



# Resistance of Work Culture to the Issue of Professionalism in Land Administration Services

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**Abstract.** The vast majority of the work culture in Indonesia is unproductive and has many ineffective human resources. Therefore, good management, professionalism, and productive work culture are needed to achieve the right direction and goals. However, it is not easy to change a deep-rooted mindset and culture, and transform it into employees with integrity, productivity, high performance and strong personalities. This study aims to analyse and identify the resistance of the work culture in dealing with the issues of professionalism in land administration services at the Baki District Offices, Sukoharjo Regency. The method used in this study is qualitative-descriptive with district officers and residents who use land administration services as the subject. The result of this study shows that there are complaints and dissatisfaction from the community who use the administrative services for making land deeds. One of the examples is when the administrative process results do not meet the defined time limit. In addition, lack of communication between residents and the officers becomes a hindrance factor to the administrative process. It is suggested that maintaining good communication between residents and office staff should be on top of a priority in order to achieve optimal public services.

**Keywords:** Work Culture · Professional Service · Communication

## 1 Introduction

Land use in Indonesia at the moment includes not only forest areas but 70.2 million ha of total land consisting of rice fields, dry fields, plantations, grazing fields, timber and fish ponds. With 11.3 million ha of abandoned land, only 58.9 million ha of effective agricultural land remain up until now. This reduced rice-field area is caused by land conversion with an average rate of 1.0–1.5% or 75–90 thousand ha per year, which is not balanced by the establishment of new rice fields. Moreover, 42% of irrigated rice fields are threatened with functional shifts as is the case in many regencies and cities all around Indonesia [1]. As a result of these numerous land conversions, communities need public services to manage land administration and other land-related affairs. The term

“public service” refers to an effort carried out by a person or group as well as a certain organization to provide assistance and convenience to the community to attain certain goals [2]. In providing and improving services in the land sector, it is regulated in *Pasal 14 ayat 1 huruf K Undang-Undang Nomor 12 Tahun 2008* about Regional Governments, in which mandatory affairs are the authority of regional governments in carrying out a district or city-scale affairs.

Aside from being a mandatory affair, the quality of public services is a crucial thing that cannot be compromised. In response to the growth of community needs and demands for responsive and efficient services, the government is required to be customer-oriented, which means putting the customer first. As a result, community satisfaction as a customer is the target of achieving goals by taking into consideration the basic needs of the community [2]. The part of the organization that plays a key role in achieving the expected goals is human resources. Human resources can create and enhance the organization’s competitive value [3].

In doing the work, human resources are influenced by the work culture in the organization. The work culture itself is a philosophy based on a vision of life as values that morph into habits, traits and impulsion, firmly entrenched in the life of the community or organization which then reflected from attitudes into beliefs, behaviours, goals, actions, and opinions that appear like work [4]. Work culture is a value that one believes in and becomes a habit in performing the work. This will appear consciously and unconsciously when working with other people [5].

This work culture will have a significant impact on humans resources performance itself. If the existed work culture is good, then public services given will be good as well. Nevertheless, if the work culture is poor, then the public services will be poor as well and it will harm the people as a customer.

However, the vast majority of the work culture in Indonesia is unproductive and has many ineffective human resources. Therefore, good management, professionalism, and productive work culture are needed to achieve the right direction and goals. But, in reality, it is not easy to change a deep-rooted mindset and culture, and transform it into employees with integrity, productivity, high performance and strong personalities. Whereas, citizens have the right to obtain good quality public services from the country. Furthermore, the citizens also have the right to get the protection of their rights, to have their voices heard, and to be respected for their preferences. So, citizens have the right to refuse, evaluate, and prosecute anyone who is politically responsible for the provision of public services [6].

This study aims to analyse and identify the resistance of the work culture in dealing with the issues of professionalism in land administration services at the Baki District Offices, Sukoharjo Regency. Because, basically, the expected work performance in an organization is influenced by many factors which include motivation, work ethic, work experience, work culture, work discipline, and work environmen [7]. This study is important to conduct since the community as customers need to be given excellent service; besides, the problem of professionalism of public services; especially, in this case the land administration needs to be improved so that the community is not harmed by inadequate services and in accordance with good work standards.

