



e-ISSN 3026-3468

p-ISSN 3026-2593

Article info

Received manuscript:

01/05/2026

Final revision:

24/06/2026

Approved:

28/06/2026

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license**EXPLAINING ADMINISTRATIVE SERVICE
PERFORMANCE: THE ROLES OF LEADERSHIP,
ORGANIZATIONAL CULTURE, TECHNOLOGY, AND
HUMAN RESOURCE MANAGEMENT****Zainal Abidin Rengifurwarin^{1*}**¹Universitas Pattimura, Jalan Ir. M. Putuhena, Ambon 97233,
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zainal.rengifurwarin@lecturer.unpatti.ac.idDOI: <https://doi.org/10.30598/baileofisipvol4iss1pp46-65>**ABSTRACT**

Despite extensive reforms in public administration, substantial variations in administrative service performance persist among local government organizations operating under similar regulatory frameworks. This study examines how organizational capacities explain these variations by investigating the roles of leadership, organizational culture, technology, and human resource management in shaping administrative service performance. An intrinsic qualitative case study was conducted at the Dullah Utara Subdistrict Office, Tual City, Indonesia. Data were collected through in-depth interviews, non-participant observation, and document analysis involving ten purposively selected informants comprising government officials, administrative staff, and service users. Thematic analysis was employed to identify patterns linking organizational capacities with service performance. The findings reveal that administrative service performance is manifested through transparency, reliability, responsiveness, accountability, effectiveness, and efficiency. These dimensions are collectively reinforced by four interrelated organizational capacities: strategic leadership, a service-oriented organizational culture, technological support for administrative processes, and human resource management that enhances employee competence and service consistency. Conversely, inadequate human resource development and limited technological infrastructure constrain service continuity and organizational effectiveness. The study demonstrates that administrative service performance is better understood as an organizational capability emerging from the integration of complementary institutional capacities rather than mere compliance with administrative procedures. This integrative perspective extends organizational capacity theory within public administration and offers practical insights for strengthening administrative governance in small-island local government settings.

Keywords: Administrative Service Performance, Human Resource Management, Leadership, Local Government, Organizational Capacity, Organizational Culture

INTRODUCTION

Administrative service performance has become one of the most important indicators of the quality of public governance in contemporary administrative reforms. Over the past two decades, governments across the world have undertaken significant bureaucratic reforms aimed at improving public service delivery through institutional strengthening, digital transformation, and capacity-building initiatives. The growing demand for transparent, responsive, and citizen-

oriented public services has encouraged governments to adopt various mechanisms to enhance administrative performance at both national and local levels. Administrative services are not merely procedural activities that facilitate governmental functions; they also represent the extent to which public institutions are capable of translating governance principles into meaningful experiences for citizens. Consequently, improving administrative service performance has become closely associated with broader agendas of democratic governance, institutional effectiveness, and sustainable public sector development (Farhan et al., 2025; Sahur et al., 2021).

Despite substantial efforts to standardize public service delivery through regulations, service standards, and bureaucratic reforms, disparities in service quality continue to persist across public institutions. In many developing countries, including Indonesia, local government agencies often operate under relatively similar administrative regulations and service standards, yet they produce significantly different outcomes in terms of transparency, responsiveness, efficiency, and citizen satisfaction. Such variations suggest that compliance with administrative procedures alone is insufficient to explain why some public organizations perform better than others. Existing reforms have largely succeeded in formalizing service standards but have not necessarily addressed the organizational capacities that enable institutions to deliver consistent and high-quality services (Dahlan & Widanarko, 2022; Mait et al., 2021; Nugroho & Handayani, 2022).

Indonesia presents a particularly compelling context for understanding this issue. The implementation of bureaucratic reform policies and digital governance initiatives has considerably expanded administrative modernization efforts within local governments. Nevertheless, public complaints regarding delays in service delivery, inadequate responsiveness, technological limitations, and inconsistencies in administrative practices remain common across many local administrative units. The Indonesian Ombudsman continues to report variations in the quality of public services among local governments despite the existence of national service standards and regulatory frameworks. These realities indicate that administrative service performance is influenced by organizational dynamics that extend beyond procedural compliance and legal mandates (Pentury & Tambotoh, 2022; Rahmawati & Suwaji, 2022).

