



Work Culture of Nagari Government Officials in Improving Public Services at the Kapa Nagari Office

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ABSTRACT

This study aims to analyze the work culture of nagari government officials in improving public services, identify the constraints they face, and explain improvement efforts at the Kapa Nagari Office, Luhak Nan Duo District, Pasaman Barat Regency. The study uses a descriptive qualitative approach, with informants purposively selected from the Nagari Head, Nagari Secretary, section heads, jorong heads, Bamus, and community members who use public services. Data were collected through interviews, participant observation, and documentation and were analyzed through data collection, condensation, display, and verification. The findings show that the work culture has not yet been fully optimized in terms of professionalism, accountability, synergy, transparency, and innovation. The main constraints include uneven staff competence and initiative, manual administration, inconsistent coordination, service information that does not reach all residents, limited technology, and inadequate facilities and infrastructure. Improvement efforts are directed toward training, stronger work commitment, administrative reform, better coordination, greater information openness, and the gradual digitalization of public services.

1. Introduction

Government administration in Indonesia follows the principle of decentralization, which gives regional governments room to regulate and manage governmental affairs under the principles of autonomy and co-administration. This foundation is reflected in Article 18 of the 1945 Constitution, which positions regional government as an important component in the delivery of services to the public. In the context of West Sumatra, the nagari is distinctive because it functions not only as a local government unit but also as an institution with strong social and customary roots. Policies to strengthen nagari government after the Reform era reaffirmed the nagari as a government unit close to the community, with a direct role in service delivery,

development, and the administration of local interests (Siagian et al., 2023).

Nagari government is essentially responsible for regulating and managing community interests and administering governmental affairs at the local level. Because the nagari institution is close to the community, service quality is strongly influenced by the work behavior of officials who perform daily tasks. Services at the nagari office involve not only the processing of correspondence but also population administration, social services, information dissemination, coordination with jorong, and various other administrative needs. Because most interactions between residents and government occur through direct services,

officials' work patterns strongly shape public perceptions of the quality of government.

Work culture is an important element in government organizations because it connects organizational values with actual work habits. A strong work culture encourages officials to perform their duties with discipline, responsibility, openness, cooperation, and an orientation toward completing services. Conversely, bureaucratic work patterns that are complicated, slow to respond to community needs, resistant to innovation, and accustomed to waiting for instructions can make services less effective. Awareness of the importance of changing work culture also underlies government guidelines for developing the work culture of state officials (Ministry of Administrative and Bureaucratic Reform, 2013).

Nagari Kapa is located in Luhak Nan Duo District, Pasaman Barat Regency, West Sumatra Province. Administratively, Nagari Kapa consists of several jorong and occupies a strategic position because it is crossed by a connecting route between districts. Based on the data used in the undergraduate thesis, the population of Nagari Kapa is approximately 12,349 people distributed across six jorong. Community livelihoods are diverse, with agriculture, trade, plantations, services, and government employment forming important parts of the local economy. These conditions position the Kapa Nagari Office as a center for administrative services needed by a population with varied social and economic characteristics.

The findings show that Nagari Kapa officials have sought to provide services to the community, but implementation has not yet been fully optimal. Some officials still do not fully understand their principal duties and functions, services are not always completed on time, and errors in document processing sometimes require residents to return to the office. Recording, reporting, documentation, and filing systems are also still largely manual. These conditions make document retrieval more time-consuming and demonstrate the need to strengthen professionalism and accountability in officials' work culture.

In addition to problems of professionalism and administration, the study

found that coordination and cooperation among officials are not yet evenly established. Coordination meetings are held, but information is sometimes delivered late to jorong or residents. Service transparency also does not yet reach the entire community; some residents still do not clearly understand service requirements, procedures, timelines, and workflows. As a result, some residents must return to the nagari office because their documents are incomplete. At the same time, service innovation remains limited because most processes are still conducted manually and are not yet supported by adequate technological equipment.

These conditions reveal a gap between expected standards of work behavior and everyday service practices. This study is important because work culture affects not only officials' internal performance but also the speed, accuracy, openness, certainty, and convenience of services received by the public. Previous studies show that work culture is associated with village officials' performance, while research in another nagari indicates that SOP socialization, training, and publication do not always result in optimal implementation of work culture (Sugiarti et al., 2015; Aldama & Frinaldi, 2022). The present study at Nagari Kapa deepens this issue through five indicators of work culture: professionalism, accountability, synergy, transparency, and innovation.