## 2 Methods

The type of research used in this study was qualitative research. It is an investigation process to understand social problems based on the creation of a complete holistic picture formed in words, reporting the views of informants in detail, and arranged in a scientific setting. Meanwhile, the type of approach used in this study was descriptive. Descriptive research is research that tries to explain the solution to the current problem based on data.

This sort of descriptive-qualitative research was used to gather information about the resistance of work culture in dealing with the issues of professionalism in land administration at the Baki District Office, Sukoharjo Regency.

### 2.1 Data Collecting

According to Burhan Bungin, the data collection method is what and how the data needed is collected so that the final results of the study can present reliable and valid information [8]. The data collection methods used in this study were as follows:

#### 1. Interview Method

Interview is a way to collect information that is conducted with questions and answers, carried out orally with one-sided face-to-face and with predetermined directions and goals. In this study, the interview was conducted in-depth and unstructured to the research subject with the guidelines which have been made. Furthermore, the interview technique was used to obtain information data regarding the resistance of work culture in dealing with the issues of professionalism in land administration services at the Baki District Office, Sukoharjo Regency with the legal subject of district staff and several population samples who used office services.

#### 2. Documentation method

According to Suharsimi Arikunto, the documentation method is an effort to find data in the form of notes, books, transcripts, newspapers, magazines, inscriptions, meeting minutes, agendas and so on [9]. Meanwhile, Hadari Nawawi stated that the study of documentation is a way of collecting data through written records, mainly in the form of archives and including books on opinions, and arguments related to investigation problems [10].

In this study, documentation was obtained from service visitor data and supporting information related to the problems studied by the author, either journals, books or other documents.

### 2.2 Analytical Analysis

Data analysis is an attempt to systematically search and organize notes, observations, interviews and others in order to increase the researcher's understanding regards to the case, which is studied and presented as findings to others. Meanwhile, in order to increase understanding, the analysis needs to be continued with efforts to find meaning [11].

The data analysis techniques used in this study were steps that were conducted sequentially, those were as follows:

- a. Data collection conducted by interview and documentation
- b. Reduction of data by summarizing, searching, creating groups with the aim of setting aside data that has no relationship with the research being conducted
- c. Data display is the presentation of data conducted in the form of narrative text
- d. Verification and confirmation of conclusions are interpretation activities or activities to find data that has been presented.

### 3 Result and Discussions

The resistance of work culture in dealing with the issues of professionalism in land administration services is a problem that needs to be studied more deeply since the current work culture still shows something that is not good. Poor work culture will affect the quality of services that are provided to the community.

The quality of service is basically influenced by several factors which are considered important by the community in using services. Furthermore, public dissatisfaction with the lack of clarity of service information is caused by the ability of the officers in explaining information to the public, which is not in accordance with community expectations [12]. The effect of service quality on community satisfaction shows that there are factors of service quality that are reliability, responsiveness, certainty, empathy and physical evidence either partially or simultaneously have a significant influence on community satisfaction. Punctuality is one of the important factors for customers. One of the things that influence public services the most is work culture.

Work culture has long been known by humans, but they have not realized that success is rooted in the values they have and behaviour, which becomes a habit. These values come from customs, religion, norms, and norms that become the beliefs of people or work organizations [10]. According Robbins, practical work culture contains several definitions of patterns of values, attitudes, behaviour, intentions, and results of work, including each instrument, work system, technology, and language used [13]. Work culture is a habit that is conducted repeatedly by employees in an organization, violations of this habit are not given strict sanctions, but organizational actors have morally agreed that these are habits that should be obeyed in the context of conducting work in order to achieve goals. Thus, good habits will have a good impact on public services while bad habits will have a bad influence, it even will affect professionalism in the provision of public services which, in this case, is land services According to Amnuhai, in order to improve good work culture, it will take years to change it. Therefore, it is necessary to make improvements starting with the attitude and behaviour of the leader followed by his subordinates (employees). Furthermore, the formation of a work culture begins with the level of awareness of the appointed official or leader where the magnitude of the relationship between the leader and his subordinates will determine a separate way of what is conducted in the work unit or organization. Work culture is a group of behavioural patterns inherent in all individuals in an organization. Building a culture means enhancing and maintaining the positive side and accustoming the process to certain behavioural patterns so that better forms can be created [14].