This phenomenon is especially evident at the district government level, where administrative services constitute the primary interface between citizens and local government institutions. District offices are expected to deliver various administrative services efficiently while simultaneously accommodating the diverse social and geographical characteristics of their communities. Although district governments operate within relatively standardized administrative frameworks, their capacities to provide reliable and citizen-centered services often differ considerably. Such differences point toward the importance of organizational factors that shape service delivery processes, including leadership practices, organizational culture, technological readiness, and human resource management capacities.

The case of North Dullah District in Tual City illustrates these organizational complexities.

While administrative services have generally complied with established service standards, challenges related to technological infrastructure, human resource development, and variations in employees' competencies continue to affect the consistency and quality of service delivery. Conversely, organizational leadership, supportive work cultures, and the strategic utilization of technology have contributed positively to administrative performance in several service areas. These conditions demonstrate that administrative service performance is better understood as a multidimensional organizational phenomenon rather than a simple consequence of procedural implementation. The ability of public organizations to integrate their internal capacities appears to play a crucial role in determining the effectiveness and sustainability of administrative services.

Scholarly discussions on public service performance have developed substantially over recent decades. A significant body of literature has conceptualized public service performance in terms of efficiency, effectiveness, accountability, and responsiveness as fundamental dimensions of governmental performance evaluation (Miranti, 2022; Rudhanto, 2022). Public administration scholars have increasingly emphasized that measuring service outcomes is essential for assessing governmental performance and ensuring institutional accountability. Studies adopting performance measurement frameworks have provided valuable insights into how public organizations can improve service delivery and citizen satisfaction through performance-based approaches.

At the same time, the literature on public service quality has been strongly influenced by service management theories that emphasize citizen perceptions and satisfaction. Numerous studies have employed service quality models such as SERVQUAL to evaluate dimensions of reliability, responsiveness, assurance, empathy, and tangibility within public sector organizations (Ayun, 2022; Maulana et al., 2022; Wayansari, 2021). These approaches have significantly contributed to understanding citizens' experiences and expectations regarding administrative services. However, service quality assessments often focus primarily on outcomes rather than the organizational mechanisms that produce those outcomes. Consequently, they tend to provide limited explanations regarding why public organizations with similar service standards exhibit varying levels of performance.

Parallel developments in organizational theory have highlighted the importance of organizational capacity in shaping institutional performance. Organizational capacity literature argues that public organizations require adequate leadership, institutional resources, and adaptive capabilities to effectively achieve their objectives (Dahlan & Widanarko, 2022; Fuqon et al., 2021; Rahmawati & Suwaji, 2022). Public sector leadership, in particular, has been identified as a critical determinant of organizational innovation, employee motivation, and institutional transformation. Effective leaders influence not only strategic decision-making but also organizational commitment and the capacity to respond to changing environmental demands (Pentury & Tambotoh, 2022; Susilawati et al., 2022; Wayansari, 2021). Leadership thus serves as an enabling factor that shapes organizational behavior and service outcomes.

Similarly, organizational culture has attracted considerable scholarly attention as a determinant of public sector performance. Organizational culture influences employees' values, behaviors, and attitudes toward service delivery, thereby affecting institutional effectiveness and public trust (Ayun, 2022; Kurniawan & Khalimi, 2023; Subroto & Indriati, 2024). Studies suggest that cultures promoting accountability, collaboration, and citizen orientation contribute positively to service quality and organizational adaptability. In public institutions, organizational culture plays a particularly important role in sustaining bureaucratic reforms and institutionalizing service excellence.

The rapid expansion of digital governance has further transformed scholarly understandings of administrative service delivery. Technological innovations have enhanced governments' capacities to improve transparency, accessibility, and operational efficiency in public services (Hasan, 2023; Wikarsa et al., 2022). Digital technologies facilitate streamlined administrative processes, improve information management systems, and strengthen citizen engagement mechanisms. Nevertheless, technological adoption alone does not automatically guarantee improved service performance. The effectiveness of digital transformation depends significantly on organizational readiness, employee competencies, and institutional support systems.

Human resource management has likewise emerged as a central concern in public administration scholarship. Public organizations increasingly recognize that employee competencies, professional development programs, and performance management systems are fundamental components of institutional effectiveness (Muhammad et al., 2021; Nugroho & Handayani, 2022; Razak, 2023). Human resource management practices influence employees' capabilities to implement organizational strategies and adapt to technological and administrative changes. In local government settings, investments in human resource development often determine whether administrative reforms can be successfully translated into improved service outcomes.

