

Legal Analysis of Civil Service Administration in Regional Government: Case Study of Central Lombok Regency, Indonesia

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Abstract:

This study examines the implementation of civil service discipline regulations in Central Lombok Regency, Indonesia, with a focus on Government Regulation No. 94 of 2021. Through analysis of legal frameworks, institutional structures, and empirical data on disciplinary actions, the research assesses the effectiveness of regulatory enforcement and identifies key factors influencing compliance. The findings reveal ongoing challenges in cultivating intrinsic adherence to disciplinary standards among civil servants, with extrinsic motivations and inconsistent rule application persisting as obstacles. This case study contributes to the broader discourse on public administration reform and the cultivation of good governance practices in decentralized systems.

Keywords: Local Government, Administrative Law, Legal Study, Jurisprudence.

1. Introduction

Public integrity is inextricably linked to the responsible role of state officials in governance, particularly within the context of regional administration. In its implementation, law serves as a crucial component in upholding the values inherent in good governance (Huberts et al., 2014). Deficiencies in the legal system can significantly impact overall government performance, including public trust in public services (Lewis and Gilman, 2005). Good governance cannot function effectively within a weak legal framework. Consequently, strengthening the legal system, or legal reform, is an absolute necessity for the realization of good governance.

Numerous studies have investigated how compromised public integrity contributes to various negative outcomes, such as corruption, abuse of authority, and unfair practices in public services (Azmi et al., 2024; Mahameru et al., 2024; Natallita et al., 2024; Muttaqin, 2021). These studies highlight the fragility of the sanctions system and officials' compliance with applicable laws. Given the various disciplinary violations within public institutions, experts posit that integrity instruments require a series of context-specific actions tailored to the forms of violations, particularly through a systematic approach (Hoekstra and Kaptein, 2020).

The decentralization of authority from central to regional governments provides a more complex reflection on the forms of violations committed by government officials (Hoekstra et al., 2023). Often, the intense proximity of public servants to the community places employees in a dilemmatic environment. Decentralization in this social sphere articulates another facet of bureaucracy that diverges from achieving good governance.

Research on the public integrity of regional institutions has been extensively explored by scholars (Koreh and Mandelkern, 2023; Li and He, 2024; Roberts, 2024) Most studies explain that the implementation of an integrity system impacts the realization of effective services. Na Li and Mang He (2024) in their study emphasizes that government integrity coherently influences people's life satisfaction at the regional level. This is related to intensive access to services and aligns with effective government performance. Their study provides a technical overview of local government performance implementation in public services. However, delving into theoretical coherence in regional government studies remains limited. Therefore, this research, apart from validating civil service law theory in regional government, confirms several challenges for regional government in achieving the goals of good and clean governance. The initial research assumption corroborates previous findings: good governance is characterized by a clean service system that produces quality service outcomes. The standards of good and clean service governance are largely determined by the provision of public services that are more professional, effective, efficient, simple, transparent, timely, responsive, and adaptive, while simultaneously building individual quality by enhancing the capacity of individuals and society to actively participate in the future.

The realization of good and clean governance must align with the government's commitment to enforcing laws that contain the following elements: "Supremacy of law, wherein every action of state power elements and opportunities for community participation in national and state life are based on clear and firm laws and regulations, with their implementation guaranteed correctly and independently. The supremacy of law will ensure that government actions do not occur based on discretion (unilateral action based on the authority it possesses)." Improving the quality of government governance, public services, community empowerment, and regional competitiveness will only be realized if regional heads can execute creativity and innovation in accordance with the potential, characteristics, and specifications of community interests and needs, as stated in Government Regulation Number 18 of 2016 concerning Regional Apparatus. Without creativity and innovation from regional heads, the implementation of regional autonomy with good governance will experience stagnation, ultimately having negative implications for achieving the regional government's vision and mission.

One of the regional institutions facing the challenge of good and clean governance is Central Lombok Regency. In mid-2024, three employees were recorded as being sanctioned for violations of employee discipline. Two of them are officers from regional apparatus organizations (OPD) (Rosidi, 2024). This form of disciplinary violation is closely related to the regional head election scheduled for late 2024. This contravenes the objectives of the Central Lombok Regency government, which emphasizes the quality of public services with consistent planning and control.

Fundamentally, the goals and objectives of each Central Lombok district mission provide direction for the implementation of every regional government matter, whether mandatory or optional, to support the execution of the mission in question. The aims and objectives of implementing the mission to increase awareness and legal compliance as well as professional government governance to ensure the creation of good governance and clean government are outlined in the table below:

Table 1: Increase Awareness and Compliance with Laws and Professional Governance to Ensure the Creation

of Good Governance and Clean Government

No.	Objective	Target
1.	Increased legal awareness of the public and government officials	<ol style="list-style-type: none"> 1. Increased public compliance with regional legal products. 2. Increased Employee Discipline.
2.	Realizing bureaucratic performance that is increasingly professional and accountable	<ol style="list-style-type: none"> 1. Increasing regional government officials who have competence and are able to provide excellent service; 2. Increasing the quality of public services; 3. Increased supervisory role; 4. Increasing the performance of accountable regional financial management; 5. Preparation of development planning documents; 6. Availability of regional development data, information and statistics.

Source: RPJMD Central Lombok Regency, West Nusa Tenggara Province 2019-2024

Based on this description, this research aims to contribute ideas to the development of science, particularly those related to legal culture in increasing the awareness and strength of government officials to realize good governance and clean government. This research can provide an overview and contribute ideas to relevant parties, especially Central Lombok Regency, West Nusa Tenggara Province, in enhancing the awareness and strength of government officials to realize good governance and clean government through legal culture.

