

Assessing Service Quality in Unaccredited Social Welfare Institutions Using Accreditation Standards

Sukaris^{a*}, Wiwik Widyawati^b, Nadhirotul Laily^c,
Endah Mulyani^d, Diah Ratnasari^e, Anik Nur Cholifah^f

^{a*} Universitas Muhammadiyah Gresik, Indonesia. sukaris21@umg.ac.id

^b Universitas Muhammadiyah Gresik, Indonesia. wiwikwidiyawati@umg.ac.id

^c Universitas Muhammadiyah Gresik, Indonesia. nadhirotul.laily@umg.ac.id

^d Universitas Muhammadiyah Gresik, Indonesia. endahmulyani@umg.ac.id

^e Universitas Muhammadiyah Gresik, Indonesia. diahratnasari.apt@gmail.com

^f Badan Perencanaan Pembangunan, Penelitian dan Pengembangan Daerah Kabupaten Gresik, Indonesia.
anik.kholif25@gmail.com

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Abstract

This study aims to evaluate the service quality of unaccredited Social Welfare Institutions (LKS) in Gresik Regency based on applicable accreditation standards, and to develop strategic recommendations to improve service quality through strengthening institutional capacity. The study used a descriptive design. Data collection was conducted by completing a closed questionnaire based on the LKS accreditation instrument for 26 non-accredited Social Welfare Institutions in Gresik Regency. Data were analyzed using quantitative descriptive analysis through calculating percentage scores and assessing categories on six main aspects of accreditation standards, namely service programs, service processes, management and organization, facilities and infrastructure, human resources, and service outcomes. The results showed that the service quality of non-accredited LKS was generally in the sufficient category. The service program and institutional legality aspects showed relatively good achievements, while the infrastructure aspects, human resource competency, and evaluation of service outcomes still showed weaknesses. This study confirms that the quality of social services is greatly influenced by the institutional capacity of the organization. The implications of the study indicate the importance of strengthening organizational governance, improving human resource competency, providing service support facilities, and ongoing accreditation assistance to improve the quality of professional and sustainable social services.

Keywords: Institutional Capacity, Service Quality, Social Services, Social Welfare Institutions Accreditation



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INTRODUCTION

Social welfare is a crucial aspect of national development, focused on fulfilling basic needs and improving the quality of life of the community, particularly vulnerable groups such as neglected children, the elderly, people with disabilities, victims of drug abuse, and the poor (Lakioti et al., 2025; Osman et al., 2015). Law of the Republic of Indonesia number 11 of 2009 concerning social welfare emphasizes that social welfare is implemented in an integrated manner by the government, regional governments, and the community to ensure the fulfillment of citizens' social rights. In its implementation, the quality of social services is a key factor in determining the success of social welfare programs. Therefore, the government has established an accreditation system for Social Welfare Institutions (LKS) as an instrument for ensuring the quality of social services, ensuring that each institution is able to provide professional, safe, effective, and beneficiary-oriented services (Sitepu, 2020)

Gresik Regency, as one of the industrial areas in East Java Province, still faces various complex social welfare issues (Hadi et al., 2019; Sahombu, 2025). High poverty and unemployment rates indicate that regional economic growth has not been fully accompanied by equitable distribution of public welfare. Data from the Central Statistics Agency (BPS) shows that the poverty rate in Gresik Regency reached 10.32%, or approximately 149,750 people, higher than the provincial and national averages (Abdul Aziz Qomar, 2024; Badan Pusat Statistik, 2024; Badan Pusat Statistik & Timur, 2024). Furthermore, the open unemployment rate in Gresik Regency in 2024 was recorded at 6.45 percent, with high school graduates or equivalents dominating the largest unemployed group (BPS-Statistics Indonesia Regency, 2025; Yulianto, 2025). This condition indicates that the community still needs strong, adaptive, and sustainable social service support to address the various social issues it faces.

In this context, the existence of Social Welfare Institutions (LKS) holds a strategic position as government partners in the provision of social services. LKS functions to provide social rehabilitation, social protection, social empowerment, and social security in both shelter-based and non-shelter-based services. The presence of LKS helps reach community groups not yet fully served by formal public services, thereby contributing to strengthening the community's social safety net (Sitepu, 2020). However, not all LKS have adequate institutional capacity to provide quality social services. Most LKS that have not been accredited still face obstacles in aspects of organizational governance, human resources, infrastructure, and service evaluation systems, potentially affecting the effectiveness of services provided to beneficiaries.

