

SATRIYA CULTURE AND PUBLIC SERVICE PERFORMANCE: A STUDY OF ORGANIZATION REGIONAL APPARATUS AT THE SPECIAL REGION OF YOGYAKARTA

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ABSTRACT

This study analyzes the implementation of Satriya cultural values by civil servants (ASN) at the Regional Secretariat of the Special Region of Yogyakarta. This study is motivated by the fact that the application of these values still faces challenges, such as differing interpretations among civil servants regarding these cultural values, inadequate implementation of Satriya cultural values by civil servants, obstacles in dissemination, and a lack of consistent monitoring. Based on George C. Edward III's model, the four main variables of successful implementation are communication, resources, disposition, and bureaucratic structure. Using a qualitative case study approach, data were collected through interviews, observations, and literature reviews, with informants selected through purposive sampling. Values such as harmony, exemplary conduct, and willingness to serve are reflected in ASN's behavior; however, improving professionalism and service orientation remains challenging. Supporting factors include leadership commitment, organizational structure, and coordination, while inhibiting factors include resource constraints, low discipline, and a work culture not yet fully adaptive. Innovation values are more difficult to internalize than service orientation. This study recommends strengthening synergy between local cultural values and modern bureaucratic systems to achieve good governance.

INTRODUCTION

The implementation of the Satriya culture in DIY has not yet been fully realized. The major agenda of implementing the Satriya governance culture to shape the character of DIY ASN endowed with noble intellect, serving as role models, professional, and innovative aims to deliver excellent public service and realize clean governance oriented toward public welfare. However, this effort still faces challenges in adhering to Satriya culture, such as work discipline, and difficulties in imposing effective sanctions due to the institution's internal work culture (I. M. Nurhadi & Suryaningsih, 2008). This non-compliance is closely linked to employees' affective commitment and how organizational justice is applied within the bureaucratic environment (Kurniawan & Tiarapuspa, 2023)



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Key findings from the ASN's discipline report issued by the Regional Civil Service Agency (BKD) in 2025 indicate that the total number of civil servants in the Special Region of Yogyakarta is 12,679, comprising 5,935 men and 6,744 women. A total of 289 civil servants work at the Regional Secretariat of the Special Region of Yogyakarta, comprising 146 men and 143 women. Data on violations by civil servants subject to disciplinary sanctions in 2024 at the BKD shows 14 individuals received minor disciplinary sanctions and 19 received major disciplinary sanctions, while in 2025, 3 individuals received minor disciplinary sanctions and 6 received major disciplinary sanctions. These figures indicate that the internalization of the Satriya culture has not yet been fully adopted by all ASN in the Yogyakarta Special Region Government. This finding aligns with previous research showing that the implementation of organizational culture, along with limitations in the capacity of civil service personnel, remains a latent challenge (Dwijaya et al., 2024). These variations in violation figures confirm the existence of cultural resistance and a disintegration of values among employees who have not yet fully shifted away from conventional work patterns (Mozin et al., 2025). Optimizing performance improvement is a key task in strengthening the Satriya government culture.

In line with the bureaucratic reform agenda aimed at creating an effective, efficient, and service-oriented bureaucracy, the Satriya governance culture not only emphasizes improvements to administrative systems and procedures but also demands changes in organizational culture, attitudes, and the behavior of civil servants, as the primary providers of public services. Presidential Regulation No. 81 of 2010 on the Grand Design of Bureaucratic Reform 2010–2025 emphasizes the importance of strengthening the values of integrity, professionalism, accountability, and excellent service to support the realization of good governance (H. Nurhadi, 2023). This series of explanations reinforces that organizational culture is a key factor determining the success of policy implementation, as culture not only shapes the value system but also influences the mindset and behavior of individuals within government organizations (Hendra & Fahlevi, 2024).

The Satriya cultural values are internalized through the concept of Satriya Governance Culture, which is rooted in the Hamemayu Hayuning Bawana philosophy and emphasizes balance, dedication, and social responsibility in government administration. These values are expected to shape the work behavior of ASN to be integrated, disciplined, and oriented toward public service. However, the implementation of cultural values within a policy does not always proceed optimally, as the process of internalizing these values requires consistency, commitment, and structural support within the organization (Pratama, 2021). In addition, discipline also reflects the performance indicators of ASN (Fatmadewi, 2022). Reward and Punishment also influence the discipline of an ASN (Ramadani et al., 2023).

It is a critical concern to examine this dynamic, where the lack of integration between governance approaches and public policies—which influence the behavior of civil servants—prevents a contextual and in-depth understanding of how the implementation of Satriya's local cultural values serves as a determinant of ASNs' work behavior. In fact, local wisdom codified into regional regulations should be able to strengthen employees' affective commitment beyond that of standard national regulations (Fatmasari & Badaruddin, 2022). The existence of a gap between the formal regulations of the Satriya local culture and the actual work behavior of ASN in the field, as



well as a lack of in-depth understanding of how these local values interact with national bureaucratic values.

Using the perspective of George C. Edwards III (1980), in which a normative policy is implemented into the work behavior of ASN, by examining four key elements: clarity of communication, availability and adequacy of resources, disposition (the attitude or commitment of implementers), and a bureaucratic structure that supports the implementation process (Pratama, 2021). Several studies on organizational culture and ASN's performance generally still focus on quantitative approaches and have not yet been able to provide an in-depth understanding of the process of internalizing cultural values within social and organizational contexts (Eka & Widyastuti, 2025). This indicates a research gap, particularly in understanding how local cultural values are concretely applied in ASN's work behavior through a more contextual and in-depth approach. A qualitative case-study approach is crucial for unpacking how cultural symbols and leadership values are embedded in daily work routines (Mozin et al., 2025).

