangulation techniques were used, namely comparing data obtained from various sources and methods. Triangulation was carried out by comparing the results of interviews, observations, and document analysis to ensure consistency of the findings. In addition, the researcher also conducted member checking, namely confirming the findings with informants to ensure the accuracy of data interpretation [19], [20].

Research ethics were also a key concern in this study. The researchers ensured that all informants provided informed consent before conducting the interviews and maintained the confidentiality of their identities. Furthermore, data use was carried out responsibly and in accordance with the principles of academic integrity.

With a systematic and comprehensive methodological approach, this research is expected to provide an in-depth overview of

the implementation of social MSS policies in Gorontalo Province and identify factors influencing their success. The results are expected to serve as a basis for formulating more effective and evidence-based policy recommendations.

4. RESULTS AND DISCUSSION

4.1 Research Results

The results of the study show that the implementation of the Minimum Service Standards (SPM) policy in the social sector in Gorontalo Province still faces various complex and multidimensional challenges, especially those related to institutional capacity, resources, and policy dynamics at the regional level [27], [28], [32]. In general, the achievement of SPM in the social sector shows a fluctuating pattern and has not fully achieved the set targets, with variations across time and regions influenced by fiscal capacity, governance, and regional institutions [4], [6].

In terms of policy dimensions and objectives, the SPM for the social sector already has clear standards and objectives as guidelines for implementing basic services, calculating outcomes, integrated planning, and reporting through the e-SPM application. These standards refer to Minister of Home Affairs Regulation No. 59/2021 and Minister of Social Affairs Regulation No. 9/2018, which covers 43 types of social services. However, the achievement of basic services in Gorontalo Province has only increased from 55.46% (2022) to 70.30% (2023), indicating that quality standards have not been fully met [1], [3].

In the resource dimension, the research results show that there is a budget limitation of IDR 3.9 billion which has an impact on the less than optimal implementation of basic services, which is in line with the empirical findings that regional fiscal limitations have a direct impact on the achievement of SPM [4], [26]. In terms of human resources, despite the support of personnel such as civil servants/PTT, Tagana, KSB, Peace Pioneers, and social workers, the capacity and distribution of human resources remain uneven. Furthermore, limited social care infrastructure, the lack of accreditation of

some LKSAs, and poor accessibility for people with disabilities are significant obstacles [28], [32].

In the aspect of communication between organizations, coordination has been carried out through the role of the Social Service as the main coordinator, with the support of BPBD, the Health Service, and Bappeda, however the effectiveness of this communication still faces challenges in the form of information distortion and limited socialization of policies [36], [37]. Implementation activities include data collection, planning, service delivery, and monitoring and evaluation. Communication mechanisms are implemented through regular meetings and the use of the e-SPM application, although its effectiveness is still affected by structural limitations [17].

In terms of the characteristics of the implementing agency, the Social Service has sufficient capacity to carry out its implementation function, but still faces obstacles in the form of rigid bureaucracy, vacant positions, dependence on donors, and limited social service facilities, which reflect the limitations of the organizational structure in supporting optimal policy implementation [12], [17]. This has resulted in suboptimal service coverage for all vulnerable groups.

In terms of the implementer's disposition, it was found that policy implementers had a high level of commitment in implementing the program, including through collaboration with community institutions, which shows that a positive disposition can be a driving factor for the success of policy implementation [38], [39]. This commitment is an important supporting factor in policy implementation despite various resource limitations.

In addition, economic, social and political conditions also influence policy implementation, especially in terms of budget limitations, increasing needs of vulnerable groups, and regional policy dynamics that influence implementation responses [13], [15]. Regional budget limitations, the increasing needs of vulnerable groups, and political factors such as delays in disaster response are

external variables that influence the effectiveness of SPM implementation.

4.2 Discussion

The research findings indicate that the implementation of SPM in the social sector in Gorontalo Province is influenced by complex interactions between policy variables as described in policy implementation theory. From a communication perspective, the findings indicate that effective communication remains a major obstacle, particularly in terms of policy dissemination and information consistency across levels of government. This aligns with Edwards III's theory, which emphasizes that ineffective communication can lead to information distortion and hinder policy implementation [36], [37].