Accordingly, this study aims to analyze the work culture of nagari government officials in improving services at the Kapa Nagari Office, identify constraints affecting the implementation of work culture, and explain efforts that can be undertaken to address those constraints. This focus is expected to provide a comprehensive picture of the relationships among officials' behavior, administrative systems, organizational coordination, information openness, technology use, and the quality of public services at the nagari level.

2. Literature Review

Work culture is rooted in the values and habits that develop within an organization. Widagdho (2004) explains culture as the product of human creativity, intention, and feeling that develops into habitual patterns of life. When the concept of culture is linked to the quality of work,

it becomes a set of values and habits that influences how individuals perform their jobs. In government organizations, work culture is reflected in recurring behavioral patterns, the ways officials complete their work, how they interact with colleagues, and how they respond to community needs.

Nawawi views work culture as habits repeatedly practiced by employees within an organization and morally accepted as practices that should be followed so that work can achieve organizational goals. Prasetya likewise emphasizes work culture as a philosophy derived from views of life, values, habits, beliefs, and actions that are then reflected in work activities. Ndraha (2005), meanwhile, defines work culture as the values, attitudes, habits, and work behaviors that develop within government organizations. These definitions indicate that work culture is not merely a formal document or rule, but rather a pattern of concrete actions that shapes the quality of officials' performance.

In the context of government officials, Minister of Administrative and Bureaucratic Reform Regulation No. 39 of 2012 emphasizes the need to develop a work culture that produces professional officials who are oriented toward public service. This study uses five indicators referenced in the underlying thesis: professionalism, accountability, synergy, transparency, and innovation. These five indicators are understood as an integrated whole because service quality cannot be built through individual capability alone. Competence must be supported by responsibility, coordination, information openness, and the ability to introduce improvements.

Professionalism requires officials to work in accordance with their competence, professional ethics, and established procedures. Officials are expected to possess the knowledge, skills, accuracy, discipline, and work attitudes needed to provide fast and precise services. Professionalism also concerns the ability to complete tasks independently without excessive dependence on particular employees. In nagari administrative services, professionalism can be observed through officials' understanding of their principal duties and functions, accuracy in preparing documents, responsiveness to

residents' needs, and consistency in following procedures.

Accountability emphasizes responsibility for decisions, actions, processes, and work outcomes. In public organizations, accountability means not only that reports are available but also that the organization can explain how services are delivered and how documents or data can be traced. Recording and filing systems are important because poorly documented services can create uncertainty, errors, and difficulties in evaluation. Accountability is therefore closely related to orderly administration and oversight mechanisms.

Synergy concerns officials' ability to work collaboratively with other units and stakeholders. In nagari government, synergy encompasses relationships among the Nagari Head, secretariat, section heads, administrative heads, jorong heads, Bamus, and community representatives. Formal coordination through meetings needs to be complemented by daily work communication so that information does not stop at the meeting forum. Strong synergy allows personnel to support one another, reduces dependence on particular individuals, and accelerates service completion.

Transparency refers to information openness that enables the public to understand service requirements, procedures, timelines, costs, outputs, and mechanisms. Law No. 25 of 2009 on Public Services recognizes clarity in service processes as an important component of citizens' rights. Service standard guidelines also emphasize components such as requirements, systems and procedures, completion times, costs or fees, service products, complaint handling, staff competence, facilities and infrastructure, supervision, and evaluation (Minister of Administrative and Bureaucratic Reform Regulation No. 15 of 2014). Open information reduces uncertainty and helps prevent repeat visits caused by insufficient information.

Innovation emphasizes officials' ability to renew work methods so that services become more effective and responsive to changing community needs. Innovation does not necessarily require complex systems. In a nagari office, innovation may begin with digital filing,

computer-based data recording, simplified service forms, information dissemination through social media, and better workflow organization. However, innovation requires adequate facilities, officials' capacity to use technology, leadership commitment, and sufficient budget support.

Public service essentially consists of government activities intended to meet community needs for goods, services, and administrative services. Dwiyanto (2015) places public service at the core of what government does, while Putra (2012) emphasizes the importance of governance oriented toward citizens' needs. Service principles require simplicity, clarity, certainty of time, accuracy, responsibility, ease of access, discipline, courtesy, security, and comfort (Sujardi, 2012). From this perspective, officials' work culture is an internal factor determining whether service standards can be applied consistently.

As a customary law community unit in West Sumatra, the nagari also performs local government functions. Its position as a frontline service unit means that the behavior of nagari officials has direct consequences for residents. Mirsa et al. (2021) show that nagari have distinctive institutional characteristics and social spaces. Service management in nagari therefore needs to account for both local government structures and patterns of social relations within the community. This distinguishes the nagari service context from larger and more centralized service organizations.