The urgency of this research is the need to comprehensively understand the implementation of the values of Satriya Culture in the work behavior of ASN, including the factors that support and inhibiting the process of internalizing these values in government organizations. This research not only contributes to the science of government, but also provides an empirical basis in formulating more effective policies in strengthening the bureaucratic work culture based on local values. In addition, this research also has practical relevance in supporting efforts to improve the professionalism of ASN and the quality of public services in the DIY Regional Government environment, so it is expected to be a strategic evaluation material and recommendation for local governments in strengthening the internalization of ASN work culture and improving the quality of public services in a sustainable manner.

METHOD

This research uses a descriptive qualitative approach, through case studies. This approach aims to deeply understand the implementation of the values of Satriya Culture in the behavior of ASN in the real context of government organizations in the Regional Secretariat of the Special Region of Yogyakarta, with the focus of the research location on four Biro in the Regional Secretariat of the Special Region of Yogyakarta. The research focused on the Biro Organisasi, Biro Tata Pemerintahan, Biro Umum dan Protokol, serta Biro Kesejahteraan Rakyat. This research was carried out in early 2026 for 4 months.

The reason for selecting these Biro as the focus of the research is that the Biro in the DIY Regional Secretariat have their own responsibilities such as formulating and implementing strategic policies related to institutional matters, administrative procedures, public service standardization, and bureaucratic reform within the DIY Regional Government, including coordinating guidance, supervision, and monitoring and evaluation of the implementation of these policies. Respondents were selected from ASNs who were considered to have the deepest knowledge of, understanding of, and firsthand experience with the implementation of various Satriya cultural values in workplace behavior within the Regional Secretariat of Yogyakarta Special Region; selection was also based on age, job title, educational background, length of service, and ASN active who understand and have firsthand experience with the implementation of Satriya culture.



This research focuses on the process of internalizing values, work behavior that reflects Satriya values, and supporting and inhibiting factors for implementation. The research subjects were active civil servants with sufficient service experience and directly involved in the implementation of the Satriya culture. Data analysis techniques included data reduction, data processing and presentation, and conclusion. Data validation was then conducted through triangulation, comparing data from various sources and data collection techniques, such as interviews, observation, and literature review (Abdillah et al., 2025).

This study used NVivo software to analyze data. NVivo can translate text data, documents, reports, news, and data series, as well as social media (Brandão, 2015). This analysis tool helps in reconstructing text data and social mapping (Calafiore et al., 2021). The analysis stage using QDSA was carried out after compiling the analysis method used to examine the implementation of Satriya cultural values. Analysis in the implementation of Satriya cultural values is carried out through analysis stages using Qualitative Data Analysis Software (QDAS), with data processing organized through coding, query, and modeling processes (Edwards-Jones, 2014). QDAS has analysis stages with the aim of creating a structured research model.

RESULTS AND DISCUSSION

This study is based on implementation theory, which posits that a series of evaluative processes is necessary to determine whether a policy is able to achieve its intended objectives or, conversely, faces obstacles in its implementation. According to Edwards, the success of policy implementation is determined by four key factors: 1) clear communication, 2) the availability and adequacy of resources, 3) the disposition (attitude or commitment) of implementers, and 4) a bureaucratic structure that supports the implementation process. This theory is relevant because the Satriya culture is a government cultural policy that requires implementation by ASNs as the primary implementers (Pratama, 2021). For a more in-depth understanding of each aspect, please refer to the detailed analysis presented in the findings below.

Analysis of Communication Related to Chivalric Cultural Values

The aspect examined in the implementation of the Satriya culture within the Sekretariat DIY relates to communication. The graph below shows a comparison of communication clarity among biro, based on two main dimensions: clear communication and unclear communication. The data indicates that the Biro Tata Pemerintahan and the Biro Organisasi stand out for achieving 100% communication clarity regarding the implementation of the Satriya culture.

This indicates that both biro have structured and effective communication systems, ensuring that the messages conveyed are clearly understood by all civil servants within the biro, which in turn enhances their understanding of the Satriya cultural policy. This demonstrates that with clear, structured communication patterns, such policies are easily understood by employees. The complete results of this analysis can be seen in the figure below.



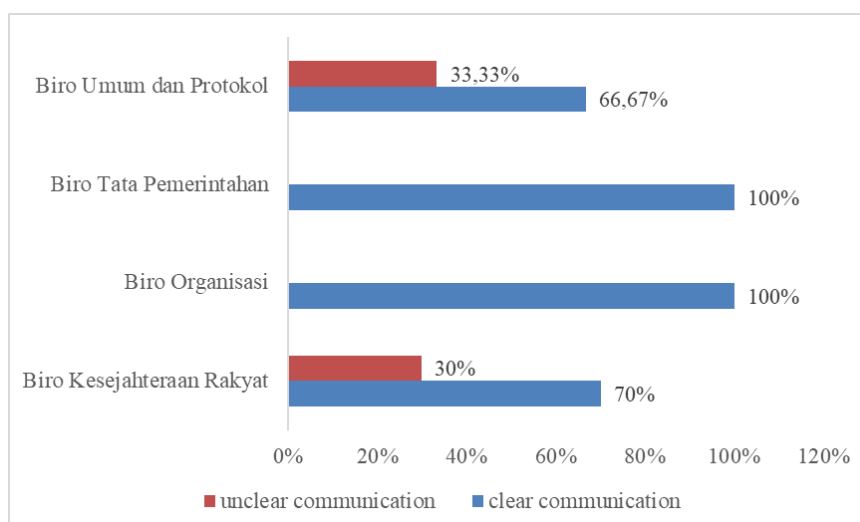


Figure 1. Results of Analysis of Communication

Conversely, the Biro Umum dan Protokol, Biro Kesejahteraan Rakyat still face challenges in terms of communication. Based on the statements provided by respondents, the General and Protocol Bureau reported 33.33% of communication as unclear, while the Public Welfare Bureau reported 30% of communication as inconsistent or unclear regarding the implementation of the Satriya culture. These figures indicate potential barriers in information dissemination, whether due to a lack of widespread outreach or suboptimal communication channels.

