



Developing an Adaptive Urban Village Staffing Model to Improve Public Service Performance in Indonesia

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ABSTRACT

This study aims to analyze the dynamics of apparatus placement and public service workload at the village level and develop the Adaptive Urban Village Staffing Model as a more adaptive approach to human resource management. The research uses a qualitative method with a case study design in three urban villages in Malang City, namely Pandanwangi, Gadang, and Kotalama. Data was collected through in-depth interviews, observations, and documentation, then analyzed using thematic analysis. The results of the study show that there is an imbalance between the number of apparatus and the service workload, which has an impact on the effectiveness of public service performance. In addition, the placement of apparatus still tends to be administrative and not based on the real needs of the organization. The developed model emphasizes the importance of sub-district categorization, adjustment of apparatus competencies, and differentiation of workload and performance allowances. This research contributes to the development of more responsive and needs-based management of public sector apparatus

INTRODUCTION

The bureaucracy has a strategic position as the main tool of the state in meeting the needs and interests of the public through the provision of effective, transparent, and accountable services. The existence of bureaucracy is inseparable from the demand to continue to adapt to social dynamics and increasing public expectations for the quality of public services (Lumbanraja et al., 2025). Therefore, improving the quality of public services is an important agenda in the administration of government, where its success is not only measured by the availability of services, but also by the level of community satisfaction as service users.

The quality of public services has wide implications, not only on public satisfaction but also on the level of public trust in the government. Van Ryzin's research (2011) shows that aspects such as transparency, fairness, and participation in public services have a significant effect on public trust. Thus, quality public services are an important factor in strengthening the legitimacy of the government and improving relations between the state and society.

Conceptually, public services are the fundamental function of the government in meeting the needs of the community and implementing welfare-oriented policies. However, in practice, the bureaucracy still faces various problems, such as maladministration, convoluted procedures, and discriminatory practices that strengthen the public's negative perception of the bureaucracy (Erlianti, 2019; Rohayatin et al., 2017; Lumbanraja et al., 2025). This condition shows that improving bureaucratic governance is still an urgent need.

In the context of local government, the village has a strategic role as a unit that interacts directly with the community. Based on the Regulation of the Mayor of Malang Number 81 of 2019, the village has the functions of government, public services, and community empowerment. These functions include administrative services, the implementation of social programs, and the development of community institutions, which shows the complexity of the tasks of village apparatus in practice. In addition, Malang Mayor Regulation Number 110 of 2019 expands the authority of the village through subdelegations of various government affairs, thereby further increasing the burden of tasks that must be carried out.

Although the ideal needs of village apparatus have been set as many as 14 people based on an analysis of positions and workload (Decree of the Mayor of Malang Number 188.45/387/35.73.112/2022), empirical conditions show that the number of available apparatus is still limited. These limitations have the potential to create an imbalance between workload and human resource capacity, which ultimately affects the effectiveness of public services.

This condition shows that there is a gap between high service demands and limited availability of apparatus. On the one hand, the village is required to provide fast, responsive, and quality services, but on the other hand, the limitation of human resources causes an increase in the workload of the apparatus. This emphasizes that the quality of public services is not only influenced by procedures, but also by the capacity and performance of the apparatus that runs them.

In a broader perspective, improving the quality of public services is part of the global bureaucratic reform agenda that emphasizes the importance of organizational capacity and the quality of human resources. Denhardt and Denhardt's (2015) study shows that quality public services are strongly influenced by organizational capacity, while Andrews and Boyne (2010) and Brewer and Selden (2000) affirm that the performance of public organizations depends on the ability to manage human resources and workload effectively.

Although many studies on apparatus management and public services have been conducted, research that specifically examines the dynamics of apparatus management at the village level is still relatively limited. In fact, the village is the closest government unit to the community that has a strategic role in the implementation of public services. The limitations of this study show that there is a research gap that needs to be studied further.

Based on this, this study aims to analyze the dynamics of apparatus placement and service workload at the sub-district level, as well as develop the Adaptive Urban Village Staffing Model as a more adaptive apparatus placement model in improving public service performance at the local government level.

THEORETICAL REVIEW

Public Policy and Policy Implementation

Public policy is a series of government decisions and actions aimed at responding to people's problems and achieving collective goals. Dye views public policy as what the government chooses to do or not do, while Easton emphasizes policy as the process of authoritatively allocating value to the community. Thus, public policy includes not only formal regulations, but also programs, administrative actions, and implementation mechanisms carried out by government institutions.