Normally, LKS accreditation is a service quality assessment mechanism based on specific standards, encompassing service programs, service processes, organizational management, facilities and infrastructure, human resources, and service outcomes. Various studies have shown that accreditation plays a significant role in improving service quality and institutional governance. Research by Wardi & Husni, (2023) demonstrated that implementing accreditation instruments can help social service institutions develop more structured and professional services. Meanwhile, research by El Kahfi & Sahrul, (2024) found that limited funding, human resource competency, and infrastructure are the main obstacles to meeting accreditation standards. Internationally, accreditation is viewed as a continuous quality improvement

instrument that encourages social organizations to implement best service practices and enhance institutional accountability (Social Current, 2025).

Although research on LKS accreditation has been conducted extensively, such as Akbar & Taufik, (2025); Arif, (2022); Setyaastuti & Yusuf, (2024); Zulfunun, (2025) most studies focus on the implementation of accreditation policies or the administrative preparation process leading to accreditation. Research specifically evaluating the service quality of unaccredited LKS is still relatively limited, particularly in regional contexts such as Gresik Regency. Yet, unaccredited LKS potentially face various fundamental issues related to institutional capacity and the quality of social services provided to the community (Sukmana et al., 2021). This situation indicates a research gap related to the limited empirical studies on the service quality of unaccredited LKS based on accreditation standards. The novelty of this research lies in its effort to integrate service quality evaluation based on accreditation standards with an analysis of institutional capacity strengthening as a strategy for continuously improving the quality of social services.

Based on the above description, this research is important to conduct because it can provide an empirical picture of the condition of the service quality of unaccredited LKS in Gresik Regency and the institutional factors that influence it. This research has two main objectives: to evaluate the service quality of unaccredited LKS based on applicable accreditation standards and to develop strategic recommendations to improve service quality by strengthening the institutional capacity of LKS. The results of this research are expected to provide theoretical benefits in the form of enriching studies on the quality of social services and LKS accreditation, as well as practical benefits as a basis for formulating policies for coaching, mentoring, and developing the capacity of LKS by local governments and other stakeholders to realize more professional, accountable, and sustainable social services.

LITERATURE REVIEW

Social Welfare Institutions

Social Welfare Institutions (LKS) play a strategic role in the social welfare system in Indonesia. Normatively, LKS are defined as social organizations established by the community and/or government to provide social welfare services for individuals, families, groups, and communities experiencing social problems (JDIH BPK, 2009; JDIH Kemensos, 2025; Prabintari et al., 2024; Sukmana et al., 2021). The existence of LKS emphasizes the importance of community participation in social development as a complement to the role of the state, particularly in reaching vulnerable groups who have not been fully served by formal public service mechanisms.

From a social development perspective, LKS functions as both service agencies and agents of social change. Social institutions have a dual role: providing direct intervention through social services and encouraging structural transformation through empowerment and strengthening community capacity. Therefore, LKS effectiveness is measured not only by the number of services provided, but also by their impact on improving the social functioning of beneficiaries. Previous research has shown that social institutions not only provide direct intervention through social services but also play a role in community empowerment, strengthening the social functioning of beneficiaries (Arif, 2022). Furthermore, child welfare institutions have been found to act as

facilitators, motivators, and dynamic agents in social empowerment to improve children's social functioning (Rizki & Suma, 2025)

In Indonesia, the scope of LKS services includes social rehabilitation, social protection, social empowerment, and social security (Peraturan.go.id, 2025). These services can be provided through institutional or non-institutional systems, depending on the characteristics of the target and the intervention approach used. Research by Qhuraissy, (2025) shows that community-based LKS have advantages in understanding local needs and building social closeness with beneficiaries, but often face limitations in governance and resources.

As the complexity of social issues increases, demands for professionalism and accountability from LKS (Islamic institutions) are also increasing. LKS are required to implement the principles of good governance, transparency, and standards-based management. In this context, accreditation is a crucial instrument to ensure that LKS operate in accordance with established service standards and are able to provide quality services on a sustainable basis.

Quality of Service

Service quality is a multidimensional concept widely used to assess organizational performance, including social service organizations. Generally, service quality is defined as the gap between service users' expectations and their perceptions of the service performance they receive. This concept emphasizes that service quality is determined not only by technical aspects but also by user perceptions, experiences, and satisfaction.

