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Implementation of Public Policy in Improving the Quality of Public Services in Indonesia: A Systematic Literature Review

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ABSTRACT

The study purpose was. This study aims to analyse the implementation of public policy in improving the quality of public services in Indonesia through a systematic literature review approach. The main focus of this study is to identify the factors that influence the effectiveness of policy implementation and its impact on the quality of public services.
Materials and methods. The research method used was *a systematic literature review* with a descriptive qualitative approach. Data sources were obtained from scientific articles indexed in Scopus, ScienceDirect, Emerald Insight, and SINTA-accredited national journals for the period 2015–2025. The analysis was conducted thematically on 30 selected articles relevant to the issues of public policy implementation and service reform.
Results. The results of the study show that the success of public policy implementation in improving the quality of public services is determined by four main factors. First, the clarity and consistency of policies are the foundation for effective implementation in the field. Second, the capacity and competence of the implementing apparatus greatly influence the bureaucracy's ability to translate policies into concrete actions. Third, inter-agency coordination and public communication play an important role in maintaining synergy and increasing public trust in the government. Fourth, digital innovation and bureaucratic reform are catalysts for improving the efficiency, transparency, and responsiveness of public services.
Conclusions. This study confirms that improving the quality of public services requires not only good policies, but also consistent, coordinated implementation that is adaptive to social change and technological developments.
Keywords: public policy implementation, quality of public services, bureaucratic reform, public communication, digital innovation.

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INTRODUCTION

Public services are the main face of the state in serving the community, so their quality is an important indicator of the success of governance. However, to date, public services in Indonesia still face significant challenges that need to be addressed immediately. Although the government has established various policies to improve service quality—such as bureaucratic reform, digital service innovation, and strengthening minimum service standards—the reality on the ground shows that their implementation has not been optimal. Research by Lanin and Hermanto (2019) found that local governments need to improve the quality of interactions, the physical environment, and service outcomes to increase public satisfaction and trust in government institutions. Similar results were also found in research by Arifin and Rahmadani (2021), which showed that complex bureaucracy, limited human resources, and weak policy synchronisation are the main causes of low quality public services at the local level. This phenomenon confirms that the effectiveness of public policy implementation has a strategic role in encouraging improvements in the quality of public services in Indonesia, making research on this topic urgent.

The object of this study is the implementation of public policy in the context of improving the quality of public services in Indonesia. This object was chosen because it reflects the complexity of governance in developing countries with layered bureaucratic characteristics and diversity in capacity between regions. Although various policies have been well designed, the gap between

policy design and implementation in the field remains a recurring classic problem (Jatmiko & Prasojo, 2022). Research by Jatmiko and Prasojo (2022), which examined the implementation of policies to improve service quality within the Indonesian National Armed Forces (TNI), found that implementation was still insignificant due to differences in paradigms between the civil and military bureaucracies. This shows that the institutional context greatly determines the effectiveness of public policy. Thus, the selection of objects in Indonesia is important because it can illustrate the dynamics of public policy within the framework of decentralisation and bureaucratic reform, which is unique compared to other countries that have more centralised or homogeneous bureaucratic systems.

This study highlights two main variables, namely public policy implementation as an independent variable and public service quality as a dependent variable. Public policy implementation includes the dimensions of planning, organisation, coordination, resources, and supervision (Edwards, 1980; Grindle, 2017). Meanwhile, the quality of public services includes aspects of timeliness, professionalism, employee attitude, fairness of access, clarity of procedures, and public satisfaction (Parasuraman, Zeithaml, & Berry, 1988). The relationship between these two variables is causal: the better the implementation of public policy, the higher the quality of public services perceived by the community (Lanin & Hermanto, 2019). Research by Putra, Nugraha, and Prabowo (2024) even shows that political factors and institutional support are the highest determinants in the successful implementation of the *Public Service Mall* programme policy in Indonesia. Thus, the relationship between these two variables is very close in creating public services that are effective, transparent, and responsive to community needs.

Previous studies have indeed discussed the topic of public policy implementation and public services, but most of them are still partial. For example, Aritonang's (2017) study found that the implementation *of e-government* in Indonesia does not automatically improve the quality of public services, because institutional factors and bureaucratic culture do not yet optimally support digitalisation. Meanwhile, systematic research by Adekamwa, Mursalim, and Indrayanti (2024) shows that the theme of public policy implementation in Indonesia is still dominated by descriptive studies, with few comprehensive theoretical models that integrate various factors determining the success of implementation. In addition, some studies tend to highlight specific sectors (e.g., administrative services for civil registration or health), without examining how the interaction between policy, bureaucracy, and technology affects the overall quality of services (Hayat, 2024). Therefore, there is still room for research to conduct a literature review that integratively analyses the relationship between public policy implementation and public service quality in the context of Indonesia's complex and adaptive bureaucracy towards digital change.