The following are the meanings of work culture values, according to Moekijjat [15]:

- a. **Discipline**  
Discipline is behaviour that is always based on the norms and regulations which run inside or outside the company. In addition, discipline is obedience to laws and regulations, traffic, working time, interaction with partners and so on
- b. **Openness**  
Openness is a readiness to give and receive correct information from and to fellow work partners for the benefit of the company
- c. **Mutual respect**  
Mutual respect is behaviour that shows respect for the individual, the duties and responsibilities of others as co-workers
- d. **Teamwork**  
Teamwork is a willingness to accept and contribute to someone and or to partners in achieving company goals and targets.

From the four indicators above, in this study, the author will make these four indicators a benchmark for conducting research. The author, in this study, conducted research at the Baki District Office, Sukoharjo Regency. It is a sub-district in Sukoharjo Regency, Central Java, consisting of 14 villages that are Bentakan Village, Bakipandeyan, Duwet, Gedongan, Gentan, Jetis Village, Kadilangu Village, Kudu Village, Mancasan Village, Menuran Village, Ngerombo Village, Purbayan Village, Siwal Village and Waru Village. In addition, the location determination is based on the land area in Sukoharjo Regency which can be shown in Table 1.

**Table 1.** Area by type of land use

Desa	Tanah Sawah	Tanah Tegal	Pekarangan	Hutan Rakyat	Lainnya	Jumlah
(1)	(2)	(3)	(4)	(5)	(6)	(7)
001 Ngrombo	68	0	44	0	14	126
002 Mancasan	158	0	90	0	28	276
003 Gedongan	81	0	44	0	4	129
004 Jetis	78	0	55	0	8	141
005 Bentakan	92	0	29	0	3	124
006 Kudu	146	0	57	0	16	219
007 Kadilangu	55	0	45	0	11	111
008 Bakipandeyan	68	0	40	0	4	112
009 Menuran	138	0	66	0	30	234
010 Duwet	87	0	29	0	7	123
011 Siwal	104	0	64	0	9	177
012 Waru	73	0	94	0	6	173

(continued)

**Table 1.** (continued)

Desa	Tanah Sawah	Tanah Tegal	Pekarangan	Hutan Rakyat	Lainnya	Jumlah
(1)	(2)	(3)	(4)	(5)	(6)	(7)
013 Gentan	17	0	118	0	3	138
014 Purbayan	34	0	79	0	1	114
<b>Jumlah</b>	<b>1199</b>	<b>0</b>	<b>854</b>	<b>0</b>	<b>144</b>	<b>2197</b>

Source: BPS Sukoharjo Regency [16]

From the data above, it shows that the land area in Baki district is very large, where there is also a lot of land which has changed its function from rice fields to housing or industry. These administrative need services to be served properly. The benefits of this land administration, are as follows:

- a. Certainty of land rights
- b. Certainty of the subject's rights
- c. Certainty of the object of rights
- d. Legal certainty

Land administration served at the district office is the process of buying and selling land, making land certificates and other administration which in this district only provides administration as an introduction to be submitted to the National Land Agency of Sukoharjo Regency. Basically, the flow of the land administration service process is quite simple which can be conducted in several steps, namely as follows:

- Receiving files from applicants
- Examining files from applicants
- Creating sales and purchase documents
- Calling the applicant to be asked for information and to sign the process of transferring rights for land sale and purchase transactions
- If there are no problems and it is agreed that there will be a transfer of rights, 2 witnesses and the district head as temporary PPAT are needed to sign and affix the temporary PPAT stamp.
- Sorting out duplicate BPN files, applicant 1 and 1 file which is used for archive
- Providing files to the applicant to register with the National Land Agency of Sukoharjo Regency
- Saving documents for archives.