Effective communication is essential for conveying the policy on implementing the Satriya culture so that employees can understand and implement it. Internal communication must be clear so that employees can grasp its meaning. Employees at the Biro feel that there is still a gap in the process of communicating this policy. In line with this, respondents also mentioned other issues related to communication barriers. Nevertheless, both biro still maintain a clear majority in terms of communication, with 66.67% for the Biro Umum dan Protokol and 70% for the Biro Kesejahteraan Rakyat.

The results shown in this graph confirm that clarity in communication is a key factor in the implementation of the Satriya culture. The Biro Tata Pemerintahan and the Biro Organisasi can serve as examples of best practices, while the Biro Umum dan Protokol and the Biro Kesejahteraan Rakyat need to strengthen their communication mechanisms to ensure greater consistency and reach all employees. By improving this aspect, it is hoped that all Biro can achieve uniform communication standards, thereby enabling the Satriya values to be more effectively internalized by civil servants.

Analysis of Resource Availability and Sufficiency

The aspect of resource availability and adequacy encompasses two categories: human resources (HR) and non-human resources, which consist of tools that support the implementation of the Satriya culture to ensure it runs optimally, namely: standard operating procedures (SOPs), facilities and infrastructure, and digital tools. It appears that efforts have been made to ensure that all Biro have adequate non-human resources, with the Biro Organisasi ranking highest (78.57%).

This indicates that this Biro relies more heavily on systems, tools, or other instruments to support its performance. As can be seen from the graph below:



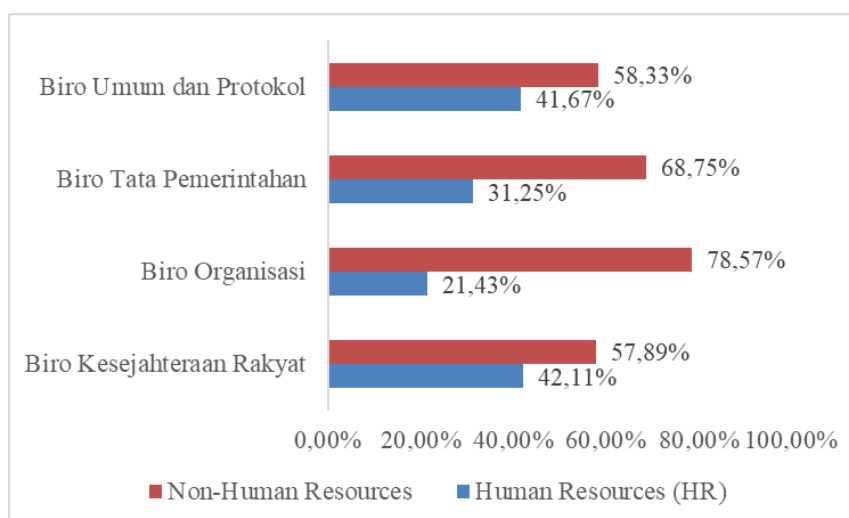


Figure 2. Results Analysis of Resource Availability and Sufficiency

In contrast, the Biro Umum dan Protokol and the Biro Kesejahteraan Rakyat have a more balanced distribution compared to other Biro. Biro Umum dan Protokol accounts for 58.33% of non-human resources and 41.67% of human resources, while the Biro Kesejahteraan Rakyat accounts for 57.89% of non-human resources and 42.11% of human resources. This balance suggests that both biro are striving to strengthen their human resources in carrying out bureaucratic functions, while still being supported by non-human resources.

This aligns with the statements provided by respondents regarding the role of the bureaus in ensuring the availability and adequacy of resources. The approach to strengthening human resources can be seen in the strategies implemented by the DIY Government, one of which is the periodic Satriya cultural competition, indirectly this can motivate employees to implement these policies.

The availability and adequacy of these resources must also be supported by the provision of non-human resources, as previously mentioned, namely supportive regulations, other policy instruments such as governance frameworks, standard operating procedures (SOPs), and implementation guidelines, so that the implementation process can proceed optimally, despite the challenges posed by budget constraints.

The implementation of this initiative is influenced by the specific characteristics of each Biro tasks, with some requiring greater support from systems and instruments, alongside capacity-building for human resources to uphold the Satriya values.

Analysis of ASN's Disposition (Attitudes or Commitment of Implementers)

Based on the operational definition of the disposition aspect—namely, the level of willingness and commitment of policy implementers to accept, support, and carry out policies in accordance with the intended objectives—this graph illustrates the balance between willingness, internal acceptance, and internalization mindset across the four Biro.

The disposition aspect of ASNs plays a crucial role in implementing the Satriya culture. This aligns with the statements provided by respondents, indicating that internal acceptance is the dominant factor across all Biro, although the level of policy understanding varies. This suggests that the success of implementing the Satriya culture



depends not only on formal understanding of regulations but also on civil servants' willingness to internalize these values in their daily practices.