Although these strands of literature have contributed substantially to advancing public administration scholarship, they have largely evolved in relative isolation. Research on public service performance has predominantly emphasized performance indicators and citizen satisfaction measures, while studies examining leadership, organizational culture, technology, and human resource management frequently analyze these factors independently. Consequently, there remains limited understanding of how multiple organizational capacities interact simultaneously to shape administrative service performance, particularly within local government institutions operating under resource constraints and distinctive geographical conditions.

This issue becomes increasingly relevant in the context of local governments located in Indonesia's archipelagic regions, where administrative institutions face unique challenges related to infrastructure availability, technological accessibility, and institutional capacity development. Existing international literature has predominantly focused on metropolitan governments and

large public institutions in developed countries, leaving smaller local administrative units comparatively underexplored. Understanding how organizational capacities collectively influence administrative service performance within such contexts offers opportunities to enrich broader discussions on public governance and institutional effectiveness.

Building upon these considerations, this study approaches administrative service performance as an organizationally embedded phenomenon that reflects the interaction of leadership capacity, organizational culture, technological support, and human resource management practices. Rather than treating these organizational dimensions as isolated determinants, the present research seeks to understand how their interrelationships shape transparency, reliability, responsiveness, accountability, effectiveness, and efficiency within administrative service delivery. Such an integrative perspective provides a more comprehensive explanation of why public organizations with comparable administrative standards produce different service outcomes.

Accordingly, this study aims to explain how leadership, organizational culture, technology, and human resource management collectively shape administrative service performance in a local government institution. By examining the organizational mechanisms underlying service delivery processes within North Dullah District, Tual City, the study contributes to ongoing discussions on organizational capacity and public service performance while extending empirical evidence from a relatively understudied archipelagic local government context.

RESEARCH METHOD

This study employed a qualitative approach using an intrinsic case study design to develop an in-depth understanding of how organizational capacities shape administrative service performance within local government institutions. A qualitative approach was considered the most appropriate because the study sought not merely to measure service performance indicators, but to explain the organizational mechanisms underlying administrative service delivery. Administrative service performance is inherently influenced by social interactions, institutional practices, and organizational contexts that cannot be adequately captured through quantitative measurements alone. Qualitative inquiry enables researchers to explore how leadership practices, organizational culture, technological utilization, and human resource management are experienced and interpreted by actors directly involved in public service delivery (Rudhanto, 2022; Siregar & Haryono, 2023). Furthermore, the intrinsic case study design was selected because North Dullah District represents a unique administrative setting in an archipelagic local government context, where organizational capacities and resource limitations interact in shaping service outcomes (Agustina et al., 2024; Khabibah et al., 2021).

North Dullah District Office in Tual City, Indonesia, was purposively selected as the research site because it provides administrative services based on standardized governmental regulations while simultaneously facing organizational and infrastructural challenges commonly

encountered by local governments in Indonesia's eastern archipelagic regions. Although the district office has implemented administrative service standards, variations in service consistency, technological readiness, and human resource capacities offer valuable opportunities to examine how organizational factors influence service performance. Studying this context allows the research to contribute empirical evidence from a relatively underrepresented local government setting in the international public administration literature.

The study involved ten informants selected through purposive sampling based on their direct involvement in administrative service processes and organizational decision-making. The informants consisted of the Head of North Dullah District, the District Secretary, three heads of administrative sections responsible for service management, three administrative staff members directly involved in daily service delivery, and two community members who had recently utilized administrative services. These participants were chosen because they represent different organizational perspectives that collectively provide a comprehensive understanding of administrative service performance. Government officials contributed insights into leadership practices, organizational culture, and institutional policies, while service staff provided practical experiences regarding technological implementation and human resource capacities. Community members, meanwhile, offered reflections on service quality, responsiveness, and accountability from the users' perspective.

Data were collected through in-depth interviews, non-participant observation, and document analysis. In-depth interviews were employed to explore participants' experiences, perceptions, and interpretations regarding organizational practices influencing service performance. This method enabled the researcher to identify organizational dynamics that are often difficult to observe directly. Non-participant observation was conducted to understand how administrative services are delivered in practice, including employee interactions, service procedures, and the utilization of technological facilities within the district office. Document analysis complemented these methods by examining standard operating procedures, service reports, administrative regulations, and organizational documents relevant to public service delivery. Combining these techniques facilitated a richer and more nuanced understanding of the organizational processes underpinning administrative service performance (Mait et al., 2021; Wargadinata et al., 2022).