From the workflow which is basically simple, the author conducted interviews on the staff of the Baki district in providing land administration services in Baki District, Sukoharjo Regency in providing performance appraisals. In this case, the author conducted a cross-assessment in which other employees who were not land service providers gave an assessment of the land service providers in the Baki district, the results of which are shown in Table 2.

**Table 2.** Work culture of the Baki District Office, Sukoharjo regency in providing land services

Rating	Indicator			
	Discipline	Openness	Mutual Respect	Teamwork
Good				
Sufficient			✓	
Deficient	✓	✓		✓

Source: author’s personal interview

From the data above, it can be seen that the level of discipline in land services in Sukoharjo Regency is still not good, as well as the level of openness and cooperation. For indicators of mutual respect, it is considered sufficient by other employees who are not land servants in the Baki district, Sukoharjo Regency.

Regarding the results of the data above, the author has conducted interviews with the head of Baki district, Roni Wicaksono, who in this case provides a statement that if the assessment or existing data is an interpretation of the services provided, basically there are still many things which still need to be enhanced in order to improve services to the community; especially, for land services. Moreover, old cultures from previous generations are still rooted in the governance system of the public services provided. For example, a discipline where there are still many employees who come too late even sometimes people who need service have to find out where they are; besides, regarding to openness sometimes the employees are still afraid to be honest with the community so they just want to quickly serve and promise something for example quickly finished but in reality, it still takes a long time to complete the administration. In addition, seniority cooperation is still present inservice delivery, new employees are diligent in working while old employees are more relaxed. However, mutual respect is still quite good among public servants rarely conflicts or problems that cause disruption of the public services provided.

Furthermore, according to Roni Wicaksono, this is basically a task that needs to be improved together since changing the work culture is something that is very difficult and takes a long time. He said that they will continue to strive to provide excellent, fast and efficient service so that people do not have to wait long to get service and they are satisfied with the services that have been provided.

According to the author, the work culture in Baki district, Sukoharjo Regency is still not good and this is justified by the head of Baki district, Mr Roni Wicaksono. Thus, the next step is to obtain data on the relationship between two variables that are work culture and professionalism. In order to provide public services to customers or to the community, the author will conduct interviews with 10 people who are users of land administration services in Baki District.

Before providing the data, it is necessary to first know what professionalism is. According to De George, professionalism is a person who has a full-time job or profession and lives from that work by relying on a high skill or it can be said that a professional is a person who lives by practising a certain skill or by being seen in a certain activity according to his expertise. Meanwhile, other people do the same thing as a hobby, for fun

**Table 3.** The professionalism of Land Administration Services in Baki District, Sukoharjo Regency

Indicator	Rating		
	Good	Sufficient	Deficient
Ability		✓	
Quality			✓
Facilities and Infrasrtructure	✓		
Human of Resources	✓		
Information Technology			✓
Reliability			✓

Source: author's personal interview

or to fill space. Therefore, from the statement above, it can be seen that professionalism is a character that is embodied in behaviour, a goal in conducting a profession that will provide the best results in conducting their work [17].

To assess professionalism, according to the theory of professionalism presented by Sondang Siagian, there are six indicators that can measure work professionalism that are ability, quality of facilities and infrastructure, number of human resources, information technology and reliability [18]. Therefore, the authors will use these six indicators as benchmarks in this study. The results of which can be identified in Table 3.

Indicators there are 3 indicators which are not good that are quality, information technology and reliability in providing services. Meanwhile, a good assessment category is in facilities and infrastructure, and for an adequate assessment, a category is the ability assessment. Thus, it can be seen that the average professional assessment of land administration services in Baki District, Sukoharjo Regency is still not good.