Based on the above description, it can be concluded that there is still a research gap in comprehensively understanding the relationship between public policy implementation and public service quality in Indonesia. Most previous studies have focused on a specific dimension, either on policy implementation or on measuring service quality, without integrating them in the context of Indonesia's complex and diverse bureaucracy. Therefore, this study aims to bridge this gap with a more comprehensive and contextual approach. The novelty of this study lies in its attempt to integrate three main interrelated aspects, namely the dimension of public policy implementation, which includes planning, resources, and supervision; the dimension of public service quality, which includes satisfaction, effectiveness, and public trust; and the contextual factors of the Indonesian bureaucracy, which involve work culture, the level of decentralisation, and the adoption of digital technology in governance. The integration of these three aspects provides a more complete analytical framework for understanding how public policy is translated into actual service performance in the field.

The benefits of this research are both theoretical and practical. Theoretically, this research enriches the public policy literature by adding an integrative perspective that links the policy implementation process and public service outcomes. This approach provides a new conceptual foundation for the development of policy implementation theory in developing countries with complex bureaucratic structures such as Indonesia. In practical terms, the results of this study are expected to provide valuable input for policymakers, government practitioners, and public

institutions in designing strategies to improve service quality that are more effective, targeted, and in line with institutional characteristics and community needs. The objectives of this study are to identify the factors of public policy implementation that influence the quality of public services in Indonesia, analyse the relationship between implementation factors and the dimensions of public service quality, and formulate a conceptual framework that can be used as a basis for further empirical research and the formulation of public policy recommendations in the future. Through these objectives, this research is expected to make a real contribution to strengthening bureaucratic capacity and improving the quality of public service governance in Indonesia.

METHOD

This study uses a literature review method with a descriptive qualitative approach. A literature review was chosen because it aims to analyse and synthesise the results of previous studies relevant to the topic of public policy implementation and public service quality in Indonesia. This approach focuses on a deep understanding of concepts, theories, and previous empirical findings to produce a comprehensive conceptual framework (Snyder, 2019). This literature review is systematic and narrative in nature, in which the researcher not only collects secondary data from various academic sources but also conducts critical analysis to identify patterns, trends, gaps, and directions for further research (Grant & Booth, 2009). With this method, the research results are expected to contribute theoretically and practically to the development of public policy and the improvement of public service quality in Indonesia.

Data Sources

The data used in this study is secondary data, obtained through various scientific publications and credible sources such as:

1. Scopus-indexed international journals (e.g. *Journal of Public Administration Research and Theory*, *Government Information Quarterly*, and *International Journal of Public Sector Management*).
2. SINTA 2–4 accredited national journals, such as *the Borneo Administrator Journal*, *the State Administration Journal*, and *the Public Service Management Journal*.
3. Scientific textbooks and policy reports relevant to the theory of public policy implementation and public service quality.
4. University repositories and scientific conference proceedings, as a supplement to obtain an Indonesian contextual perspective.
5. These sources were selected to ensure comprehensive literature coverage, encompassing both global perspectives and the local Indonesian context.

Literature Search Strategy

Literature searches were conducted systematically using various internationally reputable academic databases, including Scopus, ScienceDirect, Taylor & Francis, Emerald Insight, and Google Scholar. Articles were searched using a combination of keywords relevant to the research topic, namely *"public policy implementation", "public service quality", "Indonesia public administration", "policy performance and service delivery",* and *"bureaucratic culture and digital governance"*. The use of these keywords aimed to obtain diverse sources while remaining focused on the context of policy implementation and public services in Indonesia.

The search criteria were limited to scientific publications published between 2015 and 2025 to ensure that the data and findings analysed were up to date and relevant to the development of bureaucracy and digital governance in Indonesia. The article selection process for the " " followed the PRISMA (Preferred Reporting Items for Systematic Reviews and Meta-Analyses) stages as developed by Moher et al. (2009). This process comprised four main steps, namely *identification,* which involved identifying all articles that matched the search keywords; *screening,* which involved filtering out duplicate or irrelevant articles; *eligibility,* which involved assessing the suitability of the content based on predetermined inclusion and exclusion criteria; and *inclusion,* which involved determining which articles were suitable for in-depth analysis in this study. This systematic approach

ensures that the literature search and selection process is conducted in a transparent, logical, and measurable manner.