The policy process includes the stages of agenda setting, formulation, adoption, implementation, monitoring, and evaluation, where implementation is a crucial stage because it determines the success of the policy in practice. According to Grindle (1980), the success of policy implementation is influenced by two main factors, namely the content of policy related to the substance and objectives of the policy, and the context of implementation which includes institutional conditions, characteristics of actors, and socio-political environment.

Quality of Public Services

The quality of public services is an important indicator in assessing the performance of government apparatus, especially in the context of local government. Quality service reflects a professional, responsive, and community-oriented apparatus. One of the widely used approaches to measure service quality is the SERVQUAL model developed by Parasuraman, Zeithaml, and Berry, which includes five main dimensions, namely tangible, reliability, responsiveness, assurance, and empathy. These five dimensions show that the quality of public services is greatly influenced by the capacity of the apparatus in providing accurate, fast services, and being able to provide trust and attention to the public as service users.

Civil Servant Performance

The performance of the state civil apparatus is the main indicator in assessing the success of public sector organizations in achieving service goals to the community. Performance not only reflects the results of individual work in terms of quality and quantity, but also reflects the effectiveness of the service process provided. Brewer and Selden (2000) emphasized that government organizations that have an effective performance management system tend to be able to improve productivity and quality of public services. In line with that, Moynihan (2008) stated that the performance of the public sector is not only measured by the achievement of organizational targets, but also by the ability to provide quality services.

In the context of bureaucratic reform in Indonesia, the performance management of civil servants has undergone changes through Government Regulation Number 30 of 2019 and strengthened by PermenPANRB Number 6 of 2022 which emphasizes an adaptive, participatory, and sustainable performance management approach. This approach also emphasizes the importance of performance dialogue and adjustment of apparatus competencies to the needs of public services.

Model of Apparatus Placement in Local Government Organizations

Human resource management is an important aspect of public sector organizations, especially in the planning, placement, and development of apparatus. Dessler (2013) states that human resource management includes various activities related to employee management to improve organizational effectiveness. In the context of government, the placement of apparatus that is not in accordance with the needs of the organization can cause workload imbalances, low productivity, and decreased quality of public services.

At the village level, these problems often arise due to the mismatch between the number of apparatus and the complexity of services that must be implemented. Therefore, a more adaptive approach is needed in human resource management, namely through a model of apparatus placement that is able to adjust the distribution of employees to service needs and organizational dynamics. The development of the Adaptive Urban Village Staffing Model in this study aims to create a more proportionate and responsive apparatus placement system, so as to increase the effectiveness of public services at the local government level.

METHODOLOGY

Research Design

This research uses a qualitative approach with a case study design to understand in depth the dynamics of apparatus placement and public service workload at the village level. The qualitative approach was chosen because it is able to explore social and organizational phenomena contextually and capture complex empirical realities in the practice of public service delivery (Creswell & Poth, 2018; Yin, 2021). The case study design was used to explore the real condition of local government organizations in depth on several units of analysis that have different characteristics.

Research Site

This research was conducted in three villages in Malang City, namely Pandanwangi Village, Gadang Village, and Kotalama Village. The selection of locations is carried out purposively by taking into account variations in regional characteristics, population numbers, and complexity of public services. The three villages were chosen because they represent different conditions in terms of organizational capacity, number of apparatus, and service workload dynamics, thus allowing a more comprehensive analysis of the phenomenon being studied.

Technical Data Collection

The research data was collected through a combination of several techniques, namely in-depth interviews, field observations, and documentation studies. In-depth interviews were conducted with village officials, including village heads, village secretaries, section heads, and service staff, to explore experiences, perceptions, and practices in managing public apparatus and services. Field observation is used to directly observe the public service process, interaction between apparatus and the community, and the working conditions of the village organization. Meanwhile, the documentation study was carried out through the analysis of official documents such as regional regulations, personnel data, performance reports, as well as documents related to workload and organizational structure. The selection of informants was carried out using purposive sampling techniques by considering direct involvement in the implementation of public services and the management of apparatus (Campbell et al., 2020).

Data Analysis

Data analysis was carried out using thematic analysis techniques which include the process of data reduction, coding, categorization, and drawing conclusions (Braun & Clarke, 2021). The analysis is focused on the organizational capacity of the village, the distribution and condition of the apparatus, the dynamics of the service workload, and its implications on the performance of public services. The results of the analysis were then used to formulate a conceptual model of the Adaptive Urban Village Staffing Model as a form of research contribution in the development of public sector human resource management.