Related to the data above, the author has conducted interviews with several users of land services in the Waru district, namely on behalf of Eko Nugroho. he conveyed that the services provided were still very long and convoluted; besides, the information provided was still unclear so that as a user of the service had to go back and forth several times due to unclear information provided. Despite a large number of employees, the services given take a quite long time to complete. Employees seem to be more relaxed than working. It happened due to the fact that there is only one counter dedicated to land services, which has two staff. In theory, with such a large workforce, this service lag should be effortlessly solved by adding a new counter. This, however, is not possible since the land service requires specialized skills, which not all employees have. In fact, people can check the status of the administrative service process online using a receipt issued by the Sukoharjo Regency Land Agency, the evidence after it is released will be given to the Baki district staff in the Land Administration Service section to be submitted to the public. However, In fact, the evidence of the receipt has never been submitted to the community directly so they often ask about the extent of the land administration process. In addition, the administrative process is not appropriate where there has been

a specified time limit but the land certificate has not yet been created; besides, there is a change in the schedule so that it is not informed to us as users of the service [19].

From the information above, there are many complaints from the community related to the services provided, where these complaints make the level of professionalism of land services in Baki District, Sukoharjo Regency still not good. Since basically, the characteristics of a good professional are the perfection of results, sincerity and precision in work, diligence and fortitude, high integrity and unanimity of mind and action. Professionalism means different things to different people. Moreover, professionalism needs to improve from being conceptualized as an innate character trait or virtue to sophisticated competencies which can and should be taught and perfected through lifelong practice. Furthermore, professional behaviour is strongly influenced by the organizational context and environment of contemporary medical practice, and these external forces need to be used to support professionalism in practice [20].

Therefore, in this study, it can be seen that the work culture needs to be improved for the work culture in Baki District, Sukoharjo Regency, according to Reni Rosari, cultural change can be initiated by the leader, in this case, the district head, to instil and strengthen several aspects of culture through a mechanism as follows [21]:

a. Focus attention

Related to the focus of attention, the managers who in this study are the head of district can communicate various values, priorities and concerns to several choices regarding what to criticize, appreciate value, ask and support. Furthermore, according to the author, in this case, the role of the leader is very important in supervising and providing direction to his subordinates (employees) because with the existence of leader which is critical, caring and nurturing so that his subordinates (employees) will perform well. In addition, the leader should make a good control system, which when the boss (leader) is not in the office, the performance of his subordinates (employees) remains the same as when he was there. This system is needed since so far the service tends to be relaxed when the leader is not around.

The provision of input directions and examples should always be emphasized in every service improvement provided. Leaders can provide assessment indicators for each employee so that their performance can always be monitored properly.

b. Reaction to crisis

Leaders (bosses) when facing a cultural crisis, significant actions can be taken to inculcate cultural values, due to the emotional state involved in increasing the learning potential of various assumptions and values. These leaders are very important to instil the values of a work culture that has high professionalism since the leader is an example and a guide for their subordinates to start changing unprofessional cultures.

c. Role modelling

Leaders can communicate some values through their own activities; especially, actions that show self-sacrifice, loyalty, service beyond their duties. Therefore, the values which are offered to their subordinates (employees) become knowledge and can be practised in creating a professional work culture.

d. Reward allocation

Leaders in conducting their duties and giving appreciation to their subordinates (employees) can allocate rewards; such as promotions or awards to employees who

conduct work professionally. Thus, employees will try to provide the best possible service so that their careers can be promoted or get an award for the work which has been conducted. It will be a stimulus to change a healthy competitive culture among employees in which this competition is in a positive direction to provide a very professional service.

e. Selection criteria

The superior's commitment to executing recruitment and selection activities in accordance with established procedures and criteria will communicate the leader's values. This selection is very important in order to obtain employees who have a high level of integrity towards their work. With the selection of employees in accordance with good standards, these employees can become agents of change to change the culture which has been rooted in the organization which in this case is the Baki district, Sukoharjo district.