Data analysis was conducted using thematic analysis involving data familiarization, open coding, theme development, and interpretation of patterns across organizational dimensions (Ardian et al., 2023; Maulana et al., 2022). The analysis focused on identifying how leadership, organizational culture, technology, and human resource management collectively influence transparency, reliability, responsiveness, accountability, effectiveness, and efficiency in administrative services.

To ensure the trustworthiness of the findings, triangulation was undertaken through source triangulation and methodological triangulation. Source triangulation involved comparing information obtained from government officials, administrative staff, and service users to

identify converging and diverging perspectives. Methodological triangulation was conducted by integrating evidence derived from interviews, observations, and documentary sources. In addition, member checking was employed by confirming preliminary interpretations with selected informants to enhance credibility, while maintaining an audit trail throughout the research process strengthened the dependability and transparency of the study (Maryanto et al., 2023; Suyatno et al., 2023).

RESULTS AND DISCUSSION

Administrative Service Performance as Organizational Capability in Local Government

The findings of this study indicate that administrative service performance at the North Dullah Subdistrict Office cannot be understood solely through compliance with standard operating procedures or administrative regulations. Rather, service performance emerges as an organizational capability reflected in the institution's ability to deliver transparent, reliable, responsive, accountable, effective, and efficient services. These dimensions are interconnected and collectively represent the organizational capacity of local government institutions to translate administrative mandates into meaningful public service outcomes. This perspective aligns with the contemporary development of Public Service Logic, which argues that public service performance is co-created through institutional capabilities and interactions between organizations and service users rather than being determined exclusively by procedural compliance (Nauli, 2024; Permana et al., 2024). Likewise, the Public Value Governance perspective emphasizes that organizational performance in the public sector is shaped by institutional capacities that enable public organizations to create value for citizens through collaborative and adaptive governance arrangements (Aryanto et al., 2023; Permana et al., 2024; Sahur et al., 2021).

Transparency emerged as one of the most visible dimensions of administrative service performance within the subdistrict office. Transparency was reflected in the openness demonstrated by government officials when communicating information regarding service procedures, administrative requirements, service fees, and estimated processing times. Observations conducted during the fieldwork revealed that service-related information was made accessible to citizens through administrative notices and direct explanations provided by service officers. This organizational practice has contributed positively to citizens' understanding of administrative processes and has reduced uncertainties during service delivery.

Interviews with senior officials further demonstrated that transparency is considered an institutional commitment rather than merely an administrative obligation. Informant HN, who occupies a managerial position within the organization, explained that providing clear and accessible information is essential for building citizens' trust and ensuring that administrative services are delivered fairly and consistently. Similarly, informant RS emphasized that transparency has become an integral component of daily service practices because citizens

frequently require guidance regarding documentary requirements and administrative procedures. Such findings are consistent with previous studies suggesting that transparency strengthens institutional legitimacy and improves public perceptions of service quality (Hariyady & Hayatin, 2024; Lisnawati et al., 2023).

Nevertheless, transparency remains a dynamic organizational process rather than a static achievement. Several service officers acknowledged that citizens occasionally experience difficulties in understanding administrative requirements despite receiving adequate explanations. Informant AR noted that incomplete documentation submitted by applicants often necessitates additional visits to the office, thereby affecting service efficiency. Interestingly, community informants generally acknowledged that government officials provide sufficient explanations regarding service requirements and procedures, suggesting that transparency within the organization is functioning relatively well despite practical limitations associated with citizens' varying levels of administrative literacy.

Reliability constitutes another important dimension shaping administrative service performance. The findings indicate that reliability is reflected in the consistency and accuracy of administrative services provided by public officials. Service officers are expected to perform their duties in accordance with established regulations while maintaining professional standards in handling administrative requests. Reliability is particularly evident in the organization's ability to process administrative documents accurately and within reasonable timeframes. This organizational commitment is reinforced by leadership practices that continuously encourage employees to adhere to service standards and maintain procedural consistency.

