

Child Care within the Framework of Social Policy: A Study of the Implementation of the Minister of Social Affairs Regulation No. 30 of 2011 at LKSA Karya Utama, Jayapura Regency

Rahmad Andre Ramadhan¹, Septyan Berliana Sumaki², Eka Nurwahyuliningsih³

^{1,2,3}Program Studi Ilmu Kesejahteraan Sosial FISIP Universitas Cenderawasih

rahmadjan05@gmail.com¹, berlianasumaki@gmail.com², ekanurwahyu19@gmail.com³

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ABSTRACT

The implementation of the Minister of Social Affairs Regulation Number 30 of 2011 concerning the National Standards of Child Care in Child Welfare Institutions at Karya Utama Child Welfare Institution (LKSA) in Jayapura Regency is grounded in the importance of strengthening child care services based on children's rights and social welfare principles, as well as addressing the various limitations still encountered in the implementation of child care standards within child welfare institutions. This study employed a qualitative approach using a descriptive research method. Data were collected through observation, interviews, and documentation. The analysis was guided by George C. Edward III's policy implementation theory, which encompasses the dimensions of communication, resources, disposition, and bureaucratic structure. The findings indicate that LKSA Karya Utama has implemented several forms of child care services, including the fulfillment of basic needs, educational support, religious guidance, and social assistance. However, the implementation of the National Standards of Child Care has not yet been fully optimized, particularly in the areas of family-based care, comprehensive child assessment, care documentation, and the availability of professional human resources. This study concludes that the implementation of child care policies is influenced not only by the existence of regulatory frameworks but also by institutional readiness, human resource capacity, and the support of social service networks in ensuring sustainable child welfare services.

Keywords: child care, social policy, child welfare institution, child social services, policy implementation

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INTRODUCTION

Children constitute a vulnerable population requiring protection, care, and comprehensive social services to support their physical, social, emotional, and psychological development. From a child welfare perspective, children are regarded as rights-bearing individuals entitled to adequate care, education, healthcare, social protection, and a safe environment that fosters their overall development. Herbowo (2025) argues that child welfare extends beyond the fulfillment of basic needs and encompasses the protection of children's rights through the collective support of families, communities, and the state. Consequently, child welfare services represent a crucial component of the social protection system aimed at ensuring children's survival, development, and well-being.

One form of child welfare service in Indonesia is provided through Child Welfare Institutions (Lembaga Kesejahteraan Sosial Anak/LKSA). These institutions serve as alternative care providers for children experiencing neglect, parental loss, or other social circumstances that necessitate protection and social support. However, developments in child social policy have prompted a paradigm shift in the role of LKSAs. These institutions are no longer viewed merely as residential facilities for children but rather as social service organizations oriented toward child rights protection, family strengthening, and the best interests of the child. Susilowati et al. (2019) explain that this transformation positions LKSAs as integral components of the alternative care system, emphasizing family-based care rather than institutional-based care.

This shift in child care practices was reinforced through the Minister of Social Affairs Regulation Number 30 of 2011 concerning the National Standards of Child Care for Child Welfare

Institutions. The regulation serves as a guideline for the provision of child care services, emphasizing child protection, the fulfillment of children's rights, psychosocial support, child participation, and the enhancement of social service quality within LKSAs. The National Standards of Child Care (NSCC) further underscore that child care services should be delivered professionally, systematically, and in accordance with the individual needs of children.

Despite these regulatory efforts, the implementation of the National Standards of Child Care across various LKSAs continues to face significant challenges. Sunarko (2014) notes that the implementation of child care standards within child welfare institutions is often constrained by limited institutional capacity, insufficient human resources, and weaknesses in social service governance. Similarly, Susilowati et al. (2019) found that many LKSAs remain oriented toward institutional care and have not fully adopted family-based care approaches or promoted child reunification with their families. These findings indicate that the intended transformation in child care practices has not yet been fully realized at the institutional level.

Furthermore, the quality of child welfare services is strongly influenced by the availability of qualified human resources and effective institutional systems. El Kahfi and Sahrul (2024) emphasize that professional social workers, trained caregivers, service supervision mechanisms, and strong institutional governance are essential factors in ensuring the quality of child welfare services. Inadequate caregiving personnel may lead to deficiencies in social support, child supervision, and child protection within care settings. Therefore, strengthening institutional capacity and human resources remains a critical prerequisite for the successful implementation of child care policies.