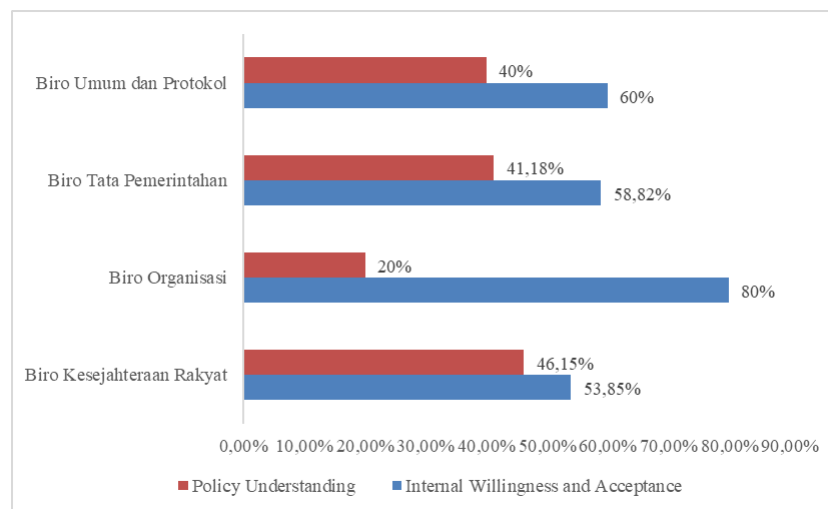


Figure 3. Results Analysis of of Civil Servants' Disposition

Biro Kesejahteraan Rakyat exhibits a more balanced ratio, with 46.15% policy understanding and 53.85% internal acceptance. This indicates that employees in the Biro Umum dan Protokol have a relatively good understanding of the Satriya cultural policy. Biro Umum dan Protokol, as well as the Biro Tata Pemerintahan, also show a similar pattern, with policy understanding at around 40–41% and internalization at around 58–60%, confirming a balance between knowledge and commitment.

As seen in the chart above, the Biro Organisasi shows the highest level of internal acceptance (80%) and the lowest level of policy understanding (20%). This indicates that while ASNs in the Biro possess a strong commitment to embracing and implementing existing values—as the Biro responsible for overseeing the implementation of the Satriya culture within the Sekretariat DIY—policy understanding is not a contentious issue within the Biro Organisasi; discussions regarding this matter are not dominant.

From all statements regarding this aspect, the key to the implementation of the Satriya culture lies in the commitment of leadership as the spearhead of policy implementation. The attitudes or commitments of the implementers can align when internal acceptance is fostered through collective reinforcement, ensuring that the Satriya cultural policy becomes a shared commitment rather than an additional burden placed on ASNs.

Bureaucratic Structures That Support and Hinder the Process

In terms of bureaucratic structure, which comprises three key components—formal procedures, patterns of working relationships, and coordination mechanisms—bureaucratic structure refers to the characteristics, norms, and recurring patterns of relationships within an organization (Fauzan, 2024). These three components serve as the norms that connect the various units within the organization. Another important aspect that is the focus of the implementation of the Satriya culture is illustrated by the respondents' statements, as can be seen in the graph below.



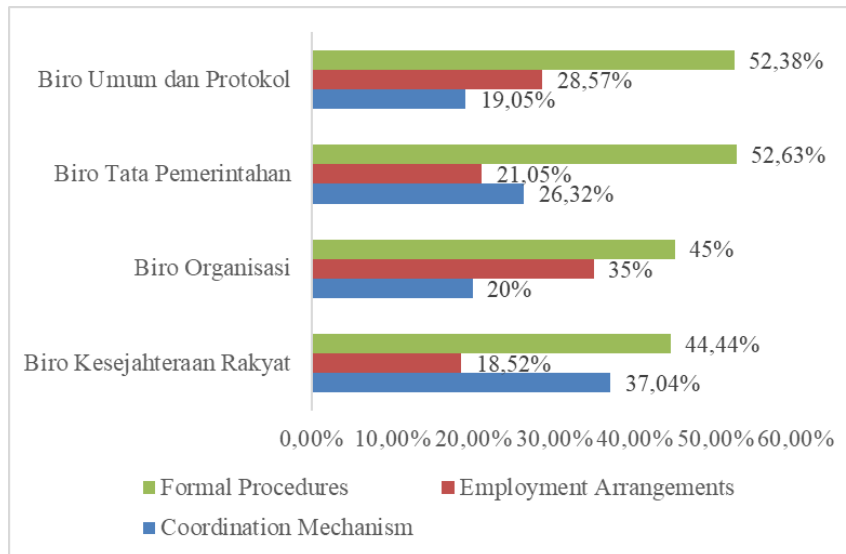


Figure 4. Results Analysis of Bureaucratic Structures

Biro Umum dan Protokol and Biro Tata Pemerintahan both prioritize formal procedures as the dominant aspect, each at over 52%. Formal procedures are a crucial component that ensures policies are implemented in accordance with established regulations. These findings indicate that both biro place greater emphasis on compliance with regulations and official procedures as the primary foundation for carrying out their bureaucratic functions. In line with this, regarding coordination mechanisms in both bureaus, they were not dominant in respondents' statements, as they were considered to be functioning well and thus relatively lower compared to other aspects. The Biro Organisasi has a more balanced proportion between formal procedures (45%) and work relationship patterns (35%), while coordination mechanisms stand at 20%. This indicates that the Biro is not solely rule-oriented but also places greater emphasis on work relationships among staff. Consequently, there is a tendency to foster stronger internal collaboration, although cross-unit coordination still needs to be strengthened.

Another finding discussed in relation to the bureaucratic structure concerns the coordination mechanisms within the Biro Kesejahteraan Rakyat, indicating that the highest level of coordination (37.04%) based on its operational definition, where coordination mechanisms serve as a means to align tasks, authorities, and responsibilities among units or individuals within an organization, with the aim of ensuring policies are implemented consistently. Therefore, clearer guidelines or formulations are needed regarding work procedures, technical guidelines, as well as the hierarchy or chain of command for task execution. The objective of this step is to prevent task overlap, ensuring policy implementation runs optimally and thereby enhancing bureaucratic effectiveness (Kurhayadi, 2023).

Regarding another issue—formal procedures and patterns of work relationships—the Biro Kesejahteraan Rakyat exhibits relatively lower levels of formality. This indicates that the Biro prioritizes coordination as the primary means of carrying out its duties, given the nature of its work, which requires collaboration among various parties (Fauzan, 2024). Overall, this graph confirms that each Biro has a different focus: Biro Umum dan Protokol and the Biro Tata Pemerintahan on formal procedures, the



Organization Bureau on work relationships, and the Biro Kesejahteraan Rakyat on coordination.