Interviews with both managerial and operational staff revealed that organizational reliability is strongly influenced by employees' competencies and their commitment to public service values. Informant SK explained that service personnel are expected to verify administrative requirements carefully before processing applications to minimize procedural errors and maintain service credibility. Likewise, several administrative staff members highlighted that service delays are generally associated with incomplete documentation submitted by applicants rather than institutional inefficiencies. Such findings suggest that administrative reliability should not be interpreted merely as employees' technical competence but also as the organization's collective capacity to maintain service quality under varying operational circumstances.

Community informants largely confirmed these organizational practices. Citizens who had recently utilized administrative services reported that government officials consistently provided assistance and processed their requests accurately once all administrative requirements had been fulfilled. These experiences demonstrate that reliability in administrative service delivery extends beyond procedural implementation and encompasses organizational efforts to ensure service consistency and institutional responsiveness.

Taken together, the findings suggest that administrative service performance at the North Dullah Subdistrict Office is best conceptualized as an organizational capability that integrates

multiple dimensions of public service delivery. Transparency and reliability are not isolated performance indicators but represent institutional capacities that facilitate the achievement of broader organizational objectives. Administrative service performance, therefore, should be understood as the product of organizational arrangements that enable public institutions to deliver services effectively while maintaining public trust and institutional accountability.

Strategic Leadership and Service-Oriented Organizational Culture in Administrative Service Delivery

The findings of this study demonstrate that administrative service performance is not solely determined by technical compliance with service standards but is also strongly influenced by organizational capacities that shape how services are delivered. In the context of local government institutions, leadership and organizational culture operate as complementary organizational mechanisms that foster service orientation among public servants. Leadership provides strategic direction for administrative service delivery, while organizational culture institutionalizes values and behaviors that sustain service quality. Together, these capacities influence how public officials coordinate administrative processes, respond to citizens' needs, and maintain organizational commitment to public service. Contemporary public administration scholarship increasingly recognizes that adaptive leadership and organizational culture are fundamental drivers of public sector innovation and organizational resilience, particularly in environments characterized by institutional constraints and evolving public expectations (Elhan-Kayalar et al., 2022; Hermawan & Olayiwola, 2024; Nauli et al., 2023).

Field observations and interviews conducted at the North Dullah Subdistrict Office indicate that leadership practices are embedded in routine administrative activities rather than limited to formal managerial functions. The subdistrict head plays a strategic role in directing service delivery, monitoring employees' performance, facilitating coordination among administrative units, and addressing operational challenges that arise during service provision. Leadership, therefore, functions not merely as an administrative authority but as an organizational capacity that enables the institution to maintain service continuity despite resource limitations.

Informant HN explained that maintaining service quality requires continuous communication between organizational leaders and administrative personnel. Regular supervision and informal coordination are undertaken to ensure that administrative services are delivered in accordance with institutional standards and citizens' expectations. Leadership interventions are particularly important when service disruptions occur, such as technological constraints or delays in document processing. Similar views were expressed by informant RS, who emphasized that organizational leaders consistently encourage employees to uphold professionalism and remain responsive to citizens seeking administrative services. These practices illustrate that leadership contributes significantly to shaping employees' attitudes toward public service and reinforces institutional accountability within the organization.

The findings further reveal that strategic leadership extends beyond decision-making processes to encompass organizational problem-solving and employee motivation. Administrative personnel reported that leaders actively provide guidance regarding procedural issues and encourage collaborative approaches when addressing service-related challenges. Informant SK noted that leadership support facilitates organizational adaptability by creating an environment in which employees are able to communicate operational difficulties openly and collectively identify practical solutions. Such leadership practices are consistent with the adaptive public leadership perspective, which emphasizes the capacity of public leaders to mobilize organizational resources and foster collaborative responses to complex governance challenges (Farhan et al., 2025; Putri et al., 2022; Utami et al., 2023).

Equally important is the role of organizational culture in sustaining administrative service performance. The findings suggest that a service-oriented organizational culture has gradually developed through shared commitments among employees regarding professionalism, discipline, and public responsibility. Organizational culture is reflected in employees' willingness to assist citizens, maintain procedural consistency, and cooperate across administrative units to facilitate service delivery. Rather than functioning as a formal organizational doctrine, service orientation has become embedded within everyday administrative practices.