Previous research provides a basis for comparison. Sugiarti et al. (2015) found that work culture and work motivation have a positive effect on village officials' performance. This finding shows that work behavior and motivation are related to officials' ability to provide services. Aldama and Frinaldi (2022) examined work culture in improving public service quality at the Padang Lua Nagari Office and found that SOP socialization, training, and publication had been carried out, but implementation was not yet optimal. Together, these studies reinforce the argument that work culture should be assessed not merely by the existence of policies but by the consistency of their implementation.

The Nagari Kapa study is distinctive in analyzing five work-culture indicators simultaneously while also tracing the constraints and improvement efforts associated with them. This framework makes it possible to examine relationships among officials' capabilities, administrative order, coordination, information openness, and innovation. The theoretical review therefore serves not only as a basis for assessing officials' conditions but also for explaining why weakness in one indicator may affect other indicators and ultimately determine the quality of services received by the public.

3. Methods

This study uses a descriptive qualitative approach. The approach was selected because the research seeks to understand and describe officials' work-culture practices and service delivery as they occur at the Kapa Nagari Office. Descriptive research is intended to portray the condition of an object based on the facts identified, whereas a qualitative approach produces data in the form of descriptions, experiences, opinions, and informants' behavior (Nawawi, 2012; Moleong, 2007). Accordingly, the study does not focus on testing statistical relationships but on developing an in-depth understanding of organizational and service conditions.

The study was conducted in Nagari Kapa, Luhak Nan Duo District, Pasaman Barat Regency. The site was selected because Nagari Kapa is a local government unit that provides direct services to the community. Informants were selected purposively on the basis of their knowledge, experience, and direct involvement in service delivery. Informants included the Nagari Head, Nagari Secretary, Head of the Welfare Section, Head of the Service Section, jorong heads, the Chair of Bamus, and community members who used the services. This composition provided information from policy makers, administrative implementers, territorial intermediaries, oversight actors, and service recipients.

Data sources consisted of primary and secondary data. Primary data were obtained through interviews and observations of service implementation, while secondary data came from files, documents, administrative records,

the nagari profile, and other relevant materials. Data collection techniques included interviews guided by a question protocol, participant observation, and document review. Interviews were used to explore informants' experiences and assessments of professionalism, accountability, synergy, transparency, innovation, constraints, and improvement efforts. Observation was used to examine work practices, while documentation helped verify the administrative and institutional context.

Data were analyzed qualitatively using an interactive model. The analytical process included data collection, data condensation, data display, and continuous conclusion drawing or verification (Miles et al., 2014). Interview, observation, and documentary data were selected in accordance with the research focus, grouped by work-culture indicator, and then compared across sources. Findings were presented through narratives and summary tables so that patterns of relationships among indicators could be identified. Verification was conducted by comparing information from officials, Bamus, jorong heads, and community members so that conclusions did not depend on a single type of informant.

To maintain alignment between the data and the research objectives, the analysis focused on three groups of questions: the condition of officials' work culture based on the five indicators, constraints that hinder service improvement, and efforts undertaken or needed to address those constraints. This focus enables field data to be read systematically and provides an explanation not only of what occurs but also of the factors that influence it and the direction of improvement.

4. Result

Research Context

Nagari Kapa consists of six jorong and has a population of approximately 12,349 people based on the profile data used in the study. The Kapa Nagari Office provides administrative services to the public with the support of nagari officials, including the Nagari Head, secretariat, administrative heads, section heads, and jorong heads. The size and diversity of the population and its service needs require officials to manage

documents, information, communication, and coordination in an orderly manner. The study found that services continue to operate, but the work system still faces problems involving uneven competence, documentation, communication, access to information, and technological support.

Overall, officials' work culture cannot be characterized as poor because positive practices are already present, including task division, reporting, coordination meetings, information dissemination through social media and jorong heads, and evaluation efforts. However, the five indicators show different levels of maturity. Professionalism is still affected by variations in competence and accuracy; accountability is not yet supported by a digital administrative system; synergy benefits from coordination forums but operational communication remains uneven; transparency is practiced but does not yet reach all residents; and innovation is the least developed aspect because many services are still conducted manually.

Professionalism

Nagari Kapa officials carry out duties according to their functions and responsibilities, but professionalism has not yet been fully optimized, particularly in terms of competence, speed, responsiveness, and service quality. Interviews indicate that officials do not all understand their principal duties and functions to the same degree. As a result, some work still depends on particular officials who are considered more capable. This dependence reduces service flexibility when the employee who masters a particular task is not present.