Validity and Trustworthiness

To maintain the validity of the data, this study uses source and method triangulation techniques by comparing data from interviews, observations, and documentation (Flick, 2020). In addition, member checks were carried out on informants to ensure the suitability of the interpretation results with field conditions. This research also applies the principles of credibility, dependability, confirmability, and transferability to ensure the quality and validity of qualitative research results.

Ethical Considerations

This research was carried out by paying attention to the ethical principles of research, including obtaining informed consent, maintaining the confidentiality of respondents' identities, and using data responsibly (Israel & Hay, 2021). The entire research process is carried out by ensuring that the

participation of informants is voluntary and does not have a negative impact on the parties involved.

RESEARCH RESULTS AND DISCUSSION

Organizational Capacity and Staffing Conditions in Urban Village Administration

The organizational capacity at the village level in Malang City is greatly influenced by the availability of human resources and the distribution of service workload that must be carried out by the village. The three villages that became the research locus, namely Pandanwangi Village, Gadang Village, and Kotalama Village, have relatively similar organizational characteristics in terms of organizational structure, type of public services provided to the community, and administrative responsibilities that must be carried out by village officials.

However, this study found that there was a variation in the number of available apparatus and the distribution of service tasks in each village. In some cases, the number of available apparatus is not fully proportional to the service workload that must be carried out by the village organization. The following is the condition of the number of apparatus available in the three research locations:

Table 1. Structure and Characteristics of Village Apparatus

Urban Village	Total Staff	Structural Positions	Administrative Staff	Service Officers	Main Characteristics
São Paulo, São Paulo	8	Lurah, Secretary, Section Heads	3	2	Moderate population size, administrative service demand
Stuttgart	7	Lurah, Secretary, Section Heads	3	1	Dense urban area with high service interaction
Kotalama	6	Lurah, Secretary, Section Heads	2	1	Limited staffing capacity but high community engagement

Village officials not only carry out administrative tasks related to correspondence services, but also carry out various functions of government coordination, community empowerment, and implementation of local government programs at the local level. Based on the three villages studied, there are characteristics of employees with the following conditions:

1. Employees with declining health conditions (chronic illness, newly recovered illness that requires therapy, and stroke).
2. Employees with conditions approaching retirement
3. Employees who are the result of mutations that are not wanted by the original regional agency (apparatus), can be because they are trouble makers or cannot work such as operating computers.

This condition shows that the organizational capacity of the village is greatly influenced by the availability of adequate human resources and the ability of the organization to distribute service tasks proportionately. These findings are in line with the view of Andrews and Boyne (2010) who stated that the capacity of public organizations is an important factor that affects the performance of public sector organizations. Organizations that have adequate human resource capacity tend to be able to provide more effective and responsive public services to the needs of the community.

Workload Dynamics in Urban Village Public Services

This study also shows that the dynamics of service workload at the village level are greatly influenced by the intensity of interaction between government apparatus and the community as service users. Village officials face various types of administrative services that must be completed in a relatively short time, such as certificate services, inheritance certificates, marriage certificates and various other administrative services related to community needs. In practice, village officials are often faced with conditions where the number of requests for community services is quite high while the number of available apparatus is limited. This condition causes the apparatus to carry out various service functions simultaneously, which can ultimately increase work pressure and affect the effectiveness of the services provided to the community.

These findings show that the dynamics of service workload are one of the important factors that affect the performance of village organizations. In this context, the imbalance between the number of apparatus and the workload of services can cause various problems in the implementation of public services, such as increasing waiting times for services, reduced responsiveness of apparatus, and declining quality of interaction between government apparatus and the public. This condition is in line with the view of Brewer and Selden (2000) who stated that the performance of public sector organizations is greatly influenced by the organization's ability to manage human resources effectively. Government organizations that are unable to adjust the distribution of employees to the needs of public services tend to experience a decrease in the effectiveness of the organization in carrying out its service function to the community.

Public Service Performance in Urban Village Administration

From the perspective of public service quality, this study found that the performance of services at the village level in Malang City in general has run as it should in accordance with SOPs, especially in terms of consistency of administrative services to the community. Village officials show a high level of commitment in providing services to the community, although they often face limitations in terms of the number of personnel and service support facilities. Based on the analysis using the dimensions of public service quality, the performance of village services can be analyzed through five main dimensions as stated in the SERVQUAL model, namely tangible, reliability, responsiveness, assurance, and empathy.