In the management and public service literature, service quality is generally measured through the dimensions of reliability, responsiveness, assurance, empathy, and tangibles. Although the SERVQUAL model is widely used in the commercial service sector, several studies have shown that its basic principles remain relevant for assessing the quality of social services, with adjustments to the context of social values and service ethics (Akbar & Taufik, 2025). Service quality in the social sector has special characteristics because service targets are often vulnerable and have limited choices. Osborne et al., (2013) social service quality should be understood as a combination of functional quality (how services are provided) and technical quality (what is provided), with a strong emphasis on interpersonal relationships, trust, and service sustainability. Therefore, the assessment of social service quality cannot be separated from the social, cultural, and institutional context.

Research in public services shows that good service quality contributes significantly to public trust, user satisfaction, and institutional legitimacy (Osborne et al., 2013). In the context of social services, service quality is also correlated with improvements in the subjective well-being of beneficiaries and the success of social intervention programs (Lahat et al., 2025; Siregar et al., 2025). Thus, service quality is not only an operational goal but also an indicator of successful social development.

In the Context of the Quality of Services of Social Welfare Institutions, The quality of LKS services reflects the institution's ability to meet the needs and rights of beneficiaries in accordance with established standards. The Ministry of Social Affairs of the Republic of Indonesia has established six LKS accreditation standards, covering service programs, service processes, management and

organization, facilities and infrastructure, human resources, and service outcomes (JDIH BPK, 2009; JDIH Kemensos, 2025; Prabintari et al., 2024). These six standards are designed to ensure that social services are delivered professionally, safely, and sustainably.

Several studies have shown that the quality of LKS services is significantly influenced by the institution's internal capacity. Akbar & Taufik, (2025); El Kahfi & Sahrul, (2024); Lubis & Aulia, (2025) found that LKS with good organizational governance and competent human resources tend to have higher service quality and are better prepared for the accreditation process. Conversely, LKS that have not been accredited often face obstacles in program planning, service documentation, and performance evaluation.

Previous studies have also emphasized that coaching, technical assistance, and budgetary support are key factors in improving the quality of LKS services, especially for non-accredited institutions. Empirical findings indicate that without such support, LKS tend to experience service stagnation and struggle to meet accreditation standards (Hamdan, 2020; Wahab et al., 2024; Wahyuni, 2024).

METHOD

This This research uses a quantitative approach with a descriptive research design. The aim is to evaluate the service quality of unaccredited Social Welfare Institutions (LKS) based on applicable accreditation standards, while simultaneously developing strategic recommendations for improving service quality by strengthening the LKS's institutional capacity. The descriptive approach was chosen because this research focuses on systematically and objectively describing the empirical conditions of the quality of social services provided by LKS based on accreditation standard indicators.

The research location was Gresik Regency, with the research subjects being unaccredited Social Welfare Institutions (LKS). The population in this study was all unaccredited LKS registered in Gresik Regency. The sampling technique used total sampling, as the entire population served as respondents. Based on the data obtained, the number of respondents in this study was 26 Social Welfare Institutions (LKS). Total sampling was used to obtain a more comprehensive picture of the service quality of unaccredited LKS in Gresik Regency.

Data collection was conducted through a closed-ended questionnaire designed based on the LKS accreditation instrument and standards established by the Ministry of Social Affairs of the Republic of Indonesia. The research instrument covered six main aspects of accreditation standards: service programs, service processes, management and organization, facilities and infrastructure, human resources, and service outcomes. Each indicator was measured using a rating scale that reflects the level of compliance with social service standards at each institution.

Data analysis was conducted using descriptive quantitative techniques by calculating average scores, percentages, and assessment categories for each aspect of the accreditation standards. This analysis was used to describe the level of service quality of non-accredited LKS based on compliance with social service standard indicators. The results of the analysis were then interpreted to identify strengths, weaknesses, and institutional factors influencing LKS service quality. Based on these evaluations, this study developed strategic recommendations focused on

strengthening institutional capacity as an effort to continuously improve the quality of social services.

ANALYSIS AND DISCUSSION

The results of the research based on data collection from 26 Social Welfare Institutions (LKS) that have not been accredited in Gresik Regency using the LKS accreditation standard instrument are explained as follows:

Evaluation of the service quality of non-accredited social service institutions (LKS) based on accreditation standards.

To address this first research objective, a descriptive analysis was conducted to describe the level of service quality across six key aspects of accreditation standards. This resulted in an empirical picture of the condition of social services and the institutional capacity of LKS, as presented in table 1.