Several administrative staff members highlighted that collaborative working relationships significantly contribute to service effectiveness. Informant AR explained that administrative services frequently require coordination across multiple sections within the subdistrict office. Consequently, effective communication and mutual support among employees have become essential organizational norms that facilitate timely service delivery. This collaborative culture enables the organization to respond more effectively to fluctuations in service demands while maintaining institutional consistency.

The organizational culture observed in this study also reflects employees' commitment to citizens' needs. Community informants generally acknowledged that public officials demonstrate courteous attitudes and are willing to provide explanations regarding administrative procedures and requirements. Although operational constraints occasionally affect service timeliness, citizens largely perceive that employees are committed to assisting service users throughout the administrative process. Such perceptions indicate that service orientation within the organization contributes positively to public trust and institutional legitimacy.

Importantly, the findings suggest that leadership and organizational culture should not be conceptualized as separate determinants of administrative service performance. Instead, they operate interactively to create organizational conditions that support effective public service delivery. Leadership establishes institutional expectations regarding service quality and employee conduct, whereas organizational culture reinforces these expectations through shared values and collaborative practices. The absence of either capacity would likely weaken the organization's ability to maintain consistent administrative performance.

This study therefore argues that administrative service performance in local government institutions cannot be adequately explained through procedural standards alone. Strategic leadership and service-oriented organizational culture constitute organizational capacities that collectively shape employees' behaviors, institutional responsiveness, and service outcomes. Their interaction creates the organizational environment necessary for delivering citizen-centered administrative services. In small-island local government settings, where institutional resources are often limited, strengthening leadership capacities and cultivating collaborative service cultures may represent critical pathways for improving administrative governance and sustaining public service performance.

Technological Capacity and Human Resource Management as Enablers of Administrative Service Performance

The findings of this study indicate that technological capacity and human resource management are two organizational capacities that substantially influence administrative service performance at the North Dullah Subdistrict Office. However, the relationship between technology and service quality is neither linear nor automatic. The mere availability of technological infrastructure does not necessarily guarantee improvements in administrative services if it is not accompanied by competent human resources capable of utilizing and adapting to technological developments. Similarly, highly competent employees may face significant limitations when organizational infrastructure is inadequate. These findings support recent discussions within digital governance literature, which emphasize that digital transformation in the public sector is fundamentally an organizational change process that requires institutional readiness, technological capability, and human resource development to occur simultaneously (Gadsden et al., 2021; Limbong et al., 2022).

Field observations revealed that the subdistrict office has made considerable efforts to provide technological facilities that support administrative service delivery. Basic technological infrastructure, including computers, internet connectivity, office communication devices, and administrative equipment, has been integrated into daily administrative activities. Furthermore, standard operating procedures and administrative workflows have been formalized to ensure consistency in service delivery. Such arrangements indicate that the organization recognizes the strategic role of technology in facilitating efficient and transparent administrative processes.

Interviews with managerial personnel suggest that technology has significantly improved the administration of public services. Informant HN explained that the utilization of computers and internet facilities has accelerated document preparation and facilitated internal coordination among administrative units. Likewise, informant RS highlighted that technological support has contributed positively to service transparency by enabling employees to provide more accurate administrative information to citizens. These findings illustrate that technological capacity functions as an institutional enabler that supports the implementation of service standards and organizational objectives.

Nevertheless, the study also identifies several technological constraints that directly affect administrative service performance. Service continuity remains vulnerable to infrastructural limitations, particularly disruptions in electricity supply and internet connectivity. Administrative personnel acknowledged that prolonged power outages substantially impede the processing of administrative documents, resulting in delays that extend beyond established service standards. Informant SK noted that although administrative procedures are relatively straightforward, technological disruptions frequently constrain employees' ability to deliver services within the expected timeframe. Under such circumstances, organizational efficiency and responsiveness become difficult to maintain despite employees' commitment to public service.

Community informants similarly reported that service delays are often associated with technological and infrastructural constraints rather than administrative negligence. Citizens generally perceive that government officials attempt to provide timely services; however, the limitations of supporting facilities occasionally prevent employees from achieving optimal performance. These findings suggest that technological readiness should be understood not only in terms of the availability of equipment but also through the organization's capacity to maintain service continuity during operational disruptions.