Professionalism problems are also visible in work patterns that tend to be routine and are not always accompanied by initiative to improve service processes. Several informants considered some officials insufficiently responsive and, under certain conditions, not fully consistent in following service procedures. For residents, professionalism is assessed primarily through timeliness and the accuracy of results. One service user described receiving a completed letter that contained a writing error and therefore having to return to the nagari office for correction. This experience illustrates how a

simple administrative error can increase the time and effort costs borne by citizens.

These findings show that professionalism is not merely a matter of officials being present but of completing work correctly the first time. Competence needs to be more evenly distributed so that services do not depend on particular individuals. Accuracy is equally important because administrative services produce documents used directly by the public. Overall, professionalism is functioning reasonably well, but stronger understanding of duties, discipline, responsiveness, accuracy, and the ability to use modern work tools are still needed.

Accountability

Accountability is evident in the division of responsibilities, reporting, evaluation, and supervision by leadership and Bamus. Officials seek to account for each service process, but recording, reporting, documentation, and filing systems remain largely manual. The Nagari Secretary explained that the manual system makes data retrieval, document storage, and report preparation more time-consuming. This does not mean that services lack accountability, but it does show that the systems supporting accountability are not yet efficient.

Manual administration produces several consequences. Documents that are not digitally organized are more difficult to trace, duplicate recording may occur, and retrieving older data takes longer. A less structured system also complicates performance evaluation because work measures are not always documented consistently. In service practice, these weaknesses can appear as uncertainty about a document's location, completion time, or the need for residents to provide the same information on different occasions.

Supervision by Bamus and leadership is an important institutional asset, but not all improvement recommendations can be implemented because of limitations in nagari finances. Accountability is therefore determined not only by officials' willingness to accept responsibility but also by the quality of administrative systems, the availability of facilities, and the consistency of supervision. Strengthening accountability requires a shift

from predominantly formal responsibility toward a work system that is orderly, documented, traceable, and evaluable.

Synergy

Synergy among officials has been developed through coordination and regular meetings. Informants stated that coordination meetings are held to discuss service problems, evaluate work, and communicate the constraints encountered. The existence of these forums shows that the organization has a formal mechanism for integrating information. However, the findings indicate that communication is not always evenly maintained in day-to-day work, meaning that coordination has not yet consistently produced effective cooperation.

Jorong heads explained that information from the nagari office is generally conveyed to their areas, but some jorong occasionally receive it later than others. These delays then affect the dissemination of information to the community. This shows that synergy concerns not only relationships among employees within the office but also the flow of information between the nagari office and territorial units. In an organization that provides direct services, delayed information can cause residents to arrive with differing understandings of service requirements or activities.

Synergy is also related to officials' capacity to assist one another when workloads increase or when a particular staff member is unavailable. If work knowledge is held by only a few people, formal coordination does not automatically create strong collaboration. The findings therefore indicate that synergy already has a foundation in meetings and communication, but still requires clearer task division, faster information exchange, and stronger habits of mutual support in completing services.

Transparency

Service transparency has been pursued through the nagari's social media and through information conveyed by jorong heads. The nagari government has sought to make information on services and local policies available to the public. Informants also stated

that services are provided without fees. This is a positive practice because residents have channels for obtaining information beyond visiting the nagari office directly.

However, information openness has not yet reached all community members evenly. Some residents still do not fully understand service requirements, procedures, timelines, and workflows. One resident explained that incomplete documents required a return home to obtain the requested requirements before service could continue. This situation indicates that available information is not always received by residents before they come to the nagari office.

The findings show that transparency requires more than the existence of social media. Information needs to be presented consistently through multiple channels, including notice boards, requirement lists, service-flow information, completion times, and direct explanations from officials and jorong heads. Effective transparency can reduce repeated questions, minimize repeat visits, and provide greater certainty about the process residents must follow.

Innovation

Innovation is the aspect of work culture most in need of strengthening. Services at the Kapa Nagari Office still rely heavily on manual methods for recording, document preparation, data storage, and filing. Some officials use

computers for particular tasks, but their use has not yet developed into an integrated service system. Limited availability of laptops or computers was one of the constraints identified by informants.

Barriers to innovation do not arise from facilities alone. Not all officials are accustomed to using technology in service delivery, so changing the work system requires skills development and assistance. Officials who are more comfortable with manual methods tend to maintain established work patterns. At the same time, developing a digital system requires budget support for equipment, training, maintenance, and document management. Innovation is therefore an issue that encompasses human resources, technology, organization, and financing.