In terms of resources, budget, human resource, and infrastructure limitations have proven to be major obstacles to policy implementation. This finding is consistent with the literature stating that resources are a key factor in the successful implementation of public policies, where resource limitations directly correlate with low service delivery [27], [28].

Furthermore, implementer disposition plays a significant role in determining policy effectiveness. High levels of implementer commitment can mitigate the impact of resource constraints, but cannot fully overcome structural barriers. This strengthens the argument that disposition is a crucial variable in public policy implementation [38], [39].

From a bureaucratic structural perspective, findings indicate that organizational fragmentation and weak cross-sectoral coordination remain major obstacles. A suboptimal bureaucratic structure leads to inefficiency and hinders the achievement of policy targets. This aligns with literature that emphasizes the importance of an adaptive and coordinating organizational structure in supporting policy implementation [12], [17].

Furthermore, the gap between policy targets and the realization of social services indicates a policy-practice gap caused by limited institutional capacity, resources, and

local context. This finding reinforces previous studies that suggest that the gap between targets and realization is a common phenomenon in public policy implementation [6], [26].

Thus, the implementation of social MSS policies in Gorontalo Province is influenced not only by internal factors such as communication, resources, disposition, and bureaucratic structure, but also by external factors such as economic, social, and political conditions. Therefore, a comprehensive and integrative approach is needed to improve the effectiveness of policy implementation, including strengthening institutional capacity, enhancing cross-sectoral coordination, and adapting policies to local contexts.

5. CONCLUSION

This study aims to analyze the implementation of the Minimum Service Standards (SPM) policy in the social sector in Gorontalo Province by identifying factors influencing its effectiveness. Based on the research results and discussion, it can be concluded that the implementation of the SPM in the social sector is not yet fully optimal and still faces various structural, resource, and contextual constraints.

First, in terms of policy outcomes, the implementation of the SPM in the social sector has shown improvement, but has not yet reached nationally established quality standards. This indicates a gap between policy targets and service delivery (policy-practice gap), indicating that the implementation system has not been operating consistently and sustainably.

Second, resource factors are a key determinant in policy implementation. Budget constraints, human resource quality and distribution, and limited social service infrastructure are significant obstacles to the provision of basic services. These conditions directly impact the low coverage and quality of services provided to vulnerable groups.

Third, aspects of communication and coordination between implementing organizations indicate that, despite the

existence of coordination mechanisms, their effectiveness remains suboptimal. Information distortion, lack of policy dissemination, and weak cross-sector integration are factors that hinder consistent implementation on the ground.

Fourth, the implementer's disposition is a crucial supporting factor in policy implementation. Implementer commitment and a positive attitude can drive program implementation even under limited resources. However, a positive disposition is not enough to overcome existing structural and institutional barriers.

Fifth, the bureaucratic structure and characteristics of implementing agencies still exhibit limitations, such as rigid bureaucracy, organizational fragmentation, and suboptimal cross-sectoral coordination. These conditions lead to inefficiencies and slow down the policy implementation process.

Sixth, external factors such as economic, social, and political conditions also influence policy implementation. The high needs of vulnerable groups, regional fiscal constraints, and local policy dynamics are

important variables influencing the effectiveness of SPM implementation.

Overall, the implementation of social SPM policies in Gorontalo Province is the result of a complex interaction between internal factors (communication, resources, disposition, and bureaucratic structure) and external factors (economic, social, and political conditions). Therefore, increasing the effectiveness of policy implementation requires a comprehensive and integrative approach.

This research makes a theoretical contribution by strengthening the relevance of policy implementation models in the context of social services at the regional level, and an empirical contribution by providing evidence regarding the dynamics of MSS implementation in Eastern Indonesia. Practically, this research recommends strengthening institutional capacity, improving the quality and quantity of resources, improving cross-sectoral coordination, and developing an integrated data system to support more effective and sustainable policy implementation.

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