



RESEARCH ARTICLE

Management Arrangement, Human Resources, and Accountability in Improving the Quality of Services at the Community and Village Empowerment Office (DPMD) of South Halmahera Regency

Sukur Suleman¹, Sumitro Syawal², M. Sofyan Z. Selang

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Abstract

The bureaucracy within the Community and Village Empowerment Office (DPMD) of South Halmahera Regency presents significant challenges related to the complexity of administrative systems. The most urgent issues requiring restructuring involve unclear and unmeasured systems, processes, and work procedures; an underdeveloped service culture; an organizational structure that does not align with the service mission; and low professionalism and human resource quality. Furthermore, the bureaucratic structure remains oriented toward control and authority rather than service delivery. The distribution of authority tends to be partial, not comprehensive, and rationality and professionalism remain far from expectations. This study aims to analyze how management arrangements, human resource (HR) capacity, and accountability contribute to improving public service quality at DPMD South Halmahera. The research employs a qualitative descriptive method using a case study approach. Data were obtained through observation, interviews, and documentation, and analyzed using the Miles and Huberman model, which includes data collection, reduction, display, verification, and conclusion drawing. The results show that management arrangements at DPMD have not yet operated optimally, as evidenced by overlapping duties and weak inter-departmental coordination. Most HR personnel do not yet meet the required qualifications and need continuous competency development, especially in technology and digital service delivery. In terms of accountability, reporting mechanisms lack transparency, and supervision and evaluation are not conducted systematically and comprehensively. Overall, the quality of public service delivery at DPMD still requires improvement through better management systems, HR capacity development, and stronger, participatory accountability mechanisms.

Keyword: Management Arrangement; Human Resources; Accountability; Public Service; DPMD.

Introduction

Bureaucratic reform is a strategic step toward building an effective state apparatus and initiating meaningful changes within the public sector. These changes directly affect the structure and systems within the bureaucracy itself (Hayat, 2017). The dynamics of bureaucratic transformation are inevitable, especially amid the disruptive era and the Industrial Revolution 4.0. Bureaucracies are required to continuously improve their professionalism and provide public services that meet society's expectations (Suleman, 2018). This challenge demands that government institutions undergo fundamental and comprehensive reforms in the public sector (Yusfina Yusuf & Ma'mun, 2020). Ideally, the bureaucracy should be responsive and accountable in enforcing clean and dignified governance (Suleman & Wance, 2020). The expectation is that the government bureaucracy can position itself as a mediating agent—a bridge between governmental interests and public needs.

In previous studies, bureaucratic management in improving the quality of public services has been examined from various perspectives. Harry Mulya Zein (Zein et al., 2023) focused on DPMD's performance and the supervision of village fund utilization. Meanwhile, Suleman (2019) emphasized bureaucratic professionalism in enhancing service quality. While those studies examined performance and professionalism as reflections of a quality and authoritative bureaucracy, the present study focuses more specifically on management arrangements, apparatus human resources, and accountability—all of which represent key components of bureaucratic reform and sustainable administrative improvement.

The Community and Village Empowerment Office (DPMD) of South Halmahera Regency is institutionally responsible for providing optimal, high-quality public services that are free from corrupt practices, collusion, and nepotism (KKN). The improvement of public service quality strengthens government performance and integrity (Yustia & Arifin, 2023). Quality public service directly influences governance transformation toward improving community welfare (Faedulloh & Yulianto, 2023). Therefore, bureaucratic reform through management restructuring, human resource development, and accountability mechanisms—as part of the vision for administrative reform—must be realized to create a clean, effective, and corruption-free governance system. Reforming these three aspects is essential to improving the overall quality of public service delivery (Fa Zuhri, Sholahudin & Widjajani, 2023).

Based on the researcher's findings, the DPMD of South Halmahera Regency has been involved in several procedural irregularities, including the improper appointment of 13 village

Department of Public Administration, Muhammadiyah
University of North Maluku

*) *corresponding author*

Sukur Suleman

Email: sukursuleman@gmail.com

heads who lost in village elections but were still recommended for inauguration. Certain DPMD officials were also reported to have accepted varying payments from village heads during each disbursement of village funds. Furthermore, the office has been accused of tolerating and even protecting village officials and treasurers who manipulated financial documents that should have been processed through official DPMD channels. In other cases, bureaucratic authority has been misused—for example, the head of the office allegedly accepted funds from the head of Tobaru Village in exchange for issuing a fund disbursement recommendation despite the absence of a prior accountability report in 2024.

In addition, 178 village heads were summoned by the Inspectorate in January 2024 regarding administrative violations and misuse of village funds. This situation occurred because DPMD failed to enforce proper administrative and procedural systems in managing village budgets. Several other cases also highlighted bureaucratic inefficiency, including lengthy and convoluted service procedures, the absence of clear standard operating procedures (SOPs), rigidity, and discriminatory treatment of service users.