Although innovation is not yet optimal, the study found an awareness of the need for renewal. The nagari government views technology as a means of accelerating recording, storage, data retrieval, and service delivery. The required innovation does not need to begin with a complex application. Initial steps can include digitalizing archives, standardizing document formats, creating electronic requirement lists, organizing structured data storage, and using accessible information channels. These gradual measures can provide a foundation for broader service transformation.

Table 2. Summary of Research Findings

No.	Indicator	Main Finding
1	Professionalism	Competence, responsiveness, discipline, and accuracy remain uneven; service delays and document errors still occur.
2	Accountability	Reporting and supervision are in place, but recording, documentation, and filing remain predominantly manual.
3	Synergy	Coordination meetings are held, but operational communication and information delivery to jorong are not always consistent.
4	Transparency	Information is disseminated through social media and jorong heads, but service requirements and workflows are not yet known by all residents.
5	Innovation	Digitalization remains limited because of constraints in equipment, technological capability, budget, and supporting systems.

Source: primary data and research findings.

Constraints and Improvement Efforts

Constraints on work culture at the Kapa Nagari Office are interconnected. Limited competence among some officials affects their ability to work independently and take initiative. When capabilities are uneven, work tends to depend on particular employees and services become less flexible. Motivation and initiative are also not equally strong among all officials, meaning that some work is still performed as routine activity rather than being directed toward continuous process improvement.

Another constraint is the weakness of accountability and administrative systems. Manual systems make documentation more difficult to trace and increase the risk of errors. Weak coordination and synergy mean that information does not always flow quickly, while transparency remains suboptimal because service information has not reached the entire

community. Limited innovation is reinforced by inadequate facilities and infrastructure, particularly computer equipment and support for digital systems. Budget constraints also affect the nagari government's ability to follow up recommendations, provide facilities, and conduct training.

Efforts to address these constraints include improving competence through training, technical guidance, and coaching; strengthening discipline and commitment through an integrity pact; reorganizing administration and developing digital filing; strengthening coordination and communication among officials; providing service-information media; and introducing technology gradually. The nagari government also views budget support as an important requirement for the sustainable implementation of training, facility provision, and service-system development.

Table 3. Main Constraints and Proposed Improvement

Area	Constraint	Improvement Direction
Human resources	Competence, motivation, initiative, and accuracy remain uneven.	Training, technical guidance, coaching, evaluation, and an integrity pact.
Administration	Recording, reporting, and filing remain manual.	Document organization, standardized recording, and administrative digitalization.
Coordination	Communication and information dissemination are inconsistent.	Regular meetings, clear task division, direct communication, and rapid information exchange.
Information	Requirements, procedures, timelines, and workflows are not understood by all residents.	Information boards, social media, jorong heads, and standardized service explanations.
Technology	Equipment and technology-use capabilities remain limited.	Provision of facilities, skills development, and gradual implementation of innovation.

Source: research findings.

Detailed Analysis of Constraints

Uneven competence and professionalism are the most fundamental

constraints because they affect officials' ability to complete services independently. The findings show that some officials still require direction

when carrying out their duties, particularly for certain administrative tasks. This condition makes service speed dependent on the availability of personnel who understand the work better. In a service organization, such dependence increases the risk of delays and creates an uneven distribution of workload. Competence development is therefore needed not only in administrative knowledge but also in understanding service flows, resolving simple problems, using work tools, and maintaining document accuracy.

Professionalism is also influenced by motivation and initiative. The study identified a tendency among some officials to wait for direction because they are concerned about making the wrong decision. This pattern indicates that compliance with superiors is not always balanced by independence within the scope of delegated authority. In services that deal directly with the public, simple decisions often need to be made quickly. If every action must wait for instructions, service time becomes longer. Coaching should clarify the boundaries of authority so that officials understand which decisions they can make independently and when they need to consult leadership. In this way, initiative can be strengthened without disregarding the organizational hierarchy.

Accountability constraints are most visible in recording and filing. Manual systems store documents in physical form and make retrieval of older data time-consuming. When information is needed to prepare reports or trace the history of a service, officials must search physical archives. Such a system may function when service volume is small, but it becomes increasingly inefficient as the number of documents grows. In addition to the time required, manual archives are vulnerable to damage, misplacement, and inconsistent organization. Orderly administration should therefore be understood as part of service delivery rather than as an additional task performed after the service is completed.

Weak accountability is also related to performance evaluation. When recording is not standardized, the organization has difficulty obtaining data on the number of services provided, types of errors, completion times, or

recurring complaints. Without such data, evaluation tends to remain general and cannot clearly identify the stages of the process that need improvement. The study found that supervision by Bamus and leadership already exists, but some recommendations have not yet been implemented. This indicates the need to connect supervision with realistic follow-up plans, including distinguishing improvements that can be made at low cost from those requiring additional budget support.