Inclusion and Exclusion Criteria

The inclusion criteria in this study were established to ensure that only articles that meet academic standards were included in the analysis process. The articles included must be scientific publications in *peer-reviewed* journals, focus on the topic of public policy implementation and/or public service quality, be available in English or Indonesian, and have a DOI or official publication identity that can be verified.

Conversely, exclusion criteria are used to eliminate articles that do not meet scientific standards. Non-academic articles such as news, opinions, or internal agency reports were excluded from the analysis. Similarly, studies that were not relevant to the context of public services, or articles that did not provide full access to the full text, were not included in the review process. Thus, only sources with high academic credibility were used as the basis for the literature synthesis.

Data Analysis Techniques

Data analysis was conducted using thematic analysis methods as described by Braun and Clarke (2019). This method was chosen because it is capable of systematically identifying, organising, and interpreting patterns of meaning that emerge from a collection of articles. The analysis process began with an *initial coding* stage to identify the main themes in each article, such as factors contributing to the successful implementation of policies, obstacles to implementation, determinants of public service quality, bureaucratic culture, and digital innovation. Subsequently, similar themes were grouped into broader conceptual categories, such as the relationship between policy implementation and public service outcomes.

The next step is to conduct a thematic synthesis, which is the process of combining the results of cross-study analyses into a more comprehensive conceptual pattern. This approach allows researchers to find deeper connections between various concepts that emerge from the literature. Through thematic synthesis, a conceptual mapping is obtained that describes the dynamics of the relationship between the public policy implementation process, contextual factors of bureaucracy, and public service performance. The results of this analysis are then used as a basis for drawing conceptual conclusions and formulating research recommendations and *evidence-based* policies.

Validity and Reliability

To maintain the validity of the study results, the literature search and selection process was conducted transparently with reference to clear and measurable academic criteria. Content validation was carried out through a *cross-check* process between articles and source triangulation, namely comparing similar findings from various databases to ensure consistency of interpretation. This approach ensures that the study results truly represent the empirical and conceptual conditions that have developed in scientific literature.

Meanwhile, the reliability of the research is maintained by systematically recording all stages of literature search, selection, and analysis. Documenting each step allows this research to be replicated by other researchers with consistent results, in accordance with the systematic research transparency guidelines proposed by Tranfield, Denyer, and Smart (2003). Thus, the literature analysis process in this study is not only credible but also methodologically accountable.

Study Output

The final result of this systematic literature review method is in the form of three main outputs. First, a theoretical mapping that describes the relationship between public policy implementation and public service quality, including factors that influence its effectiveness. Second, the development of a conceptual research framework that can be used to guide further empirical studies in the field of public administration. Third, the formulation of practical and evidence-based policy recommendations to improve the effectiveness of public policy implementation in Indonesia. Through these methodological stages, the study is expected to make a real contribution to the

development of theory and practice for more effective, accountable, and community-oriented public service delivery.

FINDINGS AND DISCUSSION

Literature Review

Based on a systematic review of 30 national and international scientific articles published between 2015 and 2025, it was found that the success of public policy implementation in improving the quality of public services in Indonesia is influenced by four main factors. These four factors include: (1) policy clarity and regulatory consistency, (2) apparatus capacity and resource support, (3) inter-agency coordination and public communication, and (4) digital innovation and bureaucratic reform. First, policy clarity and consistency are the basic foundations for successful implementation. O'Toole (2000) states that policies designed with clear objectives, measurable indicators, and stable institutional support will be easier to implement effectively. Conversely, ambiguity in policies often leads to different interpretations at the implementation level, which then hinders the achievement of public service objectives (Matland, 1995). Second, the capacity and competence of implementing officials are key elements in bridging policies and actual results in the field. Hadna, Listyaningsih, and Ihwanudin (2022) found that the success of public services during the COVID-19 pandemic was greatly influenced by the ability of frontline bureaucrats to adapt and use their discretion appropriately. This highlights the importance of improving human resource capacity so that public policies are not only implemented administratively but also respond to the needs of the community. Third, inter-agency coordination and public communication have proven to play a significant role in maintaining the effectiveness of policy implementation. According to Kondolele et al. (2025), open and transparent public communication increases public trust in policies and encourages participation in the service process. Strong coordination also ensures that policies implemented by various agencies do not overlap and run in the same direction. Fourth, digital innovation and bureaucratic reform are determining factors in the modernisation of public services. Teo, Nesbit, and Kirk (2023) explain that government digitalisation can accelerate service processes and increase transparency. However, Aritonang (2017) warns that the application of information technology will not result in significant improvements without simplifying work processes, changing organisational culture, and establishing clear public service standards.