Table 1. Summary of LKS Service Quality Assessment Results Based on Accreditation Standards

No	Accreditation Standards		Key Indicators	Dominant Percentage	Category
1	Service Standards	Program	Family-based care, fulfillment of children's basic rights, child protection	69,2%	Pretty good
2	Service Standards	Process	Assessment, planning, implementation, monitoring and evaluation	65,4%	Enough
3	Management Organization Standards	and	Legality, SOP, organizational coordination, service database	67,8%	Enough
4	Facilities Infrastructure Standards	and	Availability of service facilities and service support	58,7%	Not enough
5	Human Standards	Resources	Competence of managers, social workers, and HR training	61,3%	Enough
6	Service Standards	Outcome	Evaluation of outcomes, sustainability of service impact	57,9%	Not enough
Average Total Score				63,4%	Enough

Source: Research Data Processing Results, 2025.

The results of the study indicate that the service quality of non-accredited Social Welfare Institutions (LKS) in Gresik Regency is generally in the adequate category, with an average achievement of 63.4%. This finding indicates that most LKS have carried out their basic social service functions but have not fully met the service standards set out in the LKS accreditation instrument. The evaluation was conducted on six main aspects of the accreditation standards: service programs, service processes, organizational management, infrastructure, human resources, and service outcomes.

Regarding service program standards, the study results indicate that the majority of LKS (social institutions) have service programs that support family-based care and the fulfillment of children's basic rights. Most respondents assessed the institutions as adequate in ensuring access to education, children's legal identity, and children's social relationships with their families and communities. These findings indicate that LKS has strengths in social closeness and community-based services. This finding aligns with research by Minawasti et al., (2026); Zakaria & Lestari, (2025), which states that community-based social institutions have adaptive capabilities in understanding local needs and building interpersonal relationships with beneficiaries. However, aspects of child health and family economic empowerment still show weaknesses, so services are not yet fully holistic.

Regarding service process standards, the study found that assessment mechanisms, care planning, and service evaluation have been implemented, but not yet fully systematically. Initial assessments of children and families remain moderate, while social rehabilitation services achieve relatively low performance. This situation indicates that some LKS are still oriented towards administrative services and have not fully implemented an evidence-based practice approach. Osborne et al., (2013) explain that the quality of modern social services must be supported by an integrated assessment, monitoring, and evaluation system to achieve sustainable social impact. Therefore, strengthening the service system is an urgent need for non-accredited LKS.

In terms of management and organization, research shows that institutional legality is the indicator with the highest achievement, with most LKS having clear formal legal standing. However, several indicators, such as service publication media, strategic partnerships, and client mapping, still show low achievement. This indicates that institutional governance is not yet optimal. Research by Lina Marlina, (2024) confirms that low institutional capacity is one of the main causes of the weak quality of social services in community-based organizations. Furthermore, weak administrative and documentation systems also make the accreditation process difficult.

In terms of facilities and infrastructure, research results indicate that many LKS still face limitations in supporting social services. Limited-service space, health facilities, and rehabilitation facilities impact the effectiveness of services to beneficiaries. This finding aligns with research by Abdullah et al., (2024); Marwiyah, (2025); Wijaya et al., (2022), which states that the quality of social services is significantly influenced by the availability of adequate physical resources and supporting facilities. Inadequate infrastructure prevents social services from operating optimally and sustainably.

In terms of human resources, research has found that most LKS still rely on volunteers with limited technical competency. Despite their strong social commitment, limited training and professionalism in human resources result in inconsistent service quality. European Social Network, (2024) explains that the quality of social services is significantly influenced by the competence of social workers, their assessment skills, and their organizational management

skills. Therefore, developing human resource capacity is a critical priority in improving the quality of LKS services.

Meanwhile, regarding service outcomes, most LKS lack a structured system for evaluating service outcomes and impact. Evaluations are still oriented toward activity outputs and do not comprehensively measure changes in beneficiary welfare. This situation aligns with the findings of Nordheim & Martinussen, (2020) who stated that social service organizations often struggle to measure service impact due to weak outcome-based monitoring and evaluation systems. Consequently, service success is difficult to measure objectively and sustainably.

Overall, the results of this study indicate that the service quality of non-accredited LKS in Gresik Regency still requires comprehensive institutional capacity building. This strengthening includes improving organizational governance, enhancing human resource competency, developing monitoring and evaluation systems, and providing adequate service infrastructure. Therefore, accreditation should be understood not merely as an administrative obligation but as an instrument for continuously improving the quality of social services.