Tangible Dimension

The performance of the apparatus in general has been supported by the availability of service facilities and infrastructure, the cleanliness of the work environment, and the appearance of the apparatus that is relatively neat and in accordance with the provisions. The use of service technology has also begun to be implemented, although its effectiveness is still influenced by the limitations of infrastructure and the physical condition of buildings, especially in urban villages with narrow service spaces. The difference in the quality of facilities between sub-districts shows that the physical support of services is not completely evenly distributed and still needs to be strengthened in terms of planning and provision of supporting facilities.

Reliability Dimension

Public services have been carried out based on applicable procedures and regulations, especially in urban villages that already have clear Standard Operating Procedures (SOP). ASN in general is able to provide services in a timely manner if administrative requirements have been met. However, the reliability of services has not been fully consistent, especially in urban villages that do not have standard SOPs, experience limited human resources, and face a high workload due to the overflow of tasks from other agencies. These conditions have an impact on the variation in service times, information inequality, and the emergence of public perception that services are less predictable.

Responsiveness Dimension

ASN shows a willingness to help the community and respond to service needs. However, the level of responsiveness is still influenced by the individual capacity of the apparatus, the number of service officers, and communication skills. In urban villages with limited resources and high workload, service responsiveness tends to be not optimal, so people still feel delays or lack of clarity in obtaining services.

Assurance Dimensions

The performance of ASN is reflected through mastery of duties, compliance with procedures, and efforts to provide a sense of security and certainty to the community. The existence of authorized officials, especially the village head and the village secretary, plays an important role in ensuring the smooth running of administrative services. However, service assurance has not been fully felt evenly by the community, especially when there is a difference in information between apparatus or limited competence, especially in the use of service technology.

Dimension of Empathy

The interaction between ASN and the community shows diverse dynamics. In several villages, ASN has tried to show a friendly, patient, and attentive attitude to the needs of the community. However, there are still apparatus that are considered less communicative and less sensitive to community conditions, causing dissatisfaction. In addition to the apparatus factor, the characteristics of the community as service users also affect the quality of service empathy, especially when it is not balanced with effective communication.

These findings show that despite various limitations in the capacity of the village organization, government officials still strive to provide optimal public services to the community.

Policy Implementation and Organizational Dynamics, This condition can be explained through the policy implementation approach proposed by Grindle (1980) which states that the success of policy implementation is greatly influenced by the condition of the policy implementing institution. The context of implementation at the village level cannot be treated as a passive variable, but as a determining factor that must be explicitly accommodated in the design of ASN placement and performance management policies.

In terms of implementation actors as stated by Grindle, this study shows that village civil servants as policy implementers are in a strategic position but vulnerable. The mismatch between competencies, experience, and workload faced by village civil servants creates distortions in the policy implementation process. There is still a mindset from the Malang City Government that sees the village as not the front line in public services, so the research findings show that placement in the village environment has not been carried out based on organizational needs and real workload.

The findings of this study also show that the implementation of apparatus performance management policies cannot be separated from the broader organizational conditions, including the dynamics of employee distribution and the service workload faced by village organizations.

Developing an Adaptive Urban Village Staffing Model

Departing from empirical findings that the policy of placement of employees within the Malang City Government has not fully considered the complexity of the characteristics of the village area as the front line of public services. This mindset causes the placement policy in the village environment has not been implemented based on organizational needs and real workload. From this, it can be shown that the implementation of the placement policy is only administrative. In the Village, three characteristics of employees are still found, namely sick, approaching retirement, and trouble makers in the office where they previously worked. Even though the village has a large burden in the implementation of mandatory functions. So it is necessary to reorient *the placement policy* for village ASN.

Conceptually, the Developing an Adaptive Urban Village Staffing Model places village mapping and categorization as the main foundation in employee placement policies. The findings of the study revealed that so far the placement of ASN tends to be administrative and equitable, without differentiation based on regional risk, population, or complexity of social problems faced by each village. In fact, the three research loci show very diverse characteristics, namely urban villages with high population density and greater potential for social conflicts require civil servants with more mature work experience, strong public communication competencies, and adaptive managerial skills.

Based on these conditions, this model proposes the determination of village grades (Grade A, B, and C) as a policy instrument to ensure the principle of the right man in the right place. The grade of the village is determined through

objective indicators, including the area area, the number of population, the number of RW/RT, community characteristics, and the potential vulnerability of the area (disasters, social conflicts, crime, and health issues). The results of this mapping then become the basis for the formulation of ASN needs, both in terms of the number of employees, educational background, technical and social competence, and work experience.

The adjustment of ASN needs based on village grade has direct relevance to empirical findings at the research site. In Pandanwangi Village, for example, the high burden of authority is not balanced with the adequacy and quality of employees, resulting in a double workload and a decrease in the innovation power of ASN.