Implementation of the Satriya Cultural Values in the Work Behavior of Civil Servants

The implementation of Satriya cultural values in ASN's work behavior can be seen in how these values serve as daily guidelines, rather than mere slogans. Values such as Harmony, Noble Character and Self-Identity, Exemplary Conduct, Willingness to Serve, Innovation, Confidence and Self-Assurance, and Expertise and Professionalism form a framework of work ethics that guides civil servants in carrying out their duties. For example, the attitude of harmony is reflected in ASNs ability to collaborate across departments, uniting differing interests for the sake of organizational goals. This makes the Satriya culture the foundation of collective behavior that strengthens bureaucratic integrity.

In practice, Satriya values also foster professionalism and commitment among civil servants. Accountability and transparency demand openness in budget management and performance reporting, while Responsiveness and Innovation emphasize the importance of adapting to public needs and new challenges. This application is evident in tiered oversight mechanisms, internal SOPs, and digital innovations that emerge due to budget constraints. Thus, the Satriya culture not only shapes individual attitudes but also strengthens the bureaucratic structure to make it more effective and efficient.

The descriptive qualitative analysis conducted on the implementation of Satriya cultural values uses two approaches, namely Word Frequency Analysis and Crosstab (Calafiore et al., 2021), which are expected to provide an overview of the statements given by respondents.

Word Frequency Analysis

Word Frequency displays the dominance of words such as Culture, Satriya, Values, ASN, and Biro, which are the focus of attention. The large number of these words indicates their high frequency or level of importance in the context of bureaucratic organizations. This confirms that the main discussion revolves around the application of Satriya cultural values in the lives of ASN, as well as how the Biro as an institution plays a crucial role in internalizing these values. The figure below shows the distribution pattern of words that dominate the statements given by respondents.





Figure 5. Results of Word Distribution Patterns

In addition to the main words, there are supporting terms such as organization, commitment, structure, supervision, and service. These words demonstrate the operational dimension of the implementation of Satriya culture, namely how values are not merely normative but must also be realized through work commitment, a clear organizational structure, and professional oversight and public service mechanisms. Thus, this word frequency underscores the link between cultural values and everyday bureaucratic practices.

Finally, words like implementation, disposition, evaluation, and socialization indicate a complete policy cycle from implementation, individual attitudes, and value socialization to evaluation. This indicates that the Satriya culture is not viewed as a slogan, but rather as an ongoing process that must be continuously monitored, socialized, and evaluated to truly shape civil servant behavior. This word frequency, then, serves as a visual representation of the complex and interconnected ecosystem of bureaucratic values.

Crosstab Analysis

Crosstab analysis is essentially a way to cross-code qualitative data with case attributes, resulting in a matrix table that shows the relationship between themes and respondent categories (Calafiore et al., 2021). The narrative of this analysis focuses on how the patterns of occurrence of certain codes differ or are similar between the groups being compared, as evidenced by the results obtained from the analysis conducted by the Yogyakarta Regional Secretariat.

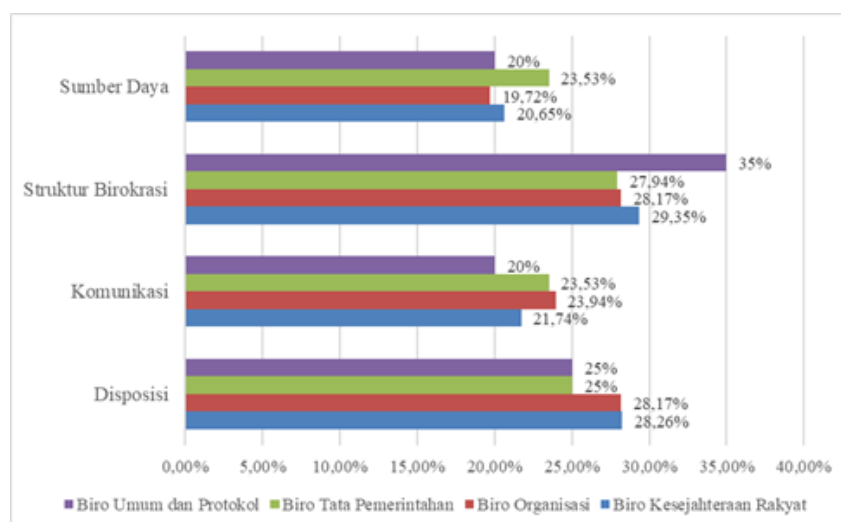


Figure 6. Data from the Analysis of Resources, Bureaucratic Structure, Communication, and Disposition Aspects

This graph shows a comparison of four key aspects: Resources, Bureaucratic Structure, Communication, and Disposition across four different Biro. The visualization shows that Bureaucratic Structure occupies the largest share, particularly in the Biro Umum dan Protokol, with 35%. This demonstrates that the Biro emphasizes the importance of governance and organizational structure as the primary foundation for carrying out bureaucratic functions.

Meanwhile, the Human Resources and Communication aspects were relatively balanced across all Biro, with scores ranging from 19 to 24%. This uniformity indicates that human resource capacity and internal communication mechanisms are considered important, but not dominant factors. Interestingly, Biro Tata Pemerintahan and Biro Organisasi scored slightly higher on the communication aspect, which could be interpreted as an effort to strengthen cross-unit coordination. In terms of disposition, a fairly even trend is observed, with the Biro Organisasi and the Biro Kesejahteraan Rakyat having a slightly higher share (28%). Regarding this aspect, the conversations within the Biro Kesejahteraan Rakyat still require strengthening in the internalization process of implementing the Satriya culture. Overall, this analysis confirms that attitudes, commitment, and public service orientation are consistent concerns across all Biro. This graph shows that while each place has a different emphasis, there is a balance between structure, resources, communication, and disposition that forms a relatively harmonious bureaucratic pattern (Laksana et al., 2025).