The role of human resource management is equally significant in explaining variations in administrative service performance. Human resource management within public organizations encompasses employee competency development, work allocation, performance management, and organizational efforts to cultivate professionalism among public servants. Recent public sector scholarship emphasizes that strategic human resource management contributes directly to organizational performance by enhancing employees' capabilities, adaptability, and commitment to institutional goals (Hadi et al., 2023; Mohamed Sultan et al., 2023).

The findings indicate that organizational leaders consistently encourage employees to improve their competencies and maintain professional standards in service delivery. Informant AR explained that employees are routinely directed to perform their duties in accordance with established procedures while maintaining responsiveness toward citizens' needs. Leadership practices related to employee development include assigning responsibilities based on organizational functions, promoting disciplinary standards, and recognizing employees who demonstrate exemplary performance.

Although formal competency development initiatives remain relatively limited, employees have demonstrated considerable adaptability in managing administrative responsibilities within existing organizational constraints. Administrative staff members highlighted that practical learning and collaborative working arrangements have become important mechanisms for developing service-related competencies. Employees frequently rely on peer support and informal knowledge sharing to address administrative challenges and maintain service consistency.

Despite these positive organizational practices, the study also identifies limitations in human resource development that affect administrative service performance. Opportunities for

professional training and capacity-building programs remain relatively constrained, thereby limiting employees' abilities to fully adapt to technological and administrative innovations. Furthermore, variations in technological competencies among employees occasionally influence service efficiency and responsiveness. These challenges underscore the importance of adopting a more strategic approach to human resource development within local government institutions.

Explaining Administrative Service Performance Through Organizational Capacity Integration

The findings of this study demonstrate that administrative service performance in local government organizations cannot be adequately explained through regulatory compliance or procedural implementation alone. Although standard operating procedures, service regulations, and administrative guidelines provide an essential institutional framework, they do not sufficiently explain why organizations operating under similar regulatory environments often exhibit varying levels of service quality and organizational effectiveness. The case of the North Dullah Subdistrict Office illustrates that administrative service performance is fundamentally an organizational phenomenon that emerges from the interaction of multiple organizational capacities. Rather than functioning independently, leadership, organizational culture, technological capacity, and human resource management collectively shape the institution's ability to deliver transparent, reliable, responsive, accountable, effective, and efficient administrative services.

The preceding findings indicate that each organizational capacity contributes differently to administrative service delivery. Leadership capacity provides strategic direction and institutional coordination that enable employees to maintain service consistency and organizational adaptability. Organizational culture reinforces service-oriented values and strengthens employees' commitment to professionalism and collaboration. Technological capacity facilitates administrative processes and supports organizational responsiveness, while human resource management ensures that employees possess the competencies necessary to perform their responsibilities effectively. Taken individually, these capacities undoubtedly contribute to service performance. However, the findings suggest that their contributions become most meaningful when they are integrated within a coherent organizational system.

This integrative relationship is particularly evident when examining the practical challenges encountered during service delivery (Aristaningrum & Radikun, 2024; Golase, 2022; Zevaya et al., 2024). For example, technological limitations such as disruptions in electricity supply and internet connectivity directly affect organizational efficiency and responsiveness. Nevertheless, the consequences of these technological constraints are often mitigated by employees' commitment to service and leadership interventions that facilitate organizational problem-solving. Similarly, leadership practices alone are insufficient to improve administrative performance if employees lack the competencies required to implement organizational decisions or if the organizational culture does not encourage collaboration and accountability. These observations suggest that organizational capacities are inherently complementary and mutually

dependent rather than operating as isolated determinants of performance.

Interviews with organizational leaders and administrative personnel further reinforce this interpretation. Informant HN emphasized that maintaining administrative service quality requires coordination among leadership, employees, and institutional resources rather than reliance upon individual actors or administrative procedures. Likewise, informant RS explained that service performance frequently depends on the organization's collective ability to adapt when operational constraints emerge. Administrative personnel similarly highlighted that the successful delivery of public services often results from collaborative efforts that integrate managerial support, technological facilities, and employees' competencies. Community informants also recognized that although infrastructural limitations occasionally affect service timeliness, government officials consistently demonstrate organizational commitment in addressing citizens' administrative needs.