From a policy implementation perspective, the success of policy execution is influenced by several factors, including communication, resources, implementers' disposition, and bureaucratic structure. Wardi et al. (2023) demonstrate that the implementation of the National Standards of Child Care is affected by the effectiveness of policy communication, local government support, the readiness of human resources, and the institutional networks maintained by LKSAs. These findings suggest that the implementation of child care policies depends not only on the existence of regulatory frameworks but also on the capacity of social institutions to consistently apply child care standards.

Empirical evidence indicates that many LKSAs throughout Indonesia continue to experience difficulties in implementing child care standards. Similar conditions are evident at Karya Utama Child Welfare Institution in Jayapura Regency. Preliminary observations revealed several challenges, including the absence of professional social workers, limited access to child health services, inadequate development of productive economic activities, and suboptimal strengthening of child social service systems. Nevertheless, Karya Utama LKSA possesses considerable potential for service development through the support of its management, religious guidance programs, social networks, and institutional commitment to promoting child welfare services.

Research examining the implementation of child care policies within LKSAs in Papua remains limited, particularly studies that analyze the implementation of the Minister of Social Affairs Regulation Number 30 of 2011 from the perspectives of social policy and child welfare services. Previous studies have predominantly focused on children's psychosocial conditions or social service provision in general. Therefore, this study offers a novel contribution by specifically examining the implementation of the National Standards of Child Care within the framework of social policy at Karya Utama Child Welfare Institution in Jayapura Regency. The study aims to analyze the implementation of the Minister of Social Affairs Regulation Number 30 of 2011 in child care services at Karya Utama LKSA and to identify the supporting and inhibiting factors influencing the implementation of child care policies within the institution.

METHOD

This study employed a qualitative approach, as it sought to gain a comprehensive understanding of the implementation of child care policies at Karya Utama Child Welfare Institution (LKSA) in Jayapura Regency under the Minister of Social Affairs Regulation Number 30 of 2011 concerning the National Standards of Child Care for Child Welfare Institutions. The qualitative approach was considered appropriate for exploring the actual practices of child care

services, institutional conditions, and the various factors that facilitate or hinder policy implementation within the organization. According to Creswell (2017), qualitative research is designed to investigate and interpret social phenomena through the experiences, perspectives, and contextual realities of individuals in their natural environments.

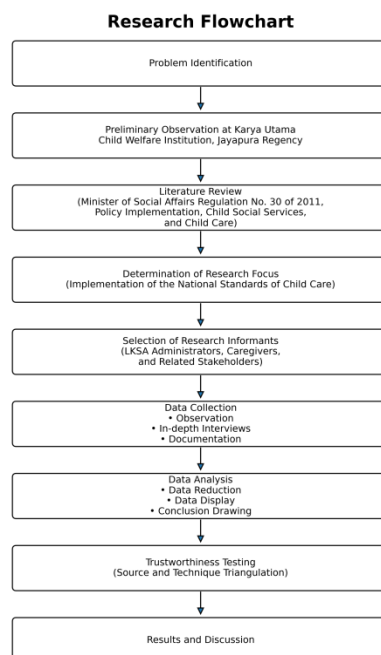


Figure 1. Research Flowchart

The study was conducted at Karya Utama Child Welfare Institution (LKSA) in Jayapura Regency, one of the child welfare service institutions providing alternative care services for vulnerable children. The research site was selected purposively on the grounds that Karya Utama LKSA possesses characteristics relevant to the focus of this study, particularly concerning the implementation of the National Standards of Child Care.

The research participants consisted of LKSA administrators, caregivers, and other stakeholders involved in the provision of child welfare services within Karya Utama LKSA. Informants were selected using a purposive sampling technique, whereby individuals who were directly involved in and knowledgeable about child care and social service provision were chosen. According to Sugiyono (2019), purposive sampling is employed to obtain in-depth information that is relevant to the objectives of the study.

Data were collected through observation, in-depth interviews, and documentation. Observation was conducted to examine the conditions of child welfare services, caregiving practices, service facilities, and daily caregiving activities within the institution. In-depth interviews were carried out with administrators and caregivers to gather information regarding the implementation of child care policies, challenges encountered during policy implementation, and the forms of social services provided to children. Documentation involved reviewing institutional records, child-related data, and supporting documents related to child welfare services and caregiving practices within the LKSA.