Meanwhile, in Gadang and Kotalama Villages, the complexity of social and service problems requires the presence of civil servants who not only understand regulations, but also have social sensitivity and problem-solving skills at the local level. This model thus reflects the real needs of the field, not just a normative approach to policy.

Furthermore, this model also emphasizes the importance of determining different performance allowances between village grades. The findings of the study show that there is a perception of injustice among village civil servants, where high workload and service risks are not followed by proportionate performance awards. Therefore, the differentiation of performance allowances based on village grades is positioned as a motivational instrument as well as an organizational justice mechanism. The higher the grade of the village, the greater the responsibility, complexity, and risk of ASN's work, so it is logical if it is followed by a higher performance allowance. The following is a picture of the placement model of ASN employees in the village based on regional categorization:

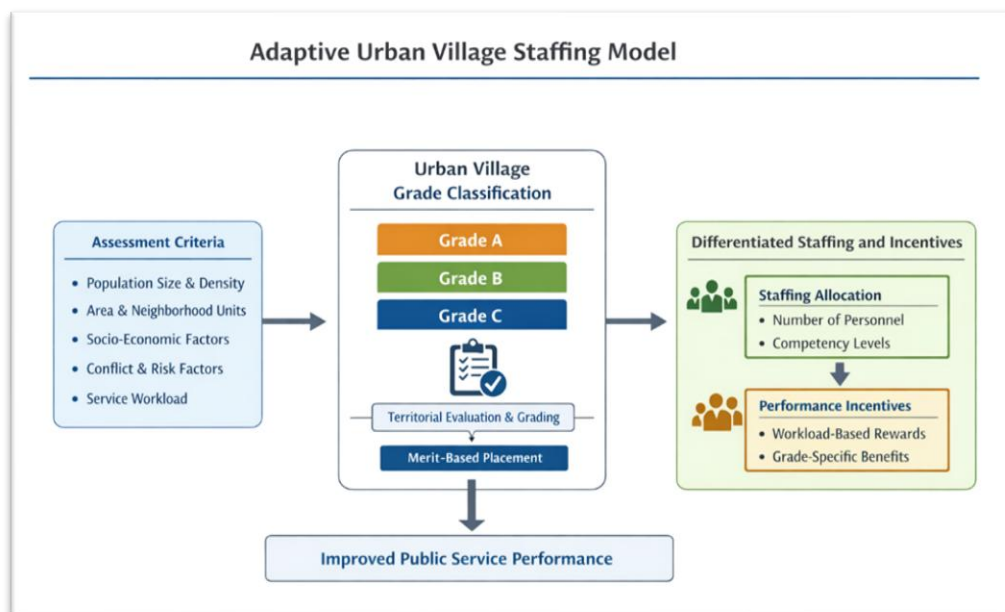


Figure 1. Conceptual Framework of the Adaptive Urban Village Staffing Model

With this approach, the placement of apparatus is not only based on a formal organizational structure, but also takes into account the needs of public services that are developing in society. This approach is expected to increase the effectiveness of public service delivery and strengthen the capacity of village organizations in carrying out government functions at the local level.

CONCLUSIONS AND RECOMMENDATIONS

This study shows that the dynamics of apparatus placement and service workload at the village level still face an imbalance between the breadth of task scope and the availability of human resources. The limited number of apparatus and the disproportionate distribution of tasks have an impact on increasing workload and have the potential to reduce the effectiveness of public services. This confirms that the quality of public services is not only determined by administrative procedures, but is greatly influenced by organizational capacity and human resource management. In this context, the Adaptive Urban Village Staffing Model developed in this study offers a more flexible and adaptive approach in the placement of apparatus according to the needs of the service.

Based on these findings, local governments need to rearrange the distribution of apparatus based on workload analysis on a regular basis, as well as strengthen employee placement policies that take into account competencies and real service needs. In addition, increasing the capacity of apparatus through training and competency development is an important step to support service performance. The government also needs to encourage the use of adaptive and data-driven performance management systems to ensure a more proportionate distribution of work. Thus, efforts to improve the quality of public services at the village level can be carried out more systematically, effectively, and sustainably.

FURTHER STUDY

Further research is recommended to develop an analysis with a quantitative approach or mixed methods to measure more empirically the relationship between apparatus placement, workload, and public service performance. In addition, it is necessary to conduct comparative studies on different regions with different characteristics in order to test the generalization of the proposed model. Research development can also be directed at the integration of digital technology in apparatus management as well as evaluation of the implementation of the Adaptive Urban Village Staffing Model in local government practices.

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