CONTRADICTIONS IN SERVICE CHARTERS IN INDONESIA: A BIBLIOMETRIC ANALYSIS AND SYSTEMATIC LITERATURE REVIEW

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Abstract

This research applies a mixed-method design through Bibliometric Analysis and Systematic Literature Review (SLR). The bibliometric analysis was conducted using VOSViewer, and data were collected from 836 articles published between 2000 and 2024 through the Google Scholar database. The systematic review was managed using Covidence to filter, extract, and synthesize relevant literature. The collected articles were classified into three groups: international journals, indexed international journals, and national journals, with the majority (62%) originating from indexed international publications. The findings show that research on service charters in Indonesia is still fragmented and rarely integrates the three analytical dimensions: service charters, organizational effectiveness, and service evaluation. The bibliometric mapping reveals that recent studies increasingly emphasize "service standards," "performance measurement," and "organizational improvement," yet lack comprehensive evaluation frameworks. This study concludes that the implementation of service charters in Indonesia requires more vigorous policy enforcement, continuous evaluation, and institutional commitment to ensure tangible improvement in public service performance. The research contributes a novel analytical framework combining bibliometric mapping and systematic synthesis to enrich theoretical and empirical understanding of service charters in the context of public administration.

Keywords: Service charter, effectiveness, evaluation, SLR, bibliometric.

1. Introduction

Public service remains a central issue in Indonesia's public administration discourse due to persistent challenges in service quality, accountability, and responsiveness (Lestari & Santoso, 2022). Despite various reforms, bureaucratic procedures are still perceived as convoluted, slow, and lacking transparency, which undermines public trust in government institutions (Lionardo et al., 2021; Muliawaty et al., 2019; Suandi, 2019). These conditions indicate that bureaucratic reforms have not yet produced optimal results in terms of service performance.

From a normative perspective, public administration is ideally governed by principles of efficiency, effectiveness, and citizen orientation (das Sollen). However, in practice (das Sein), public service delivery in Indonesia continues to face structural and cultural barriers that impede transformation. The persistence of hierarchical bureaucracy, overlapping regulations, and weak evaluative culture has created a gap between policy intentions and implementation outcomes.

Addressing this gap requires an effective governance instrument capable of reinforcing transparency and accountability, such as the service charter.

To address these challenges, the government introduced the service charter, a written declaration outlining the standards, rights, and obligations of both service providers and citizens, as mandated by Law No. 25 of 2009 and Government Regulation No. 96 of 2012. The service charter is designed to strengthen transparency, accountability, and performance discipline within public organizations. However, in practice, it often becomes a mere administrative formality without consistent evaluation mechanisms or enforceable consequences (Bazarah et al., 2021). This discrepancy between normative expectations and empirical implementation reflects the ongoing challenges in realizing effective bureaucratic reform.

Previous studies have explored various aspects of the service charter. (Trisakti et al. (2023) found that it positively influences employee discipline, while Izudin (2019) highlighted its contribution to community satisfaction through the Service Satisfaction Index (IKM). Hapzah et al. (2020) emphasized institutional and cultural dimensions affecting its effectiveness. Although these studies provide valuable insights, they remain fragmented and descriptive, lacking an integrated theoretical framework that connects the service charter with organizational effectiveness and evaluation mechanisms.

The existing literature, therefore, reveals a research gap: limited efforts to systematically integrate service charter implementation, organizational effectiveness, and public service evaluation within a single analytical model. Prior research tends to isolate variables or focus on specific cases without explaining how the service charter operates as a governance instrument capable of improving measurable performance outcomes. This fragmentation weakens the theoretical linkage between administrative commitments and tangible service improvements.

Organizational effectiveness refers to the extent to which an organization achieves its strategic goals through effective management of human resources, culture, and systems (Darmawan, 2024; Nata & Machpudin, 2022; Widarni & Irawan, 2021). In the public sector, organizational effectiveness must align with continuous evaluation and public feedback mechanisms to ensure transparency and accountability (Bourgeois, 2016; Desmal et al., 2023; Kruhlov et al., 2023). Without these mechanisms, service charters risk functioning as symbolic documents rather than operational tools for improving service quality. Evaluation, therefore, serves as a vital feedback process for assessing performance and identifying areas for improvement (Suryani et al., 2023).