Therefore, research on management arrangements, human resources, and accountability at the DPMD of South Halmahera Regency is considered essential, given the institution's poor public image. The bureaucracy is often associated with corrupt, collusive, and nepotistic behavior, procedural irregularities, and abuse of authority. The existence of illegal levies and extra payments outside the official service mechanisms (pungli) further reflects maladministration. Addressing these issues is crucial to restoring public trust and ensuring better, more reliable public service quality.

Method

This study employed a qualitative descriptive method using a case study approach (Mujahidin, 2014). The case study approach allows researchers to explore specific social conditions, governmental institutions, and social phenomena in depth. In this research, the focus was intensively directed toward a particular object of study—namely, the Community and Village Empowerment Office (DPMD) of South Halmahera Regency—by examining real cases and conditions occurring within the organization. The data collected were verified through multiple relevant sources and parties directly involved in the observed cases.

The qualitative descriptive approach aims to provide a deep understanding of the subject under study (Cresswell, 2015). Therefore, the data sources were not limited only to the research object but also included individuals and groups who were familiar with or directly involved in the observed issues, to ensure data validity and triangulation.

Data Sources and Informants

The research data were identified based on the main research focus—actors directly involved in and knowledgeable about the field conditions. Two categories of informants were identified: primary informants and supporting informants. Data were collected through primary and secondary sources using the following techniques: Observation – Direct field observation of bureaucratic and administrative activities at DPMD. Interviews – Semi-structured interviews conducted with key informants, including DPMD officials, village heads, and related stakeholders. Documentation – Examination of official documents, reports, and administrative records related to public service delivery, village fund management, and accountability processes.

Data Analysis Techniques

This study applied a qualitative analytical technique to interpret and organize the data collected. The qualitative approach was chosen because it allows an in-depth exploration of organizational dynamics and stakeholder perceptions regarding public service performance. Internal validity was

maintained through triangulation between interviews, observations, and documentation, while external validity was enhanced by comparing the research findings with similar studies conducted in other regions. The data analysis followed the Miles and Huberman model, which consists of the following stages (Sugiyono, 2022): (1) Data Collection – Gathering data from observations, interviews, and documentation; (2) Data Reduction – Summarizing, selecting, and focusing on the most relevant data related to the research objectives; (3) Data Display – Presenting the processed data in the form of narrative descriptions, tables, or charts to facilitate interpretation; (4) Conclusion Drawing and Verification – Interpreting the findings, verifying consistency, and formulating conclusions based on the evidence gathered. This analytical model provides a systematic framework to ensure that the data collected reflect actual field conditions and support the validity of the conclusions drawn.

Results And Discussion

The need for bureaucratic reform within the Community and Village Empowerment Agency (Dinas Pemberdayaan Masyarakat dan Desa, DPMD) of South Halmahera Regency arises due to its negative public image, as bureaucracy is often associated with corruption, collusion, and nepotism (KKN). Bureaucracy should promote the realization of a clean government that is free from corruption, collusion, and nepotism (Iriawan and Rijal, 2019). In reality, victims of corruption tend to willingly pay illegal levies (pungli) because they believe it ensures better certainty and quality of public services (Dwiyanto, 2015). Bureaucracy is no longer viewed as a public servant but rather as a system that hinders government administration and public services (Iriawan and Rijal, 2019).

The Community and Village Empowerment Agency of South Halmahera Regency is obligated to provide optimal public services free from KKN practices. The quality of public services can only be achieved by maintaining proper service standards (Suleman, 2019). Quality public service is one of the key indicators of reform in government administration that prioritizes the welfare of society (Suleman and Fatah, 2021). Therefore, the authority and power possessed by the agency should serve as a means to enhance the quality of public services and prioritize efforts in community and rural empowerment for the prosperity of the people.

Governance Procedures

Governance procedures encompass systems and task implementation processes to ensure efficiency and effectiveness. The principles of governance in public service essentially serve as foundational guidelines in formulating and organizing public service activities within the DPMD of South Halmahera Regency. These principles can be understood through several key aspects: The **principle of simplicity** implies that service procedures should be easy to follow for citizens seeking services. This principle emphasizes operational and procedural simplicity in public service delivery. Findings from interviews and observations reveal that the bureaucratic apparatus of DPMD has not demonstrated ideal professionalism. In practice, complaints from village heads and citizens indicate selective treatment and procedural irregularities. Ideally, **services should simplify citizens' administrative** processes, reduce unnecessary direct contact between officers and the public, and minimize bureaucratic hurdles to create efficient service management. Quality public services, in turn, influence changes in governance that promote community welfare (Faedlulloh and Yulianto, 2023).