This study employed George C. Edward III's policy implementation theory as the analytical framework. Edward III argues that policy implementation is influenced by four key factors: communication, resources, disposition, and bureaucratic structure. This framework was utilized to analyze the implementation of the Minister of Social Affairs Regulation Number 30 of 2011 at Karya Utama LKSA in Jayapura Regency. In addition, the concept of the National Standards of Child Care served as the basis for examining the implementation of child care services within the institution. Wardi et al. (2023) explain that the successful implementation of the National Standards of Child Care is influenced by effective policy communication, the readiness of human resources, institutional support, and the availability of social service networks.

Data analysis was conducted using a descriptive qualitative approach following the procedures proposed by Miles, Huberman, and Saldaña (2014), namely data reduction, data display, and conclusion drawing. Data reduction involved selecting and focusing on information relevant to the implementation of child care policies. Subsequently, the data were presented in the form of descriptive narratives to facilitate interpretation. The final stage involved drawing conclusions based on the analysis of field data and its relationship to existing theories and previous studies.

To ensure the trustworthiness of the findings, source triangulation and technique triangulation were employed. Source triangulation was conducted by comparing information obtained from administrators, caregivers, and institutional documents. Technique triangulation involved comparing data gathered through observation, interviews, and documentation to enhance the objectivity, credibility, and scientific rigor of the research findings (Moleong, 2018).

FINDING AND DISCUSSION

Implementation of the National Standards of Child Care at Karya Utama Child Welfare Institution, Jayapura Regency

The implementation of the Minister of Social Affairs Regulation Number 30 of 2011 concerning the National Standards of Child Care at Karya Utama Child Welfare Institution (LKSA) in Jayapura Regency indicates that the institution has carried out its child care functions, although the implementation has not yet fully complied with the standards stipulated in the regulation. Article 3 of the Ministerial Regulation states that the National Standards of Child Care consist of the principles of alternative care, the determination of appropriate responses to children's needs, child care services, and institutional standards.

The findings reveal that Karya Utama LKSA has implemented basic child care services, including the provision of accommodation, food, education, religious guidance, and daily social support. Children residing in the institution have access to formal education and receive regular spiritual development activities as part of the social care process. These conditions demonstrate that the institution has fulfilled its fundamental role in providing child welfare services.

However, the implementation of the National Standards of Child Care has not been fully optimized. Chapter II, Section H of the Ministerial Regulation Number 30 of 2011 stipulates that residential care within a Child Welfare Institution should be considered a last resort after care within the nuclear family, extended family, or substitute family is no longer feasible. Nevertheless, field findings indicate that some children continue to reside in the institution for extended periods, primarily to obtain access to education. This finding is consistent with the study conducted by Susilowati et al. (2019), which found that many Child Welfare Institutions in Indonesia remain oriented toward institutional-based services rather than strengthening family-based care.

Furthermore, the implementation of family-based care has not yet been fully realized. Karya Utama LKSA continues to face limitations in conducting family reunification, family assessments, and family capacity-building programs. Meanwhile, Chapter II, Section E of the Ministerial Regulation Number 30 of 2011 emphasizes that economic hardship should not serve as the primary reason for separating children from their families and that Child Welfare Institutions should facilitate support mechanisms that enable children to remain in family-based care whenever possible. These findings suggest that child care services within the institution remain predominantly focused on residential care rather than on strengthening family-centered caregiving arrangements.

Policy Implementation Based on George C. Edward III's Perspective

The implementation of the National Standards of Child Care policy at Karya Utama Child Welfare Institution (LKSA) in Jayapura Regency was analyzed using George C. Edward III's policy implementation framework, which consists of four key dimensions: communication, resources, disposition, and bureaucratic structure.

a. Communication

The communication dimension refers to the dissemination of policy information and the extent to which implementers understand the substance of the policy. The findings indicate that the administrators of Karya Utama LKSA are aware of the existence of the Minister of Social Affairs Regulation Number 30 of 2011 as the primary guideline for child care services. However, their

understanding of the technical implementation of the National Standards of Child Care remains limited, particularly concerning child care assessment, permanency planning, and the strengthening of family-based care.

These findings suggest that policy dissemination and socialization have not been fully effective. Wardi et al. (2023) argue that effective policy communication is a crucial factor in the successful implementation of the National Standards of Child Care within Child Welfare Institutions. Limited technical understanding of the policy may contribute to the suboptimal implementation of child care standards at the institutional level.

b. Resources

The resource dimension represents one of the primary challenges in implementing child care policies at Karya Utama LKSA. The findings reveal that the institution continues to face shortages of professional human resources, particularly qualified social workers and child welfare personnel with expertise in social service provision. Chapter III, Section A, Point 4(b) of the Minister of Social Affairs Regulation Number 30 of 2011 stipulates that child assessments should be conducted by social workers supporting the institution's functions in collaboration with local Social Affairs Offices or other relevant social service agencies.