To clarify the synthesis results, Table 1 below presents a summary of the findings on the main factors that influence the implementation of public policy on the quality of public services in Indonesia.

Table 1. Synthesis of Key Factors in Public Policy Implementation on Public Service Quality in Indonesia

No.	Key Factors	Description of Findings	Supporting Sources	Implications for Public Services
1	Clarity and Consistency of Policy	The success of implementation is determined by the clarity of objectives, performance indicators, and consistency of regulations across levels of government ( ). Inconsistent regulations often lead to	O'Toole (2000); Matland (1995); McConnell (2019); Putra et al. (2024)	Clear and consistent policies promote uniformity in implementation and result in objectively measurable service quality.

		ambiguity in implementation in the field.		
2	Capacity and Competence of Civil Servants	The quality of implementation is greatly influenced by the technical, managerial, and ethical capabilities of the apparatus. Adaptive human resources are able to adjust policies to the needs and context of the local community.	Hadna et al. (2022); Dwiyanto (2021); Osborne (2020); Denhardt & Denhardt (2015)	Professional civil servants play a role in translating policies contextually, improving service effectiveness, and strengthening public trust.
3	Inter-institutional Coordination and Public Communication	Implementation effectiveness increases with strong cross-sector coordination and participatory public communication. Lack of coordination often leads to policy overlap and low public legitimacy.	Kondolele et al. (2025); Hill & Hupe (2014); Lanin & Hermanto (2018); O'Toole (2000)	Two-way communication and solid coordination strengthen policy legitimacy, increase transparency, and foster public satisfaction with public services.
4	Digital Innovation and Bureaucratic Reform	The use of information technology accelerates service processes and improves bureaucratic efficiency. However, its success depends on changes in work culture, simplification of procedures,	Teo et al. (2023); Wirawan & Prakoso (2024); Aritonang (2017); Dwiyanto (2021)	Digitalisation strengthens the efficiency, transparency, and accountability of public services, but requires structural reforms to ensure its benefits are sustainable.

		and digital infrastructure support.		
5	Accountability and Policy Evaluation	The implementation of public policy requires a continuous evaluation system and public accountability mechanisms to assess policy effectiveness. Weak evaluation often leads to inefficiency and implementation irregularities.	Hill & Hupe (2014); Osborne (2020); McConnell (2019)	Regular evaluation and clear accountability strengthen bureaucratic integrity, maintain public trust, and ensure continuous improvement in service quality.

Discussion

The findings from the literature synthesis above show that improving the quality of public services in Indonesia is highly dependent on the extent to which policies can be implemented effectively and adaptively. A good implementation process requires clear policies, competent human resources, a strong coordination system, and adequate technological support. In this context, implementation is not merely an administrative stage but an interactive process that connects policy objectives with the experiences of the community as service recipients. First, in terms of policy clarity, research shows that policies formulated with explicit visions, missions, and success indicators facilitate the evaluation process. Ambiguous policies give rise to differences in interpretation among implementers, as described by Matland (1995) through the *ambiguity–conflict* model. Therefore, the formulation of public policy in Indonesia needs to emphasise measurable results and consistency between central and regional policies. Second, in terms of bureaucratic capacity, the Indonesian bureaucracy still faces challenges in the form of competency gaps, resistance to change, and limited resources. Hadna et al. (2022) highlight that frontline bureaucrats have a crucial role in maintaining the continuity of public services. Officials who have a good understanding of policy, supported by technical training and service ethics, will be better able to deliver responsive, efficient, and equitable public services. Third, inter-agency coordination and public communication are crucial aspects of policy implementation. Many public service failures are caused by weak coordination between bureaucratic units and a lack of open communication with the public. Kondolele et al. (2025) emphasise that public communication is not only a one-way delivery of information, but also a participatory mechanism that involves citizens in policy formulation and evaluation. Cross-institutional coordination and effective communication create synergy, reduce duplication of work, and increase policy transparency and legitimacy. Fourth, digital innovation and bureaucratic reform are now important determinants in the delivery of modern public services. Digital transformation enables faster, more efficient, and more transparent service processes (Teo et al., 2023). However, technology cannot stand alone without changes in business processes and work culture. Aritonang (2017) warns that e-government will not be effective if the bureaucracy continues to maintain conventional work patterns that are slow and hierarchical. Bureaucratic reform must be directed towards the formation of a more adaptive, collaborative, and performance-based structure. Overall, the results of the discussion show that effective public policy implementation will result in higher quality public services, while weak implementation has the potential to create services that are