Despite increasing scholarly interest in service quality, few studies have attempted to integrate the dimensions of service charter, organizational effectiveness, and evaluation into a unified analytical framework. Moreover, limited research has applied Bibliometric Analysis and Systematic Literature Review (SLR) methods to trace the evolution and contradictions of service charter research, especially in the Indonesian context. This study aims to fill that gap by combining Bibliometric and SLR approaches to map the development of service charter research in Indonesia between 2000 and 2024. The objectives are to:

1) Analyze the integration between service charters, organizational effectiveness, and public service evaluation;
2) Identify the empirical impact of service charters on public service performance; and
3) Reveal research trends, thematic linkages, and contradictions to strengthen theoretical

understanding.

This study advances the field of public administration by proposing a comprehensive analytical framework that integrates commitment, effectiveness, and evaluation as the fundamental pillars of service governance. It also introduces a novel bibliometric perspective to visualize the evolution of service charter discourse and its implications for evidence-based policy and practice in Indonesia. Conceptually, this research reinforces the theoretical linkage between service charter implementation and organizational effectiveness through evaluative governance. Methodologically, it contributes by applying an integrated Bibliometric–SLR design that enables the systematic mapping of research evolution and conceptual contradictions.

In this regard, the novelty of this study lies in its integrative approach that synthesizes fragmented findings while offering empirical insights for policy learning and continuous improvement in Indonesia's public service governance. By bridging normative ideals and empirical realities, this research contributes to a deeper understanding of how service charters can function not merely as compliance tools but as dynamic instruments to achieve accountable and citizen-oriented public administration.

2. Methods

Table 1. Research Framework

Service Charter

Problem

Bibliometric	Systematic Literature Review
1. Determination of research criteria 2. Database determination 3. Crawling research data 4. Data screening 5. Data extract 6. Data visualization	1. Determination of research topics 2. Creation of string research 3. Database determination 4. Data screening 5. Data analysis 6. Data synthesis

In-Depth Scientific Understanding

Evidence-Based Policy Recommendations

Source: (Word, Researcher, 2025)

This study applies a mixed-method design combining Bibliometric Analysis and Systematic Literature Review (SLR) to obtain a comprehensive understanding of service charter research in Indonesia. The bibliometric analysis was used to identify publication trends, keyword relationships, and thematic clusters, while the SLR was employed to synthesize empirical findings based on predetermined inclusion and exclusion criteria.

2.1 Research Variables and Operational Definitions

The main variables in this study include:

1) Service Charter is an organizational commitment instrument that defines service standards, obligations, and rights in public service delivery.
2) Organizational Effectiveness refers to the level of goal achievement and performance optimization within public institutions.
3) Public Service Evaluation is the process of measuring and assessing performance based on transparency, accountability, and responsiveness indicators.
4) Operationally, these variables were explored through bibliometric indicators (publication frequency, keyword co-occurrence, citation density) and thematic synthesis in the SLR (definitions, methods, and outcomes of each study).

2.2 Research Design and Data Sources

The study was conducted through five procedural stages:
1) Formulation of research strings based on the keywords "service charter," "organizational effectiveness," and "public service evaluation."
2) Database selection: Google Scholar was chosen due to its broad indexing coverage of both national and international journals.
3) Data retrieval: Performed using Publish or Perish to collect metadata of articles published between 2000 and 2024.
4) Data screening: Duplicate entries, incomplete metadata, and unrelated studies were removed.
5) Data analysis: Conducted using VOSViewer for bibliometric mapping and Covidence for SLR management.

A total of 836 articles were initially identified. The bibliometric data were analyzed using VOSViewer to visualize co-authorship, keyword networks, and temporal publication patterns.

2.3 Inclusion and Exclusion Criteria

To ensure data validity, articles were selected based on the following criteria:
a) Inclusion criteria: (1) articles written in English or Indonesian; (2) focus on service charter, public service, or organizational performance; (3) published in peer-reviewed journals; (4) published between 2000–2024; and (5) accessible in full text.
b) Exclusion criteria: (1) non-research documents such as theses, policy briefs, or reports; (2) duplicate records; (3) articles lacking methodological clarity; and (4) publications without empirical or theoretical relevance to public service administration.