Satriya Government Culture is the Main Pillar in Building an Ethical Entity and Moral

The transformation of the DIY government bureaucracy is interpreted as a holistic effort to provide meaning based on local regional values. This strong commitment concretely outlined in the Governor of the Special Region of Yogyakarta Regulation Number 19 of 2022 concerning Government Culture. This regulation replaces the previous regulations, namely the Governor of the Special Region of Yogyakarta Regulation Number 72 of 2008 concerning Government Culture in the Special Region of Yogyakarta and the Governor of the Special Region of Yogyakarta Regulation Number 53 of 2014



concerning Guidelines for the Implementation of Government Culture. The Satriya Government culture responds to the challenge of good governance mandated by the central government that government transformation is not merely a formality that does not touch on the value of the change.

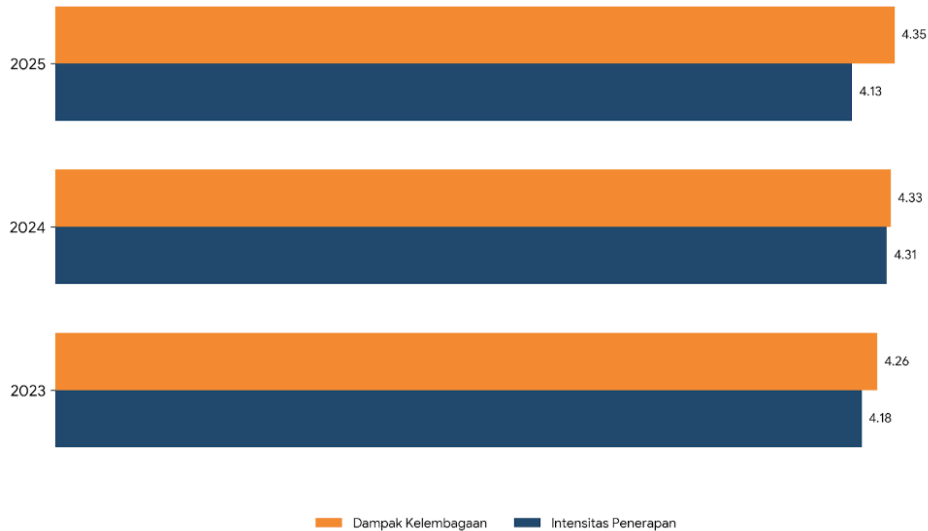


Figure 7. Chart of Satriya Culture in the DIY Regional Government

The implementation of the Satriya Governance Culture within the DIY Regional Government has demonstrated stable and established performance in the good category, with an average Governance Culture Index of 4.24 (84.81%). Data from 2025 shows the integration results of an average implementation intensity of 4.13 (82.67%) and a higher average institutional impact of 4.35 (86.94%). These results indicate an increase in institutional impact compared to the previous year. This success is substantially driven by improvements in the physical environment through green offices, strengthening social aspects through the ASN Peduli Masyarakat program, and optimizing governance that focuses on integrity, accountability, and quality of public services. Although the cultural system has been strategically stabilized, this index serves as a performance mirror, indicating that cultural internalization remains at the "Good" level and requires further acceleration to achieve the "Very Good" zone across all regional government agencies (Laksana et al., 2025).

Transformation of Satriya Values Towards ASN Work Behavior

The implementation of Satriya's culture is not simply the socialization of values, but rather a complex effort to organizational behavior. The success of this transformation is measured through four main variables in the George C. Edwards III model: Communication, Resources, Disposition, and Bureaucratic Structure. *First*, communication: clarity and information gaps. In the perspective developed by Edwards III, communication is emphasized as a primary prerequisite; policy directives must be clear, accurate, and consistent in order to be implemented. This study shows that the Biro Tata Pemerintahan and the Biro Organisasi demonstrated perfect communication effectiveness (100%), meaning the policy message was conveyed effectively by all ASN in the unit. In contrast, the Biro Umum dan Protokol (33.33%) and the Biro Kesejahteraan



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Rakyat (30%) noted ambiguity or inconsistency. This was often caused by socialization that stopped at a certain level and was not evenly distributed across all levels of staff. This condition aligns with Matland (1995) model, where communication failures increase policy ambiguity, thus hindering the translation of abstract values into concrete work behaviors.

Second, resource capacity: the dilemma between digitalization and fiscal constraints. Resources are sufficient staff, authority, and supporting facilities to implement policies. There are strong efforts to complement non-human resources, such as standard operating procedures (SOPs) and digital tools, with the Organization Bureau recording the highest proportion at 78.57%. This finding aligns with the Satriya government culture evaluation report, which explains that each regional apparatus must be encouraged to formulate concrete initiatives that link values to standard operating procedures (SOPs), service standards, and behavioral standards, so that values do not remain mere slogans (Laksana et al., 2025). Implementation faces real challenges in the form of budget cuts resulting in the absence of physical manuals and less intensive training. According to Michael Lipsky in Kosar (2010), he explains that limited resources force front-line bureaucrats (street-level bureaucrats) to make adjustments or modifications to policy objectives for the sake of operational continuity. The emergence of digital innovation in DIY is a form of adaptation mechanism to these budget limitations.

Third, asn disposition: the vital role of leadership and work culture. Disposition relates to the attitude, commitment, and willingness of implementers to support policies. Leadership commitment is identified as a key supporting factor (the spearhead) that serves as an example for subordinate employees. Internal acceptance is quite high (reaching 80% in the Organizational Bureau), but professionalism remains difficult to implement due to limited competency and the persistence of an old, administrative/old-fashioned work culture. This confirms Sorg (1983) theory that implementation behavior (compliance)

Fourth, bureaucratic structure: formal procedures and work relationship patterns. The structure includes standard operating procedures (SOPs) and coordination mechanisms that ensure the smooth running of the bureaucracy. The Biro Umum dan Protokol and the Biro Tata Pemerintahan on formal procedures (over 52%) as the basis for regulatory compliance. The Biro Kesejahteraan Rakyat demonstrated the highest need for coordination (37.04%) due to the nature of its work, which requires inter-stakeholder interconnectedness. Although supervision is carried out in a hierarchical manner, the sanction mechanism, which still consists of verbal warnings, indicates weak structural "pressure." As Sabatier (1986) argued, policies require stable structural support and strong causal theories (such as clear reward/sanction schemes) to be effective.