inconsistent, convoluted, and unresponsive to community needs. Thus, the main focus of public service reform in Indonesia is not only on creating new policies, but also on *governance of implementation*, namely how to ensure that formulated policies are actually implemented with the principles of efficiency, accountability, and public orientation.

Theoretically, this study broadens the understanding of public policy implementation by demonstrating the importance of coordination, communication, and digital innovation as links between policy formulation and service outcomes. Practically, the results of the study provide a basis for the government to strengthen inter-agency coordination systems, build the capacity of implementing agencies, and integrate digital transformation into public service mechanisms.

As a literature review, this study is limited to secondary sources and has not empirically tested the relationships between the identified variables. Variations in regional and institutional contexts in Indonesia also limit the generalisability of the results. Further research is recommended using a quantitative approach with survey methods or *Structural Equation Modelling (SEM)* to measure the magnitude of each factor's influence on the quality of public services in various government sectors.

CONCLUSIONS

This literature review concludes that the effectiveness of public policy implementation is the key to improving the quality of public services in Indonesia. The success of a policy is not only determined by the substance of its regulations, but also by the extent to which it can be implemented consistently, in a coordinated manner, and in a way that is oriented towards the needs of the community. The literature shows that effective public policy implementation will result in fast, accurate, and transparent services, while weak implementation often leads to slow, inefficient bureaucracy that is distant from citizens. In general, the results of the study identify four main factors that influence the success of public policy implementation on the quality of public services. First, policy clarity and regulatory consistency determine the direction of implementation. Clear and stable policies create certainty for implementers in interpreting and carrying out their mandates. Second, the capacity and competence of the apparatus determine the effectiveness of policy implementation; a professional, integrity-driven apparatus with adaptive capabilities is able to translate policies into concrete actions that have a direct impact on the community. Third, inter-agency coordination and public communication play an important role in ensuring that policies are implemented synergistically, avoiding overlapping authorities, and building public trust in the government. Fourth, digital innovation and bureaucratic reform accelerate service processes and strengthen transparency, but their success still depends on organisational culture change and simplification of work procedures.

From this synthesis, it can be concluded that improving the quality of public services can only be achieved if public policies are implemented through effective governance, competent human resources, solid institutional coordination, and the use of technology oriented towards the public interest. The implementation of public policy is not merely an administrative , but a strategic process that determines the extent to which the government is able to create fair, inclusive, and sustainable services.

Based on the results of the study, there are several recommendations that can be used as a reference for the development of government theory and practice in Indonesia. From a theoretical perspective, this study shows the need for integration between the study of public policy implementation and the approaches of service management and digital innovation. Future researchers are advised to empirically verify the factors identified through quantitative methods, such as *Structural Equation Modelling (SEM)* or cross-sector comparative case studies, so that the relative influence of each factor on the quality of public services can be measured objectively. From a practical perspective, there are four policy recommendations that the government can implement. First, the formulation of measurable and consistent policies must be a priority. Each policy needs to be accompanied by clear performance indicators so that the implementation process can be monitored and evaluated. Second, strengthening the capacity of the apparatus must be done through competency-based training, performance-based incentive systems, and enforcement of

public service ethics. Third, improved inter-agency coordination and public communication must be facilitated through inter-agency forums and transparent two-way communication channels so that the public can participate in the policy process. Fourth, the application of digital innovation and bureaucratic reform must be accompanied by business process simplification, technological infrastructure improvements, and public data protection to maintain public trust.

Overall, the success of public service reform in Indonesia depends on the government's ability to implement policies consistently, manage resources professionally, strengthen cross-sector collaboration, and utilise digital technology to create efficient, accountable, and citizen-oriented governance. Through the synergy of these four factors, it is hoped that public services in Indonesia will not only become an administrative instrument, but also a strategic means to build *public trust* and improve the welfare of society in a sustainable manner.

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