After applying the inclusion–exclusion criteria, 13 eligible articles were retained for systematic synthesis.

2.4 Reliability and Validity Procedures

To strengthen methodological validity, two independent reviewers conducted article selection in the SLR stage. The consistency between reviewers was assessed through Cohen's Kappa coefficient, yielding a score of 0.84, which signifies a strong level of inter-rater agreement. Any discrepancies were discussed until consensus was achieved. This process ensures that the final article pool accurately represents the relevant and high-quality literature in the field.

2.5 Data Collection and Analysis Techniques

Bibliometric data (titles, keywords, abstracts, citations) were analyzed quantitatively to map research trends and thematic linkages. The SLR data were analyzed qualitatively using thematic coding and synthesis. Each of the 13 final articles was reviewed to identify conceptual integration between the three main variables.

The combined approach enables the identification of both structural patterns (through bibliometrics) and substantive insights (through literature synthesis). This methodological triangulation strengthens the validity of findings and provides a replicable framework for future studies on service charter implementation.

3.   Results and Discussion

3.1 Result

This section outlines the findings obtained from both the bibliometric and systematic literature review analyses. The bibliometric analysis identifies publication trends, keyword networks, and thematic clusters, while the systematic review synthesizes 13 selected studies to explore the implementation of service charters in Indonesia and globally. The findings are structured into four parts: Network Visualization, Overlay Visualization, Density Visualization, and Systematic Literature Review Data Selection.

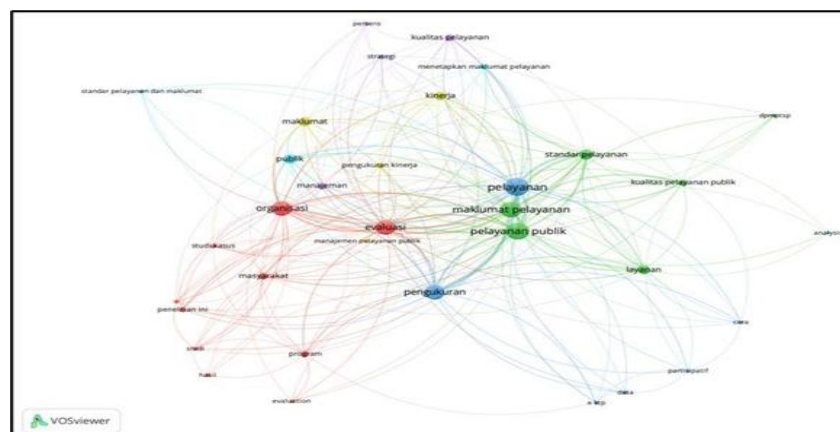**3.1.1 Network Visualization Analysis Results Map**

Figure 1. Network Visualization Analysis Results Map
Source: (VOSViewer, Researcher, 2025)

Based on Network Visualization analysis, few studies examine the relationship between service charters and public service theory, organizational effectiveness, and evaluation measurement in an integrated manner. However, research that focuses on the relationship between Service Charters and each of these theories separately has been conducted quite a lot.

This network visualization map illustrates the relationships between research topics related to service charters in Indonesia. The map not only shows topics that frequently appear together but also highlights research gaps that remain unaddressed. For instance, keyword clusters such as service standards, programs, and strategies are conceptually quite close, yet few studies have integrated all three into a single comprehensive analysis. In fact, combining these three topics

could lead to a more comprehensive strategic approach to improving public services (Trisakti et al., 2023).