The **principle of transparency** means that procedures, requirements, responsible officers, completion time, cost breakdowns, and other related service information must be openly communicated and easily accessible to the public, as mandated by Law No. 14 of 2008 concerning Public Information Disclosure. Research findings indicate a lack of transparency

within the DPMD of South Halmahera Regency. Interviews and observations revealed irregularities such as the recommendation for inauguration of 13 losing village head candidates (in the village head election) and the acceptance of payments from village heads during fund disbursements. Furthermore, certain DPMD officials appeared to tolerate or even protect village officials and treasurers who manipulated disbursement documents that should have been processed through DPMD. This suggests an abuse of authority within the bureaucracy.

The **principle of timeliness** signifies that public service processes should be completed within predetermined time limits. In practice, service implementation should avoid complicated procedures and bureaucratic delays (Purnamasari, Munjin, and Ratnamulyani, 2019). Public service should be fast, accurate, and of high quality—known as the “CETAK” concept (Cepat, Tepat, Akurat, Berkualitas) (Fa Zuhri, Sholahudin, and Widjajani, 2023). Services must be quick, minimizing waiting times; precise, ensuring timeliness, procedural clarity, and competence; accurate, ensuring legal validity and reliability; and of high quality, meeting and satisfying citizens' expectations.

Public service delivery must have clear service standards that are published as a guarantee of certainty for service recipients. These standards serve as measurable benchmarks that must be adhered to by both providers and recipients (Yusfina Yusuf and Ma'mun, 2020). Thus, it is essential for DPMD to fulfill its obligations by ensuring service certainty and quality based on ethics and legal regulations, while the community also plays an active role in achieving good governance, as they are both the subject and object of service delivery (Tiara, Khairil, and Susanti, 2025).

Human Resource Capacity

Human resources (HR) play a strategic role in adding value to the organization to achieve competitive advantage. HR is a key determinant of whether the DPMD of South Halmahera Regency progresses or stagnates, as innovation and institutional advancement depend on both the quality and quantity of available personnel (Suleman and Wance, 2020). Based on research findings and field observations, the DPMD of South Halmahera Regency faces significant limitations in human resources, affecting the effectiveness of bureaucratic performance and public service delivery. The DPMD currently manages administrative affairs for 249 villages with only 39 staff members, making it impossible to ensure timely and efficient services.

Therefore, capacity-building initiatives through training and human resource development are necessary to improve employees' knowledge, skills, and attitudes to meet current and future job demands (Purnamasari, Munjin, and Ratnamulyani, 2019). Human resource development enhances employees' competence, skills, attitudes, and responsibilities to improve the effectiveness and efficiency of achieving organizational goals (Purnamasari, Munjin, and Ratnamulyani, 2019).

Accountability

Performance accountability refers to the obligation of government institutions to account for the success or failure of their mandated programs and activities to stakeholders in achieving their organizational mission. Performance achievements must be measurable according to established targets and reported periodically through government performance reports. Accountability is a key principle of good governance and a form of responsibility as regulated by: (1) Presidential Regulation No. 29 of 2014 on the Government Agency Performance Accountability System (SAKIP); and (2) Ministerial Regulation of the State Ministry for Administrative and Bureaucratic Reform No. 53 of 2014 on Technical Guidelines

for Performance Contracts (Fa Zuhri, Sholahudin, and Widjajani, 2023).

In accordance with these regulations, every government institution must account for its primary duties, functions, and resource management based on strategic planning. As a government agency, DPMD of South Halmahera Regency must produce accountability reports presenting measurable performance outcomes, including performance analysis and budget realization (Zein et al., 2023). Findings from interviews and observations reveal that DPMD's performance accountability remains low and below public expectations. The agency has not achieved its established performance targets as stated in SKP and DP3 documents, and its performance has often been questioned by the public. This is primarily due to the lack of innovation, poor transparency, inadequate human resource quality, low discipline, and unsatisfactory public service standards.

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Conclusion

Based on the findings and discussion, it can be concluded that the governance procedures, human resources, and accountability mechanisms of the DPMD of South Halmahera Regency have not yet been fully optimized. Efforts to improve public service quality have not significantly impacted community satisfaction due to ongoing bureaucratic barriers, limited human resources, and lack of service innovation. The conclusions are as follows:

Governance Procedures: The DPMD has implemented governance based on efficiency and effectiveness principles, but inconsistencies remain between written procedures and field practices. Coordination among divisions is suboptimal, and task overlaps still occur.

Human Resources: Apparatus capacity remains a major challenge. Although some personnel possess basic competencies, continuous capacity building is still needed, particularly in digital-based public service management and understanding of updated regulations.

Accountability: Program and service accountability has not been implemented through routine and transparent reporting. Monitoring and evaluation mechanisms are not yet systematic or participatory.

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