Based on the analysis above, the implementation of Satriya values in the DIY Regional Secretariat shows the following results:

Table 1. Data analysis of the implementation of Satriya Values in the DIY Regional Secretariat

Main Supporting Factors	Main Inhibiting Factors
Leadership Exemplarity: Being the main driver of internalization of values	Uneven Understanding: Socialization has not reached all levels of ASN.
Digital Innovation: Using applications to monitor government culture.	Limitations Budget: Hampers the provision of guidelines and intensity of training.
Multi-Level Supervision: Ensuring compliance with formal rules	Old Work Culture: There is still a rigid administrative mindset.

Overall, despite technical and budgetary constraints, a well-organized bureaucratic structure and leadership commitment are the main modalities for the sustainability of the Satriya culture in shaping bureaucratic integrity in DIY.

Satriya Culture as an Instrument for Arranging Areas of Change in Bureaucratic Reform

The Satriya Governance Culture is inseparable from the implementation of the Satriya Culture with Bureaucratic Reform (RB) in the DIY Regional Secretariat, which is a manifestation of the transformation of mindset and culture set which are the main pillars of national bureaucratic reform. Bureaucratic Reform has eight areas of change, one of which is Change Management and Strengthening Public Ethics. The Satriya values (Harmony, Noble Reason, Exemplary, Willingness to Serve, Innovative, Confident, and Professional Expert) serve as a guide for concrete ASN behavior to achieve RB targets. For example, the value of "Innovative" directly drives the area of change "Public Service" through the emergence of digital applications of government culture amidst budget constraints.

This aligns with the Normalization Process Theory (P. J. May, 2007), which states that new values must become part of the routine work of professionals for organizational transformation (reform) to occur permanently. The content and findings obtained are outlined in several points. *First*, behavioral transformation: from administrative to professional. One of the primary goals of Bureaucratic Reform is to create a professional and high-performing bureaucracy. Data shows that professionalism is still considered difficult to implement due to limited competencies and a legacy, paper-based work culture. Although the bureaucratic structure is supportive (through functional and structural positions), these human resource constraints pose a stumbling block to accelerating Bureaucratic Reform. According to George C. Edwards III, even if the



bureaucratic structure is well-organized, if the "disposition" or attitude of the implementers remains shackled by old patterns, the goals of reform will be hampered. Internalizing the Satriya culture aims to break the chain of this administrative culture and lead to more substantial work behavior.

Second, leadership as a locomotive of reform. In RB, the roles of Agent of Change and Lead by Example are crucial. Leadership commitment is a key supporting factor in Satriya's implementation. Leaders act as role models, facilitating the internalization of values among their subordinates. Referring to May (2007) opinion, managerial (leadership) influence indirectly shapes frontline workers' perspectives on policy objectives. In the context of RB in the Special Region of Yogyakarta, leadership acts as a catalyst, transforming Satriya's normative values into actual ASN work behavior.

Third, bureaucratic digitalization (e-government). Current bureaucratic reform places a significant emphasis on the Electronic-Based Government System (SPBE). The emergence of digital innovation and the use of government culture applications in the Special Region of Yogyakarta (DIY) is a response to demands for budget efficiency and efforts to modernize the bureaucracy. In line with the framework of Lee et al., (2024) emphasized that digital transformation is not just infrastructure, but a tool to create "Public Value". The technology-enabled implementation of Satriya shows that RB in DIY has moved towards a more adaptive and transparent bureaucracy.

Table 2. Aspects of Bureaucratic Reform Manifested in Satriya Culture

Aspects of Reform Bureaucracy	Manifestation of Satriya Culture in DIY
Pillars of Change Management	Internalization of Satriya values to change <i>mindset</i> ASN from old-fashioned to innovative patterns
Pillars of Accountability	Multi-level supervision and use of digital applications to monitor behavioral performance
Pillars of Public Service	The values of "Willing to Serve" and "Expert-Professional" as standards of behavior in serving the community.
Pillars of Human Resource Management	Capacity building through internalization training culture of government/privileges.

The Satriya culture is the "spirit" of Bureaucratic Reform in the Special Region of Yogyakarta (DIY). Without internalizing these values, bureaucratic reform will only be a formal structural change without behavioral change. Key challenges such as uneven policy understanding and budget constraints must be addressed so that RB can address substantive aspects, not just administration. In line with this, according to Twizeyimana & Andersson, (2019), the ultimate goal of e-government is not simply technology adoption, but rather the creation of tangible benefits for all community stakeholders. This is an integral part, considering that innovation grows from the value of collaboration and



employee efforts to change their perspectives to bring about change and be able to take initiatives. In the evaluation conducted by Laksana et al., (2025) it was explained that in the implementation of the Satriya culture, the adaptive, innovative, and collaborative values which are the basic values of BerAKHLAK and the Satriya culture encourage regional apparatus to innovate and sometimes carry out tasks outside their duties and functions.