Coordination among officials faces problems of communication consistency. Monthly coordination meetings provide a forum for evaluation and discussion, but service needs occur every day. Information about documents, activities, or procedural changes needs to be transmitted quickly to all officials and jorong heads. When communication is delayed, residents in particular areas may receive different information or arrive at the office without complete requirements. Synergy therefore requires a simple but routine operational communication mechanism, such as service-information updates, clear assignment of responsibilities, and confirmation that information has been received by territorial units.

Transparency is challenged by differences in how community members access information. Social media helps disseminate information, but not all residents actively use it. Communication through jorong heads is effective because of their proximity to the community, but it depends on the speed with which information is distributed. The findings show that some residents still do not know the requirements, procedures, timelines, and service flows. This reinforces the need to combine online and offline media. The same information should be available at the nagari office, on social media, and through jorong heads so that residents receive consistent information from multiple channels.

Limited innovation results from several overlapping constraints. Inadequate equipment narrows the options for technology use, while uneven technological skills reduce officials' readiness to change work methods. Budget limitations then slow the provision of facilities

and training. Under these conditions, innovation should begin on a manageable scale. Digital filing, standardized letter formats, uniform file naming, and service recording through simple spreadsheets can provide an initial stage before the nagari government develops a more complex service system.

Improvement Actions and Implementation Priorities

Competence development should be targeted to the requirements of specific jobs. Training should not be entirely general but can be differentiated across administrative capability, community service, filing, communication, and technology use. On-the-job assistance is also important because some skills are more easily learned through direct practice. Officials who have mastered a process can transfer knowledge to colleagues so that capability is not concentrated in one person. Post-training evaluation should examine tangible changes in speed, accuracy, and work independence.

Strengthening professionalism also requires building commitment. The planned integrity pact identified in the study can serve as a reminder of responsibility, but it will be more effective when accompanied by work targets and periodic evaluation. Officials need to understand the service standards to be achieved, the errors to avoid, and each person's responsibilities within the service flow. Leaders can then provide feedback based on task implementation. This approach prevents commitment from ending as a document and instead translates it into observable work habits.

Administrative improvement can proceed along two tracks at the same time. First, physical archives can be organized through consistent classification, coding, and storage. Second, digital archives can be developed gradually by creating electronic copies of important documents. Digitalization can begin with the most frequently used services so that benefits are quickly visible. Systematically stored data will facilitate retrieval, reduce repeated work, and support report preparation. A subsequent stage can include recording completion times and service types as a basis for performance evaluation.

Coordination can be strengthened through more integrated task allocation and clear communication mechanisms. Each official should know who is responsible for a particular stage, who provides backup when an assigned officer is unavailable, and how problems are escalated to leadership. Jorong heads also need to receive consistent service-information updates because they are important links to the community. Strong coordination will accelerate information flows, reduce repeated work, and create services that do not depend on one individual.

Service transparency can be improved by preparing standardized information that is easy to read. Lists of requirements, service flows, completion times, and costs should be displayed at easily visible points in the nagari office and disseminated through information channels used by the community. The study found that services had been communicated as free of charge, and this positive practice should be maintained together with openness about other service elements. Simple, consistent, and accessible information will help residents prepare their documents before coming to the office and reduce repeated questions.

Innovation development should be structured as a gradual process that reflects available budget capacity. Initial priorities are equipment that directly supports administrative work, improvement of officials' skills, and digital filing. Once the basic system is functioning, the nagari government can expand the use of technology for information dissemination or service recording. Each innovation should be evaluated according to its contribution to speed, accuracy, ease of access, and accountability. In this way, innovation is not treated merely as a technology project but as part of building a more effective work culture.

5. Discussion

The findings show that the work culture of Nagari Kapa officials has not yet been fully institutionalized as a consistent organizational work pattern. The existence of task division, coordination meetings, reports, and information media shows that formal elements of service delivery are already available. However, work culture can be considered strong only when the

values of professionalism, responsibility, cooperation, openness, and renewal are applied consistently in everyday work. This perspective is consistent with Ndraha (2005), who views work culture as values and habits reflected in actual behavior rather than merely in formal rules.

In terms of professionalism, the main issue is the uneven distribution of competence. Officials who understand their duties well can keep services running, but dependence on particular individuals indicates that work knowledge has not yet fully become an organizational capability. In the public-service context, competence should be reproducible through knowledge sharing, training, work standards, and mentoring. The finding of errors in letter preparation also shows that professionalism must include accuracy. A service that is completed but incorrect still imposes an additional burden on citizens and reduces service efficiency.