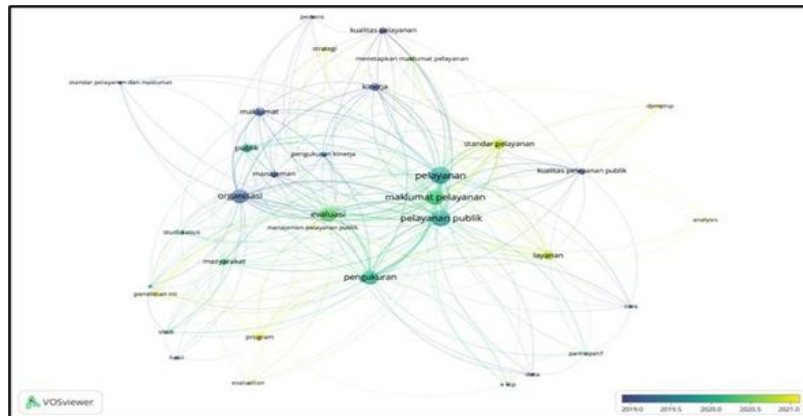### 3.1.2 Overlay Visualization Analysis Results Map

Figure 2. Overlay Visualization Analysis Results Map
Source: (VOSViewer, Researcher, 2025)

Furthermore, the analysis employed VOSviewer using data extracted from 836 articles indexed in Google Scholar from 2000 to 2024. It can be seen that the distribution of research updates is based on the year of publication. The color scale used with the darker indicates older research, and the lighter indicates research from a more recent period of time. Previous research on the topic of "Service Charters" had the keywords "Organization", "Performance", and "Management". While the latest research has the keywords "Service Standards", "Programs", and "Strategies". This shows that there is no recent research that links service charter with public service theory, organizational effectiveness, and evaluation measurement in an integrated manner. Therefore, this is also one of the novelties of this research, and it aims to fill the existing research gap.

3.1.3 Density Visualization Analysis Results Map
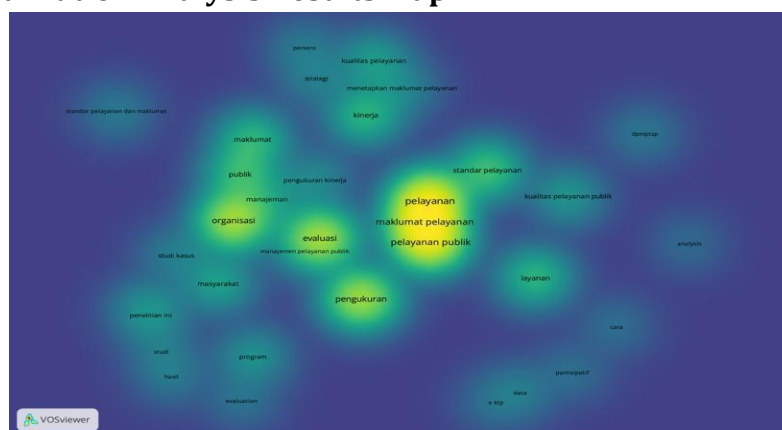

Figure 3. Density Visualization Analysis Results Map
Source: (VOSViewer, Researcher, 2025)

The density visualization map displays the concentration or intensity of research on specific

topics. Lighter colors indicate topics that are more frequently discussed in the literature. The results show that the keywords "service," "public services," and "measurement" dominate. This indicates that most studies focus more on the technical aspects of service delivery and performance measurement, but have not gone deeply into linking these measurement results with policy changes or tangible improvements in service quality. In fact, measurement without follow-up improvements will cause research findings to remain only at the academic level. Therefore, the service charter can function not only as a formal document but also as an evaluation tool that drives change (Suryani et al., 2023).