These findings provide an important conceptual implication for understanding administrative service performance within local government institutions. Administrative service performance should not be conceptualized merely as an administrative output or a consequence of bureaucratic compliance. Instead, it represents an organizational capability that reflects the institution's capacity to mobilize and integrate its internal resources in response to citizens' expectations and operational challenges. Such a perspective aligns closely with Public Service Logic, which argues that value creation in public services emerges through organizational capabilities and interactions among institutional actors rather than through hierarchical administrative processes alone (Hasmin et al., 2026; Muhani, 2023; Suhartiwi et al., 2024).

Moreover, recent developments in Organizational Capacity Theory within public administration emphasize that organizational effectiveness is increasingly determined by institutions' abilities to align their strategic, human, technological, and cultural resources in achieving public objectives (Febriana et al., 2022; Miranti, 2022). From this perspective, organizational capacity is not simply a collection of institutional assets but a dynamic capability that enables organizations to adapt, innovate, and sustain performance over time. The present findings support this theoretical development by demonstrating that administrative service performance in local government settings is multidimensional and organizationally embedded (Mudiono et al., 2023; Yulita et al., 2021).

The conceptual contribution of this study therefore lies in its proposition that administrative service performance emerges from the integration of complementary organizational capacities. Transparency, reliability, responsiveness, accountability, effectiveness, and efficiency are not independent dimensions that arise solely from procedural compliance. Rather, they are organizational outcomes that materialize when leadership capacity, organizational culture, technological readiness, and human resource capability interact effectively within public institutions. Conversely, weaknesses in one organizational capacity inevitably influence the performance of others, thereby affecting the overall quality of administrative services.

This integrative understanding is particularly relevant for local governments operating in small-island and resource-constrained settings. Administrative institutions frequently face infrastructural limitations and organizational challenges that cannot be addressed through regulatory reforms alone. Improving administrative service performance therefore requires investments not only in procedural modernization but also in strengthening organizational capacities as interconnected institutional resources. The findings suggest that organizational capability, rather than administrative compliance per se, constitutes the most important foundation for sustainable public service improvement.

In this sense, the study extends contemporary discussions on public administration by positioning administrative service performance as an emergent organizational capability. Public organizations do not simply perform because they comply with regulations; they perform because they possess the institutional capacities necessary to transform administrative mandates into effective and citizen-oriented services. Such an integrative perspective provides a more comprehensive explanation of administrative service performance and offers a useful conceptual framework for understanding public service delivery within local government organizations.

CONCLUSION

Based on the findings and discussion, this study concludes that administrative service performance in local government organizations is not merely determined by adherence to administrative procedures or the implementation of service standards. Rather, it is shaped by the organization's capacity to integrate complementary institutional resources that collectively support the delivery of public services. Administrative service performance is manifested through transparency, reliability, responsiveness, accountability, effectiveness, and efficiency, which emerge from the interaction of strategic leadership, service-oriented organizational culture, technological capacity, and human resource management practices. The findings further suggest that variations in service performance are better explained by differences in organizational capabilities than by regulatory frameworks alone, even among institutions operating under similar administrative standards. In the context of North Dullah Subdistrict, leadership provides strategic direction and organizational coordination, organizational culture reinforces employees' commitment to public service, technology enables administrative processes and service accessibility, while human resource management ensures the competencies and professionalism required to sustain service quality. Importantly, these organizational capacities are mutually reinforcing, implying that weaknesses in one dimension may constrain the effectiveness of others. Consequently, this study offers a conceptual understanding that administrative service performance should be viewed as an organizational capability that emerges from the integration of institutional capacities rather than as a procedural or regulatory outcome alone. By situating

administrative service performance within the broader framework of organizational capacity in public administration, this study contributes to a more comprehensive explanation of how local government institutions can strengthen public service delivery, particularly within resource-constrained and small-island governance contexts.

ETHICAL STATEMENT AND DISCLOSURE

This study was conducted in accordance with established ethical principles, including informed consent, protection of informants' confidentiality, and respect for local cultural values. Special consideration was given to participants from vulnerable groups to ensure their safety, comfort, and equal rights to participate. No external funding was received, and the authors declare no conflict of interest. All data and information presented were collected through valid research methods and have been verified to ensure their accuracy and reliability. The use of artificial intelligence (AI) was limited to technical assistance for writing and language editing, without influencing the scientific substance of the work. The authors express their gratitude to the informants for their valuable insights, and to the anonymous reviewers for their constructive feedback on an earlier version of this manuscript. The authors take full responsibility for the content and conclusions of this article.

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