In addition, limited financial resources affect the institution's ability to expand and improve child welfare services. The institution remains heavily dependent on donor contributions and social assistance programs, resulting in constraints on the implementation of family-strengthening initiatives and child capacity-development programs. El Kahfi and Sahrul (2024) emphasize that the quality of child welfare services is strongly influenced by the availability of competent human resources, effective service supervision, and sound institutional governance.

Despite these limitations, Karya Utama LKSA possesses significant social capital through the support of its administrators, religious development programs, and community-based social networks. These resources constitute valuable assets that contribute to the provision of child welfare services within the institution.

c. Disposition

The disposition dimension concerns the commitment and attitudes of policy implementers toward the execution of child welfare programs. The findings indicate that both administrators and caregivers at Karya Utama LKSA demonstrate a strong commitment to providing care and protection for children. This commitment is reflected in the institution's efforts to meet children's basic needs, provide social and religious guidance, and foster positive social relationships between caregivers and children.

Nevertheless, institutional capacity limitations continue to hinder the full implementation of the policy in accordance with the National Standards of Child Care. Several important components, including child care documentation, periodic assessments, placement evaluations, and permanency planning, have not yet been implemented systematically. Chapter III, Section B, Point 1 of the Minister of Social Affairs Regulation Number 30 of 2011 requires Child Welfare Institutions to develop individualized care plans for each child, covering both family-based and alternative care arrangements.

d. Bureaucratic Structure

The bureaucratic structure dimension relates to institutional support mechanisms and social service networks that facilitate policy implementation. The findings show that Karya Utama LKSA has established collaborative relationships with several stakeholders, including healthcare providers and social service agencies in Jayapura Regency. These partnerships play an important role in supporting the fulfillment of children's needs, particularly in terms of access to healthcare and social welfare services.

Chapter III, Section A, Point 2(b) of the Minister of Social Affairs Regulation Number 30 of 2011 emphasizes that Child Welfare Institutions should establish access pathways and referral mechanisms to organizations providing services for vulnerable families and children. In practice, cooperation with healthcare facilities and social service agencies has contributed to expanding children's access to essential services at Karya Utama LKSA. However, institutional coordination

requires further strengthening, particularly in relation to the development of family-based services, professional social assistance, and the regular monitoring and evaluation of child care practices.

Implementation of Child Care Service Standards

The findings indicate that several child care service standards have been implemented by Karya Utama Child Welfare Institution (LKSA), including the provision of children's basic needs, access to education, spiritual development, and daily social protection. Children residing in the institution are provided with accommodation, food, formal education, and religious guidance activities as part of the overall child care process.

However, several service standards have not yet been fully implemented. Chapter III, Section A, Point 4 of the Minister of Social Affairs Regulation Number 30 of 2011 stipulates that Child Welfare Institutions should conduct comprehensive assessments of each child to gain a thorough understanding of the child's circumstances and family situation. Furthermore, Chapter III, Section B emphasizes that every child should have an individualized care plan, regular care evaluations, and periodic placement reviews.

The findings reveal that the implementation of comprehensive child assessments, care documentation, and regular evaluations of children's development has not yet been carried out optimally at Karya Utama LKSA. These shortcomings are primarily influenced by the limited availability of professional personnel and the lack of a fully structured social service administration system. Nevertheless, the institution continues to make efforts to provide care services that meet the basic needs of children through the commitment and support of its administrators and caregivers.

In addition to providing child care services, Karya Utama LKSA has begun strengthening its social service network through collaboration with healthcare providers and relevant social service agencies in Jayapura Regency. The development of these partnerships represents an important form of institutional support for improving the quality of child welfare services, particularly in enhancing children's access to healthcare and social protection within the institution.

Comparison of Findings with Previous Studies

The findings of this study indicate that the implementation of the National Standards of Child Care at Karya Utama Child Welfare Institution (LKSA) in Jayapura Regency shares several similarities with previous studies on child welfare services and the implementation of child care policies in Child Welfare Institutions across Indonesia. These similarities are evident in the continued reliance on institutional care, limitations in human resources, and the suboptimal implementation of child care service standards.