These findings support Sugiarti et al. (2015), who identify work culture and motivation as factors associated with officials' performance. In Nagari Kapa, motivation and initiative are important because officials who are oriented only toward routine tasks are less likely to improve processes. Coaching, training, and an integrity pact are therefore relevant because work culture requires a combination of capability and commitment. However, stronger commitment needs to be accompanied by a consistent evaluation system so that responsibility does not remain merely a formal statement.

Accountability in Nagari Kapa reveals a distinction between the existence of responsibility and the quality of the accountability system. Reporting, evaluation, and supervision are conducted, but manual administration limits the speed of document tracing and the consistency of recording. In public services, accountability becomes stronger when every process leaves an administrative trail that can be readily traced. Digitalization therefore has a broader function than simply accelerating work; it can strengthen evidence of process, reduce data loss, and facilitate evaluation.

The relationship between accountability and innovation is particularly clear in the findings. Weak manual administration is simultaneously an accountability problem and an opportunity for innovation. Simple digital systems, such as electronic archives and standardized document formats, can improve both indicators. Innovation, however, cannot be forced without officials' readiness. The provision of equipment needs to be accompanied by training and assistance so that computers or applications are genuinely integrated into work processes. Technology investment should therefore be treated as a change in the work system rather than merely the purchase of equipment.

The synergy findings show that monthly coordination meetings are a positive institutional asset, but formal forums are not sufficient. Service delivery requires communication when problems arise, not only when meetings are scheduled. Delays in transmitting information to jorong indicate that the quality of coordination should be assessed through the speed of information flows and the capacity to complete work across functions. Clear task allocation must also be supported by officials' understanding of one another's work processes so that services continue when a particular staff member is unavailable.

Transparency is directly related to residents' service experiences. Incomplete information causes people to make repeated visits to meet requirements. This situation conflicts with the public-service principles of simplicity, clarity, certainty of time, and ease of access (Sujardi, 2012; Law No. 25 of 2009 on Public Services). Information should therefore be communicated before residents arrive at the office through channels they actually use. Social media can be used, but it should not be the only channel because community members have different patterns of information access.

The findings also reinforce Aldama and Frinaldi's (2022) conclusion that the existence of socialization, training, and publication does not automatically produce an optimal work culture. This similarity points to an implementation challenge at the nagari level: values and procedures may be recognized, but consistency

of application is still shaped by officials' capacity, available facilities, coordination, and organizational support. The difference is that the Nagari Kapa study clearly demonstrates interrelationships among indicators, particularly how manual administration constrains accountability and innovation, while uneven communication affects both synergy and transparency.

Budget limitations emerge as a cross-cutting factor. The budget affects the capacity to provide training, facilities, computer equipment, digital-system development, and follow-up on oversight recommendations. However, the findings also show that not every improvement needs to wait for a large budget. Standardized requirement lists, document rechecking before delivery, clear task division, brief evaluation meetings, and the use of existing information channels are relatively low-cost improvements. Improvement strategies can therefore be divided into quick actions and medium-term investments.

Overall, a stronger work culture needs to be built as an organizational system. Professionalism requires competence standards and learning; accountability requires documentation and supervision; synergy requires continuous communication; transparency requires accessible information; and innovation requires both human-resource readiness and adequate facilities. The five indicators do not stand alone. Integrated improvement is likely to be more effective than programs that target only one indicator without considering its relationships with the others.

The practical implication of this study is the need for a phased service-improvement agenda. The first stage can focus on internal improvements through task mapping, basic training, document standardization, requirement lists, and evaluation of accuracy. The second stage can strengthen coordination and openness through communication mechanisms among officials, jorong heads, and Bamus. The third stage can gradually introduce digital archives and digital service processes. This sequence is important so that technology is applied to an administrative system that is already orderly and

to officials who understand the underlying work processes.

From a public-administration perspective, the study shows that the quality of service at the frontline of government is strongly affected by organizational practices that may appear simple. Document errors, delayed information, manual archives, or dependence on one employee can have tangible consequences for residents. Service reform at the nagari level therefore does not always require major policy change; improving everyday work culture can provide an entry point that is immediately experienced by the community.

Service Standards as an Integration Framework

When the five work-culture indicators are considered together with public-service standards, each indicator can be seen to have consequences that are directly observable by citizens. Professionalism concerns officials' ability to meet technical and administrative requirements accurately. Accountability concerns the recording of processes and the ability to explain service outcomes. Synergy determines whether stages of service delivery can be connected without communication barriers. Transparency determines whether residents understand requirements, procedures, timelines, and costs. Innovation helps the organization simplify processes and expand access to information. Work culture can therefore be used as an internal framework for assessing organizational readiness to meet service standards as emphasized in public-service regulations.