Strategic recommendations based on identification of strengths, weaknesses, and institutional factors that influence the quality of LKS services.

Based on the research results, the strengths, weaknesses and institutional factors that influence the quality of LKS services can be identified, presented in the following table 2:

Table 2. Identification of Strengths, Weaknesses, and Institutional Factors Affecting the Quality of LKS Services

Standard Aspects	Main Power	Main Weaknesses	Institutional Factors that Influence
Service Program	Family-based care programs are running well; children's access to education is adequate.	Strengthening family economy and health services are not yet optimal	Limited program budget and minimal needs-based planning system
Service Process	Community-based services and care planning are quite good.	Initial assessment and social rehabilitation are not yet structured	Human resource competency and the absence of comprehensive service SOPs
Management and Organization	The legality of the institution and the service database are relatively good.	Publication of services, partnerships and governance is not optimal	Weak managerial capacity and institutional coordination
Facilities and infrastructure	Some LKS have basic service facilities	Social service support facilities are still limited	Limited sources of financing and infrastructure support

Human Resources	High commitment of volunteers and administrators	Lack of technical training and professional staff	Low level of sustainable human resource capacity development
Service Results	The social relations between children and their families are quite good.	Outcome measurement and impact evaluation have not yet been implemented	Absence of a results-based monitoring and evaluation system

Source: Research Data Processing Results, 2025.

Based on the research results, the quality of services provided by non-accredited social welfare institutions (LKS) in Gresik Regency demonstrates a combination of institutional strengths and fundamental weaknesses that impact the effectiveness of social services. In terms of service programs, most institutions have successfully implemented basic social service functions, particularly in supporting family-based care and ensuring children's access to education. This finding suggests that LKS maintains a close social relationship with the community, enabling them to more adaptively understand the basic needs of beneficiaries. Research by Rohman et al., (2024) explains that community-based LKS tend to be more responsive to local needs due to their strong social ties with beneficiaries. However, the weakness of family economic empowerment and health services indicates that service programs are still short-term and not fully based on sustainable empowerment.

Regarding the service process, research shows that community-based services have been running quite well, but initial assessments and social rehabilitation services have not been conducted systematically. This condition indicates that some LKS lack adequate standard operating procedures (SOPs) and assessment instruments. According to Osborne et al., (2013) the quality of social services is greatly influenced by the organization's ability to build a structured, participatory, and needs-based service system for beneficiaries. Limited human resource competency is also a factor affecting the quality of the service process, as most LKS still rely on volunteers with limited training.

In terms of organizational management, institutional legality is a key strength, as most LKS already have legal entities and basic organizational structures. However, the lack of service publications, strategic partnerships, and governance systems indicates that institutional capacity is still suboptimal. Research by Kurniawan et al., (2025); Sulistyowati & Nabila Rahma Putri, (2021) confirms that professional and collaborative organizational governance is a key prerequisite for improving the quality of social services and institutional sustainability. Furthermore, limited infrastructure and funding sources prevent some LKS from being able to provide service facilities that meet standards.

Regarding human resources and service outcomes, the study found that the commitment of administrators and volunteers constitutes strong social capital, but has not been matched by continuous professional competency development. Consequently, measurement of service outcomes and evaluation of program impacts have not been optimal. This finding aligns with

research by Nordheim & Martinussen, (2020) which states that the quality of social services is strongly influenced by institutional capacity, human resource competency, and results-based evaluation systems. Therefore, strengthening organizational capacity, training human resources, and developing monitoring and evaluation systems are important strategies for sustainably improving the service quality of non-accredited LKS.

Based on information on accreditation standards-based services, the strengths and weaknesses of LKS, strategic recommendations can be made to strengthen the institutional capacity of LKS, as shown in table 3.

Table 3. Strategic Recommendations for Strengthening the Institutional Capacity of LKS

Focus on Strengthening	Main Problems	Recommendation Strategy	Supporting Actor	Expected Impact
Strengthening Organizational Governance	SOP and administration are not yet organized	Preparation of SOPs, administration systems, and service databases	Social Services, companions, LKS administrators	More professional and accountable governance
Human Resources Development	Technical service competency is still low	Training in social assessment, case management, and child protection	Local government, universities, social workers	More competent and qualified human resources
Strengthening the Service System	Monitoring and evaluation of services is not yet systematic	Development of outcome-based assessment and evaluation instruments	Social Services and supporting institutions	More measurable and effective service
Strengthening Facilities and Infrastructure	Limited service facilities	Provision of service facilities and rehabilitation of basic facilities	Local government, corporate CSR	Improved service convenience and security
Strengthening Partnerships	External support is still minimal	Network development with government, CSR, and communities	Government, business world, society	Program sustainability and resource support
Strengthening Accreditation Preparation	Understanding of accreditation standards is still low	Technical assistance and accreditation simulation	Accreditation assistant and Social Services	Institutional readiness for accreditation

Source: Research Data Processing Results, 2025.