3.1.4 Results of Systematic Literature Review Data Selection Analysis
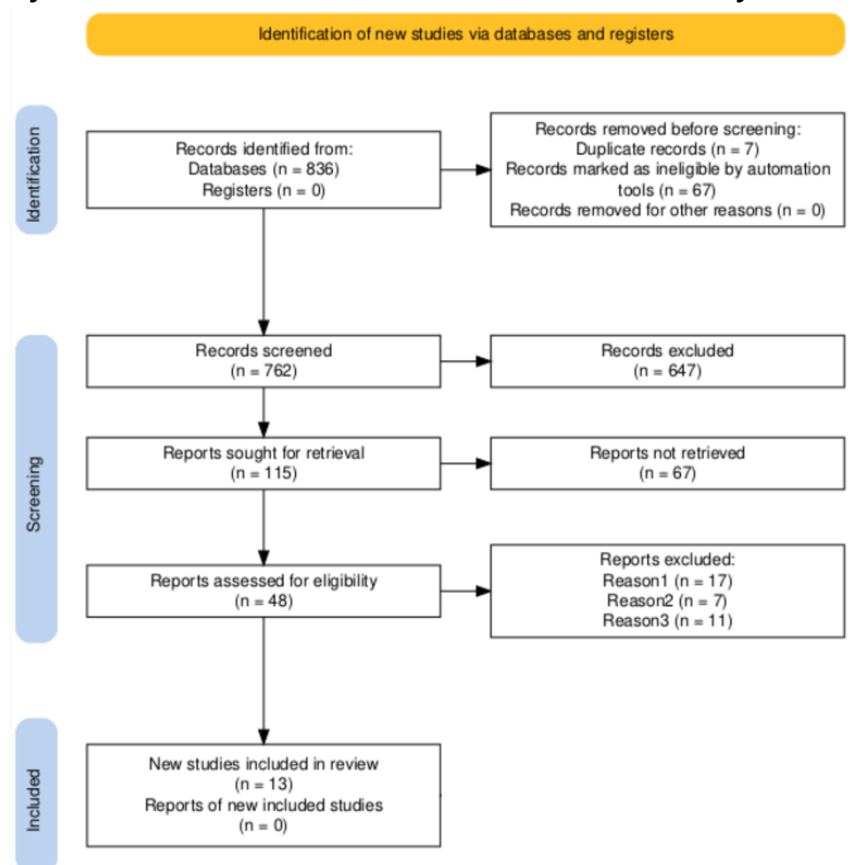

Figure 4. PRISMA (Preferred Reporting Items Systematic Reviews and Meta-Analyses)
Source: (PRISMA, Researcher, 2025)

Based on the illustration above, there are 836 data points related to the Service Notice. The data then underwent an exclusion and inclusion process for the selection process, and 19 duplicate data points and 67 incomplete data points were found. In the next stage, the selection through abstracts, the entire document, and the relevance were carried out, and 13 data points were left. This relatively small number shows that research on service charters using a combined linking of public service, organizational effectiveness, and evaluation is still rarely conducted. This means that this field still has plenty of opportunities for further research. Thus, the integration of these concepts is essential, especially for policymakers (the government), so that it is easier to formulate public service policies that are on target and measurable (Munir et al., 2019). Through these results, the data will then be analyzed based on research questions.

Table 2. Systematic Literature Review (SLR) Data Extract

No	Author & Year	Heading	Correlation		
			PP	EO	PEPP
1	(Aminudin, 2019)	Democratize Health Policy Through Citizen's Charter in North Bengkulu District	✔		
2	(Suryani et al., 2023)	Evaluating Service Quality and Motivation in Affecting Employee Performance in Public Sector	✔	✔	✔
3	(Trisakti et al., 2023)	The Importance of the Public Service Charter in Enhancing Work Discipline at the Bandung City Health Office	✔	✔	
4	(Sujarwoto, 2012)	Political decentralization and local public services performance in Indonesia	✔	✔	
5	(Saputra, 2016)	Citizen Satisfaction with Public Service Delivery: A Case Study of the Tambang Subdistrict Office, Kampar Regency	✔		
6	(Murdayanti et al., 2020)	Implementation of Inpatient Services at RAA Soewondo Pati Regional Hospital Based on the Public Service Charter in Accordance with Ministerial Regulation No. 138 of 2017	✔	✔	✔
7	(Rahmasari et al., 2022)	Strengthening Service Performance in Indonesian Public Sector	✔	✔	
8	(Pratama & Nurhidayah, 2019)	Does Public Service Motivation Matter to Employees' Performance and Organizational Commitment in Sub-district Offices?	✔	✔	✔
9	(Guritno, 2009)	Service Charters as an Instrument for Improving the Quality of Public Services	✔		✔
10	(Surjana, 2016)	Bureaucracy Reformation of Regional Autonomy Era in Perspective Human Resource Management in Public Sector in Indonesia		✔	✔
11	(Mardiyah & Abror, 2017)	The Influence of Adopting the Citizen's Charter Model on Officials' Work Professionalism and the Quality of Public Services	✔	✔	
12	(Syamsir, 2016)	The Influence of Public Service Motivation on Service Quality of Civil Servants in West Sumatra Indonesia	✔	✔	
13	(Rajiani, 2023)	Greening public organisations: is there room for pro-environmental public servants to participate?	✔		