Satriya Culture as a Change Management Strategy

Effective change management requires a pioneer or prime mover. In May and Winter's theory (in Zhang, 2021), it is explained that managerial influence greatly determines how staff at lower levels accept a policy change. *First*, leadership commitment as a driver of change. Field data consistently demonstrates that leadership commitment is a key supporting factor in the implementation of the Satriya culture. Leaders act as role models, facilitating the internalization of new values into employees' daily behavior. The success of change management in DIY depends heavily on the tone at the top. When leaders actively remind Satriya of its values in meetings and daily activities, resistance to change can be minimized. *Second*, internalizing values to change mindset. Change management is often hampered by the tendency to cling to old patterns. A major challenge is the legacy of an administrative and outdated (paper-based) work culture. Furthermore, professionalism is perceived as difficult to implement due to limited competencies (Mackenzie et al., 2019). The Satriya culture serves as a change management tool to shift the mindset of civil servants from mere administrative implementers to innovative and professional public servants. However, according to Normalization Process Theory (NPT), this change is not yet fully "normal" because there is still a gap between understanding of policy with internal will in some Bureaus (C. R. May et al., 2009). *Third*, agents of change. In change management, an individual or group is needed to oversee the transition process in each unit. At the Biro Kesejahteraan Rakyat, socialization is carried out by Satriya Agents. However, its effectiveness remains limited because socialization has not reached all levels of employees evenly. The existence of change agents is a strategic step, but data shows the risk of information "exclusivity," where only certain levels understand the policy. For change management to be successful, the role of these agents must be expanded to create more horizontal communication across the Biro. Employees who become these change agents must have an innovative perspective. In the context of implementing the Satriya culture, structural employees can be role models in carrying out their duties and role models. In Howlett's (2020) perspective, explaining that the effectiveness of change agents and policies is highly dependent on the synergy between technical competence and strategic creativity to ensure the feasibility of implementation at the operational level. *Fourth*, digitalization as a tool to accelerate change. Technology is often used as a lever in change management to drive efficiency. The emergence of digital innovation and government culture applications represents a creative response to budget constraints. This forces civil servants to adapt to new, more transparent and data-driven ways of working. As Lee et al. (2024) viewed, digitalization acts as a catalyst for progress. Change management in the DIY utilizes technology not only for efficiency but also as a means to more objectively monitor ASN work behavior through applications. *Five*, reward and punishment mechanism (reinforcement). Behavioral changes won't last long without reinforcement. Current punishment mechanisms are still mild (direct reprimands) and rewards are still very simple (praise). According to Tummers & Bekkers,



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(2014), compliance behavior stems from policy clarity and the freedom of action available to field officers. This helps to enhance their perception of policy relevance and their willingness to implement it. In the context of change management in the Special Region of Yogyakarta (DIY), weaknesses in the reward and punishment aspects can cause civil servants to revert to old patterns after leadership oversight is relaxed. Sanctions that are not strictly enforced are also a cause of non-compliance.

Table 3. Data on the Condition of Satriya Culture in DIY

Stages of Change	Conditions in DIY (Based on Findings)
Unfreezing	Through the socialization of Satriya values and instructions from leaders to leave behind the old work culture.
<i>Moving</i>	Adoption of technology/applications and implementation of Satriya cultural competitions as motivational triggers.
<i>Refreezing</i>	Efforts to make Satriya a daily work guideline, even though it is still hampered by a competency gap.

Change management at the Yogyakarta Regional Secretariat through the Satriya culture has been successful in gaining leadership commitment, but is still struggling with comprehensive internalization. To accelerate change, strengthening the role of change agents at the staff level and a more measurable reward system are needed to ensure professional behavior is truly institutionalized.

CONCLUSION

Based on the research results, it can be concluded that the implementation of Satriya cultural values in the work behavior of ASN at the Regional Secretariat of the Special Region of Yogyakarta has been running but is not optimal. In general, Satriya cultural values have been understood and have begun to be applied in ASN work behavior, such as discipline, responsibility, and service orientation. However, the process of internalization of values is still uneven, as reflected in the persistence of disciplinary violations, delays, and inconsistencies in the application of cultural values in daily work practices. The implementation of the Satriya cultural policy is influenced by four main factors, namely communication, resources, ASN disposition, and bureaucratic structure. These four factors are interrelated in determining the success of implementation, where the main obstacle lies in the less than optimal internalization of values and the differences in understanding and commitment of ASN in consistently implementing Satriya culture. Thus, the implementation of Satriya cultural values has not been fully able to become the basis for ASN’s work behavior as a whole. In addition, previous research also stated that communication, motivation, and work environment influence a person’s performance (Studies et al., 2026).



From George C. Edward III's implementation theory perspective, successful implementation is influenced by communication, resources, disposition, and bureaucratic structure (Pratama, 2021). The findings of this study confirm that these four factors are interrelated and determine the effectiveness of organizational culture policy implementation. In the context of organizational culture, the values of the Satriya Culture serve as behavioral guidelines that shape the character and work ethic of civil servants. However, if these values are not deeply internalized, a gap will arise between normative values and empirical practices in the field. Therefore, a more systematic and sustainable strategy is needed, such as strengthening leadership role models, increasing civil servant capacity, and periodically evaluating implementation (Schein, 2010). From Rahardian's perspective (2024), public governance is networked and collaborative between government, the private sector, the media, and universities. This dynamic is depicted in a cyclical model, where each stage is interconnected and focused on continuous improvement. In the context of Satriya culture, the government model able to bridge the cycle of policy, efficiency, and moral values from Yogyakarta's local culture. The implementation of the classical governance model emphasizes efficiency, accountability, and ethical values. Thus, the implementation of the Satriya governance model adds a cultural and moral dimension to public governance practices (Reviandani, 2024).

Based on the findings of this study, recommendations include the need to continuously strengthen the strategy for internalizing Satriya cultural values through improving the quality of policy communication, systematic coaching, and exemplary leadership within the organization. Furthermore, it is necessary to increase the capacity of ASN through education and training integrated with the organization's cultural values (Wulandari, 2025), as well as strengthening the evaluation and monitoring system for the implementation of cultural values in civil servant work behavior (Shodiq, 2025).

One of the weaknesses in this study is that it has not been able to measure the level of influence of the Satriya culture values on the performance of ASN throughout the Regional of the Special Region of Yogyakarta. Therefore, for further researchers, it is recommended to develop research with a quantitative or mixed methods approach to measure the level of influence of Satriya cultural values on ASN performance in a more measurable manner, as well as expanding the research locus to other regional government organizations to obtain a more comprehensive picture of the implementation of Satriya culture in the context of regional government.

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