Susilowati et al. (2019) found that many Child Welfare Institutions in Indonesia remain oriented toward institutional-based care rather than strengthening family-based care. This finding is consistent with the results of the present study, which reveal that some children continue to reside in Karya Utama LKSA for extended periods, primarily to gain access to education and caregiving services. This condition suggests that the implementation of family-based care and family reunification programs has not yet been fully optimized.

Furthermore, this study identified limitations in the availability of professional human resources involved in child welfare services. This finding is consistent with the study conducted by El Kahfi and Sahrul (2024), which emphasized that the quality of child welfare services in Child Welfare Institutions is strongly influenced by the availability of professional social workers, trained caregivers, service supervision mechanisms, and effective institutional governance. At Karya Utama LKSA, the absence of professional social workers has contributed to shortcomings in several key areas, including comprehensive child assessments, care documentation, periodic evaluations, and permanency planning, all of which are essential components of the National Standards of Child Care.

From a policy implementation perspective, the findings of this study also support the conclusions of Wardi et al. (2023), who argued that the implementation of the National Standards of Child Care is influenced by communication, resources, disposition, and bureaucratic structure. At Karya Utama LKSA, policy communication has not yet been fully effective, as technical understanding of the implementation of the National Standards of Child Care remains limited. In

addition, shortages of qualified personnel and budgetary constraints continue to hinder the institution's ability to deliver child welfare services in a comprehensive manner.

Despite these similarities, this study also identified several distinctive characteristics that differentiate Karya Utama LKSA from the institutions examined in previous studies. One notable strength of the institution lies in its strong social support system and religious development programs, which play a significant role in the child care process. Spiritual guidance is conducted regularly as part of efforts to foster positive behavior, moral development, and discipline among children residing in the institution. Furthermore, the institution has initiated efforts to strengthen its social service network through collaboration with healthcare providers and social service agencies in Jayapura Regency. These initiatives demonstrate the institution's commitment to enhancing child welfare services despite the various challenges it faces in implementing child care standards.

Overall, the findings suggest that the implementation of the Minister of Social Affairs Regulation Number 30 of 2011 within Child Welfare Institutions is influenced not only by the existence of regulatory frameworks but also by institutional readiness, human resource capacity, social support networks, and the institution's ability to develop child care services that prioritize the best interests of the child. Therefore, strengthening institutional capacity, improving the quality of caregiving personnel, and expanding social service networks are essential strategies for supporting the effective implementation of the National Standards of Child Care within Child Welfare Institutions.

CONCLUSIONS

This study demonstrates that the implementation of the Minister of Social Affairs Regulation Number 30 of 2011 concerning the National Standards of Child Care at Karya Utama Child Welfare Institution (LKSA) in Jayapura Regency has been carried out in several aspects of child care services, particularly in meeting children's basic needs, providing access to education, facilitating religious development, and delivering daily social support. Karya Utama LKSA has also made efforts to fulfill its role as a child welfare service institution by strengthening caregiving practices and providing social protection for children under its care.

Nevertheless, the implementation of the National Standards of Child Care has not yet been fully optimized. Several service standards, including comprehensive child assessments, care documentation, periodic evaluations, permanency planning, and the strengthening of family-based care, continue to face significant challenges. These limitations are largely attributable to the shortage of professional human resources, limited institutional funding, and insufficient technical understanding of child care policy implementation.

From the perspective of George C. Edward III's policy implementation framework, the implementation of the National Standards of Child Care at Karya Utama LKSA is influenced by policy communication, resources, disposition, and bureaucratic structure. The disposition dimension reflects the strong commitment of administrators and caregivers to providing child welfare services. However, communication and resource-related constraints remain the primary obstacles to the effective implementation of child care standards.

The findings further suggest that the implementation of child care policies depends not only on the existence of regulatory frameworks but also on institutional readiness, the quality of human resources, support from local government authorities, and the availability of social service networks. Therefore, strengthening institutional capacity, enhancing the competencies of caregivers and social workers, and promoting cross-sectoral collaboration are essential measures for ensuring the sustainable implementation of the National Standards of Child Care.

This study is expected to serve as a reference for both Child Welfare Institutions and local governments in evaluating and improving child welfare services based on care standards that prioritize the best interests of the child. Furthermore, the study provides opportunities for future research on strengthening family-based care, examining the role of social workers in child welfare services, and evaluating the implementation of child care policies in Child Welfare Institutions across Papua more broadly.

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