Source: (Covidence, Researcher, 2025)

This table contains 13 studies that passed the SLR selection process, along with their relevance to the three main theories, namely public service, organizational effectiveness, and public service evaluation. The table aims to provide a structured overview for identifying the strengths and weaknesses within the existing body of literature. Most studies do discuss public service, but not all of them link it simultaneously with evaluation or organizational effectiveness. In fact, to produce tangible improvements in service delivery, these three aspects must support one another. For example, studies on public service motivation do provide insights into the factors that drive employee performance, but without measurable evaluation, it is difficult to determine whether such motivation truly has an impact on service quality (Nata & Machpudin, 2022; Qureshi & Tasneem, 2025).

3.2 Discussion

This part presents a comprehensive synthesis of key insights obtained from the bibliometric and systematic literature review on Service Charters in both Indonesian and global contexts. The results indicate that scholarly attention to service charter implementation has increased significantly in the past two decades, reflecting growing concern for transparency, accountability, and performance measurement in public administration.

Despite the increasing number of publications, Indonesian studies remain primarily descriptive, focusing on procedural compliance rather than on evaluating outcomes or institutional effectiveness. This trend highlights a conceptual and practical gap between the formal adoption of service charters and their substantive implementation.

The subsequent discussion synthesizes thematic patterns identified through the bibliometric analysis, including service quality, governance and accountability, and citizen participation. It compares Indonesia's experience with that of countries such as the United Kingdom and India, where similar citizens' charter models have evolved into more performance-based and participatory frameworks. The discussion also explores how Indonesia's bureaucratic culture and political context continue to shape the limited impact of its service charter policy.

3.2.1 Bibliometric Findings

The bibliometric analysis revealed that research on service charters has increased significantly over the past two decades. Of the 836 articles identified between 2000 and 2024, only 13 studies met the inclusion criteria and were systematically reviewed. Publication trends show a sharp rise between 2018 and 2023, reflecting growing scholarly attention to issues of accountability, transparency, and performance measurement in public services. Through VOSViewer analysis, three dominant thematic clusters were identified:

a) Service quality and performance measurement;
b) Governance, transparency, and accountability; and
c) Citizen satisfaction and participation mechanisms.

These clusters illustrate the evolution of research from compliance-based approaches toward participatory and performance-oriented perspectives. However, studies conducted in Indonesia remain primarily descriptive. They tend to emphasize compliance with administrative requirements rather than continuous evaluation or outcome-based management. The density visualization further indicates that "service quality," "public management," and "citizen charter"

dominate globally, while "evaluation" and "organizational effectiveness" are still underexplored within Indonesian literature.

Of the reviewed studies, 62% were published in indexed international journals, 23% in international journals, and 15% in national journals. This reflects the global reach of the topic, though the conceptual contribution from developing countries like Indonesia remains limited.

3.2.2 Thematic Synthesis of Service Charter Studies

Findings from the 13 systematically reviewed articles highlight that service charters function as formal instruments of transparency and accountability. Their effectiveness depends heavily on internal evaluation mechanisms and institutional capacity. Studies such as Kanellopoulou & Giovanis (2025) and Moullin (2017) demonstrate that integrating service charters with organizational performance systems enhances efficiency and citizen satisfaction.

In Indonesia, however, service charters are often perceived merely as administrative documents. Implementation frequently stops at posting the service charter without follow-up evaluation. Similar patterns have been observed in local governance studies in Indonesia. For example, Pradnyawati & Antari (2024) ound that administrative service reforms at the regional level often prioritize procedural compliance over measurable outcomes. Putri et al. (2024) similarly observed that interagency collaboration in tourism governance still lacks structured evaluation mechanisms.

This finding indicates that service charter implementation in Indonesia still lacks a performance-based orientation, and evaluation mechanisms are not systematically institutionalized.

3.2.3 Comparative Analysis: Indonesia, India, and the United Kingdom

To broaden analytical depth, Indonesia's service charter experience was compared with citizens' charter models in the United Kingdom and India, where similar initiatives have been implemented more effectively.