From the description above, it can be seen that the role of leadership in conducting tasks and running the organization is very important. In addition, leaders are examples, determiners of direction and agents of change. Therefore, the role of the head of the district to change the work culture to become professional is very necessary. Hence, changing the work culture can be stated to be influenced by several things, namely as follows [22]:

- a. Cultural change should start from the topmost hierarchy that is in this study is the head of the district. A positive role model will determine the success of the change process conducted.
- b. Reward and punishment system, in order to accelerate the work culture of employees, a reward system should be provided to encourage the acceptance and implementation of the new values which have been instilled.
- c. Implementation of socialization, socialization is needed to instil new values. Socialization needs to be conducted continuously to erode the current cultural climate.
- d. Unity of all members. All employees in the organization can be mobilized to influence cultural change. It can be conducted by using employee participation and creating a climate for mutual trust, cooperation, openness and discipline in conducting their work.
- e. Promotion and demotion, this mechanism needs to be implemented for job rotation. It is used to weaken sub-cultures. Promotion and selection of employees have personal characteristics in accordance with the new cultural values.
- f. The formalization of new cultural values. Replacement of various norms which have not been written so far by being replaced with formal rules or regulations which are conducted in an orderly and well-supervised manner.

The steps for changing culture according to Uyung Sulaksana have three stages that were as follows [23]:

a. Defrost

This level is an action that is conducted to weaken the work culture which shapes current behaviour. The actions which can be conducted at this stage are team formation, preparation of a work program accompanied by the concept of change, problem analysis and selection of alternative corrective actions. This activity is conducted so that all relevant parties feel sure that a change is needed.

b. Displacement

This stage is an effort to follow up on the results of the defrost step. Activities conducted include the delivery of new concepts and the reasons for the importance of changes. This activity has the aim of ensuring that those involved in its implementation do not return to the old culture.

c. Stabilization or freezing

This stage is an effort to establish stability within the organization with the new work culture and maintained the old work culture. The actions which can be implemented are the process of socializing a new work culture, creating new values or norms, monitoring changes and efforts to make changes and managing change through training. This action has a target which is the use of support mechanisms that can strengthen the new way of working.

From the description above, according to the author, the steps to change culture can simply be conducted with several points that are as follows:

- Diagnosing the weaknesses of the current work culture
- Establishing a new strategy
- Establishing new norms and values in accordance with the vision, mission and goals of the organization or institution
- Identifying the expected cultural gaps, or identifying the extent to which the vision, mission and goals of the organization or institution
- Seeking solutions when there is a cultural gap
- Monitoring changes and efforts to change to new changes
- Setting the pace of change through training
- Monitoring the process of changing organizational culture.
- Using support mechanisms that can reinforce the new work culture.

Thus, from this study, it can be concluded that work culture is a set of behavioural patterns which are inherent in each individual in an organization as a whole. Furthermore, building a culture means maintaining and increasing the positive sides and trying to get used to certain behaviour patterns so that better work culture is formed. Thus, if the culture in Baki district, Sukoharjo Regency is not good, it will be difficult to improve the professionalism and work performance of employees in Baki district.

Community satisfaction is strongly influenced by how the officers or officers act in providing services. Therefore, the service apparatus for land administration should pay attention to the dimensions that are timeliness of service, the accuracy of service,

politeness and friendliness of service, responsibility, completeness related to the scope of service. And availability of facilities, ease of obtaining services, variety of service models, personal service, comfort, and other supporting attributes to create satisfaction for customers and create a new professional work culture.

Since public service is something that is easiest to judge by someone, public services are services that are directly related to the community or customers. Therefore, if an unprofessional work culture is still maintained, the image of the public bureaucracy in the eyes of the community will continue to be bad. Thus, a fundamental improvement is necessary in order to create a new work culture which is more professional, in this study is the work culture in land administration services.

## 4 Conclusions

Based on the results of the discussion as described above, it can be seen that the work culture in the Baki district, Sukoharjo Regency in providing services to land administration is still not good, which is assessed from the aspect of discipline, cooperation, openness and mutual respect. With this unfavorable work culture, it has an influence on the professional level of land public services, which from assessments with indicators of capability, quality of facilities and infrastructure, number of human resources, information technology and reliability are still not good. Thus, this study shows complaints and dissatisfaction from people who use administrative services for making land deeds. Furthermore, one example is that when the results for the administrative process do not match the specified time limit. In addition, the lack of communication between residents and office employees is a factor which interferes with the administrative process. It is suggested that maintaining good communication between residents and office staff should be on top of a priority for optimal public services. The leader provides an example of a good work culture, rewards and punishments, good employee recruitment and the socialization of a new work culture.

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