Based on research findings, strengthening institutional capacity is a key strategy for sustainably improving the quality of social services provided by non-accredited social service institutions (LKS). Strengthening organizational governance is seen as a fundamental need, as most LKS still face weaknesses in administration, documentation, and operational service systems. Recent research shows that good organizational governance significantly impacts the effectiveness of social services and institutional accountability (Lina Marlina, 2024). Therefore, developing standard operating procedures (SOPs), developing administrative systems, and strengthening institutional documentation are strategic steps to enhance service professionalism.

Furthermore, human resource capacity development is a crucial priority, given that most social service institutions (LKS) still rely on volunteers with limited social service competencies. A study by Aris Hilmawan & Almisar Hamid, (2024) confirmed that the quality of social services is significantly influenced by the technical competence of social workers, particularly in assessment, case management, and service evaluation. Therefore, ongoing technical training and competency development are necessary to ensure more professional social services and responsiveness to the needs of beneficiaries.

Strengthening monitoring and evaluation systems is also a strategic recommendation, as most LKS lack a structured outcome measurement system. European Social Network, (2024) explains that social service organizations with outcome-based evaluation systems tend to be more effective in improving service quality and program sustainability. Therefore, the development of service assessment and evaluation instruments is necessary to more objectively measure the impact of social services.

Regarding facilities and infrastructure, this study found that limited-service facilities remain a major obstacle to the implementation of social services. Research by Al AAmric & Aspian Nur, (2024); Munayang et al., (2025); Warsono & Hayati, (2023) shows that the quality of service infrastructure is directly related to the effectiveness of social services and the comfort of beneficiaries. Therefore, local government support and partnerships with the private sector through CSR programs are crucial in strengthening social service facilities.

Furthermore, strengthening partnerships and accreditation assistance are also needed to improve LKS's readiness to meet social service standards. According to Agung, (2025); Andhityawati & Darma, (2022) multi-stakeholder collaboration in public services can increase the capacity of social organizations and the sustainability of services. Therefore, synergy between local governments, LKS, universities, the business world, and the community is a strategic factor in driving improvements in the quality of social services that are more professional, adaptive, and sustainable.

CONCLUSION

The research findings indicate that most LKS have been able to carry out basic social service functions, particularly in aspects of family-based service programs, fulfillment of children's basic rights, and community-based services. The main strengths of LKS are seen in the legality of the institution, social relations with beneficiaries, and the commitment of volunteers and administrators in carrying out social services. However, this study also found various fundamental weaknesses that affect service quality, such as weak social assessment and rehabilitation systems, limited facilities and infrastructure, low technical competence of human resources, and a suboptimal outcome-based monitoring and evaluation system. Furthermore, organizational governance, service publications, strategic partnerships, and administrative documentation also still need to be strengthened to be able to more optimally meet accreditation standards. Therefore, improving the quality of non-accredited LKS services requires a comprehensive strategy to strengthen institutional capacity through human resource development, strengthening organizational governance, developing service SOPs, improving service facilities, and providing technical assistance towards accreditation.

This study has limitations because it only used a descriptive approach to 26 non-accredited LKS in Gresik Regency, so the results cannot be broadly generalized to all LKS in Indonesia. Furthermore, data collection using a closed-ended questionnaire instrument means that information regarding the dynamics of social services and the experiences of beneficiaries is not explored in depth. This study also focused more on evaluating compliance with accreditation standards and did not directly measure the impact of services on changes in the social welfare of beneficiaries. Therefore, further research is recommended to use a mixed methods or longitudinal approach to produce a more comprehensive analysis of the relationship between service quality, institutional capacity, and beneficiary welfare. Furthermore, local governments and the Social Service are advised to strengthen coaching programs, accreditation assistance, human resource training, and support facilities and funding so that the quality of LKS social services can develop in a more professional, adaptive, and sustainable manner.

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