Certainty of time is one of the service standards most strongly affected by work culture. When officials have not mastered their duties, documents must be rechecked or must wait for a particular staff member, making completion times difficult to predict. When manual archives are slow to locate, service times increase further. When coordination is delayed, residents may arrive without complete information and have to repeat the process. Improving certainty of time therefore requires strengthening several indicators simultaneously. This shows that service quality cannot be achieved merely by setting time targets when

competence, administration, and communication do not yet support those targets.

Service accuracy is also closely related to professionalism and accountability. The writing errors identified in the study show that documents need a checking mechanism before they are delivered. A simple review can reduce repeat visits and increase public trust. If errors are recorded for evaluation, the organization can identify recurring patterns and address their causes. This approach turns individual errors into material for organizational learning. A healthy work culture does not merely demand that employees avoid mistakes; it creates a system that helps detect, correct, and prevent repeated errors.

Ease of access needs to be understood in both physical and informational terms. Residents who can reach the nagari office do not necessarily experience easy service if information about requirements is unavailable in advance. Conversely, social media use does not automatically guarantee access when some residents do not use those platforms. A combination of information channels is therefore important for reaching different community groups. In Nagari Kapa, jorong heads have a strategic function because they are close to residents and can relay information from the nagari office. Strengthening jorong heads as information channels can complement social media and notice boards.

Performance evaluation connects all improvement efforts. After training, archive reorganization, coordination improvements, or technology implementation, the nagari government needs to assess whether these changes actually improve services. Evaluation measures can be simple, such as the number of documents requiring correction, public complaints, archive-retrieval time, repeat visits caused by incomplete requirements, or the number of services documented digitally. These data can be discussed in coordination meetings and used to determine subsequent priorities. With consistent evaluation, work culture can develop through a cycle of continuous improvement.

This integrative framework shows that work-culture development should not be

separated from the service-improvement agenda. Every activity intended to develop officials should be linked to the service problem it is expected to solve, and every service innovation should be linked to the change in work behavior it requires. Technology training, for example, should result in changes to the archive system; stronger transparency should produce more accessible information; and better coordination should create smoother service flows. Connecting internal programs to benefits experienced by citizens is essential if work-culture reform is to move beyond administrative activities.

6. Conclusion

The work culture of Nagari Kapa government officials in improving public services has not yet been fully optimized in the areas of professionalism, accountability, synergy, transparency, and innovation. Professionalism is reflected in the performance of duties, but understanding of principal duties and functions, responsiveness, discipline, and accuracy remain uneven. Accountability is supported by reporting, evaluation, and supervision, yet recording and filing are still largely manual. Synergy has been developed through coordination, but operational communication and information dissemination remain inconsistent. Transparency already uses social media and jorong heads, but information on service requirements and workflows does not yet reach the entire community. Innovation remains limited because services are not yet supported by adequate technology and facilities.

The main constraints include uneven competence and professionalism, insufficient work motivation and initiative, weak administrative systems, suboptimal coordination, limited information openness, and low levels of innovation and infrastructure. These constraints influence one another, so improvement cannot be undertaken separately. Strengthening work culture should therefore focus on training and coaching, stronger commitment and performance evaluation, administrative reform, more intensive coordination, clear information provision, and the gradual digitalization of services.

For the Nagari Kapa Government, immediate priorities include ensuring that all officials understand their duties, applying document checks before materials are handed to residents, organizing records and archives, clarifying service requirements, and building a consistent communication mechanism with jorong heads. In the medium term, equipment provision and the development of digital administrative systems should proceed in accordance with budget capacity. Community members should also be encouraged to provide feedback and use available information channels so that service improvement can develop in a participatory manner.

7. Limitation

This study uses a qualitative approach at a single site, the Kapa Nagari Office, with informants selected purposively. The findings therefore represent the context of work culture and service delivery in Nagari Kapa and are not intended to be statistically generalized to all nagari governments in West Sumatra. Assessment of work culture also depends heavily on informants' experiences, observation findings, and the documents available during the research period.

The study did not quantitatively measure service times, public satisfaction, document-error rates, or changes in performance before and after particular interventions. Future research can examine leadership, motivation, discipline, facilities and infrastructure, technology use, and public satisfaction using designs that allow comparisons across periods or across nagari. Further studies may also evaluate the effect of administrative digitalization on the speed, accuracy, transparency, and accountability of public services.

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