In the United Kingdom, recent evaluations indicate that the HMRC Charter has evolved into a framework emphasizing user experience and administrative fairness. However, gaps remain in addressing the needs of vulnerable citizens and maintaining consistent accountability mechanisms (Close-Davies et al. (2024). The success of the UK model lies in its strong audit culture and periodic performance reporting, ensuring measurable and enforceable standards.

In India, Citizens' Charter initiatives have undergone reform waves aimed at integrating citizen feedback, transparency, and performance metrics. Yet, recent empirical studies note that despite the growing use of digital service platforms, responsiveness and evaluation mechanisms remain inconsistent across administrative levels (Jhawar & Kushwaha, 2021).

In contrast, Indonesia's service charter remains normative, often disconnected from evaluation and sanction mechanisms. The absence of consistent monitoring and citizen engagement explains why implementation remains symbolic rather than transformational. Supporting this, Widiatedja et al. (2023) emphasize that stakeholder participation in local policy planning in Indonesia often faces structural barriers, where citizens are informed but rarely involved in decision-making.

This comparison underscores that Indonesia's service charter policy must evolve beyond

administrative compliance toward institutionalized, participatory governance frameworks similar to those more effectively operationalized in the UK and India.

3.2.4 Cultural and Political Context in Indonesia

The limitations of service charter implementation in Indonesia are deeply rooted in bureaucratic culture and political structure (Gorda & Anggreswari, 2020). The public administration system remains hierarchical, emphasizing procedural obedience rather than results-oriented management (Moon et al., 2020). Such patterns reflect broader cultural tendencies toward authority dependence and limited citizen empowerment.

Local studies reinforce this argument. Pangestu (2024) notes that although civil servants increasingly adopt the BerAKHLAK core values, ethical commitments have not yet translated into measurable accountability. Similarly, Sukoco et al. (2024) show that even in local governance, accountability mechanisms often remain procedural and disconnected from performance evaluation.

Political factors also play a crucial role. Local leaders' commitment to transparency often aligns with short-term political incentives rather than long-term governance reform. As a result, many service charters in Indonesia are issued as formal requirements without substantive impact.

These contextual realities suggest that Western models of citizens' charters cannot be applied directly in Indonesia without adaptation to local political culture, administrative traditions, and societal norms.

3.2.5 Theoretical and Practical Implications

This study highlights that service charter implementation in Indonesia must be viewed within the broader framework of governance reform. Drawing on contemporary national research (Hidayahtullah & Mursyidah, 2024; Pangestu, 2024; Pradnyawati & Antari, 2024; Putri et al., 2024; Sukoco et al., 2024) it is evident that bureaucratic innovations in Indonesia remain largely procedural, without achieving substantial performance transformation.

Therefore, integrating service charter principles with digital accountability systems, citizen participation, and results-based evaluation mechanisms is essential. Practically, this shift could transform administrative compliance into a performance-oriented public service culture. Theoretically, these findings contribute to global public administration scholarship by positioning Indonesia's experience within a comparative framework that emphasizes contextual adaptation of universal governance principles.

4. Conclusion

The service charters in Indonesia are conceptually very precise and integrated with various supporting theories, such as public services, organizational effectiveness, and measurement and evaluation of public services. This commitment is the initial gateway in carrying out services based on these theories. But in practice, there are still many obstacles.

Implementing a service charter in general is quite difficult. This is due to various factors that are not supportive. Public services remain a concept without an umbrella or a law, so it is not urgent to implement. The effectiveness of the charter as a commitment of government employees is only a formality. Evaluation of the commitment to the service charter has never been carried

out. The government needs to make new changes, improvements, and innovations.

The government needs to create several additional programs that strengthen the implementation of services, such as the creation of legal rules and legal agreements that can be held accountable in approving the service charter to be determined. Furthermore, the government can commit to a service charter, such as the existence of a particular reward and punishment system related to performance, in accordance with standard agreements. This also serves as an evaluation of work assessments based on periodic charter. In addition, further studies need to increase empirical research that investigates the substitution of service charter as a more effective and accountable initial commitment.

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