2. Theoretical Overview of the Main Concepts

The theoretical framework draws upon several key concepts. *Firstly*, Daniel S. Lev's on the legal system's procedural and cultural components (procedural legal values: Ways of governing society and managing conflicts, and substantial legal values: Fundamental assumptions about resource distribution and use in society, particularly notions of fairness) (Lev, 2000). *Secondly*, Seidman's theory of deviation, which identifies three main variables influencing legal compliance, (1) socialization of legal products: Have the norms been communicated? (2) synchronization of legal products: Are the norms compatible with the objectives applied to the position? (3) motivational factors: Are role holders driven by deviant motivation.? *Thirdly*, Soerjono Soekanto's four indicators of legal awareness includes a legal knowledge, legal understanding, legal attitude, and patterns of legal behavior (Soekanto, 2012). Soerjono Soekanto's factors influencing law enforcement, the legal factor itself; law enforcement factors; facilities or facility factors; community factors; and cultural factors.

2.1 Legal Basis for Employment

a) Law Number 5 of 2014 concerning State Civil Apparatus b) Government Regulation Number 16 of 1994 concerning Functional Positions of Civil Servants, as amended by Government Regulation Number 40 of 2010 c) Government Regulation Number 99 of 2000 concerning Promotion of Civil Servants, as amended by Government Regulation Number 12 of 2002 d) Government Regulation Number 9 of 2003 concerning Authority to Appoint, Transfer and Dismiss Civil Servants, as amended by Government Regulation Number 63 of 2009 e) Government Regulation Number 21 of 2014 concerning Dismissal of Civil Servants Who Reach the Retirement Age Limit for Functional Officials f) Presidential Regulation Number 17 of 2013 concerning

Allowances for Functional Personnel Analyst Positions g) Presidential Decree Number 87 of 1999 concerning Functional Position Groups for Civil Servants, as amended by Presidential Regulation Number 116 of 2014 h) Regulation of the Minister of State for Administrative Reform Number PER/36/M.PAN/11/2006 concerning Functional Positions of Personnel Analysts and Credit Scores, as amended by Regulation of the Minister of State for Administrative Reform Number PER/14/M.PAN/6/2008 i) Regulation of the Head of the State Civil Service Agency Number 67 of 2006 concerning Instructions for Implementing the Functional Position of Personnel Analyst and Credit Scores, as amended by Regulation of the Head of the State Civil Service Agency Number 34 of 2014 j) Regulation of the Head of the State Civil Service Agency Number 26 of 2011 concerning Technical Instructions for the Position of Skilled Personnel Analyst and Credit Scores k) Regulation of the Head of the State Civil Service Agency Number 11 of 2012 concerning Technical Instructions for Functional Positions of Personnel Analyst Skills and Credit Scores l) Decree of the Minister of Maritime Affairs and Fisheries Number 55/KEPMEN-KP/2013 concerning Granting Authorization to Sign Decisions regarding Appointment, Ranking, Transfer, Dismissal and Other Staff Transfers for Civil Servants within the Ministry of Maritime Affairs and Fisheries m) Regulation of the Head of the State Civil Service Agency Number 7 of 2015 concerning Guidelines for Assessment of Personnel Analyst Position Activity Items and Credit Scores n) Regulation of the Minister of Maritime Affairs and Fisheries Number PER.15/MEN/2010 concerning Organization and Work Procedures of the Ministry of Maritime Affairs and Fisheries.

2.2 Legal Basis for Regional Apparatus Organizations

Law Number 32 of 2004, as revised by Law Number 12 of 2008 concerning Regional Government, in its general provisions in Article 1 paragraph (3), defines regional government as comprising the Governor, Regent, Mayor, and regional apparatus. Regional apparatus consists of:

1. Staff elements assisting in policy preparation and coordination, accommodated in the secretariat
2. Supervisory elements accommodated in the form of inspectorates
3. Planning elements accommodated in the form of bodies
4. Elements supporting the duties of regional heads in the preparation and implementation of specific regional policies, accommodated in regional technical institutions
5. Elements implementing regional affairs contained in regional services

The primary basis for structuring regional apparatus in organizational form is the existence of government affairs under regional authority, which consists of mandatory and optional affairs. However, this does not necessitate the formation of a separate organization for each government affair.

The division of government affairs in Indonesia is essentially divided into three categories; government affairs managed by the central government, government affairs managed by the provincial government, and government affairs managed by the district/city government. Government affairs under central government purview include: a) Foreign policy b) Defense c) Security d) Justice e) National monetary and fiscal matters f) Religion.

2.3 Disciplinary Violations by Civil Servants in Indonesia

The concept of disciplinary violations among civil servants in Indonesia is clearly defined and regulated by Government Regulation No. 53 of 2010, which has been updated by Government Regulation No. 94 of 2021 (Anggoro, 2022; Dewi, 2022; Rauzi, 2022; Riyanto and Prasetyo, 2021). These regulations outline the obligations and prohibited actions for civil servants, with any breach constituting a disciplinary

violation. A disciplinary violation is defined as any speech, writing, or action by a civil servant that contravenes the Civil Servant Disciplinary Regulations, regardless of whether it occurs during or outside working hours. The regulations provide specific definitions for key terms, (1) speech; any verbal expression made in front of others or that can be heard by others, including through various communication mediums, (2) writing; any written expression of thoughts or feelings, including drawings, caricatures, and similar forms of expression, (3) action; any behavior, attitude, or deed. Prospective Civil Servants (CPNS) are also subject to these regulations. Those who receive moderate or severe disciplinary penalties for violations may be disqualified from appointment as full Civil Servants. Then, disciplinary punishments and authority includes a civil servant who commit disciplinary violations are subject to penalties imposed by authorized officials. In specific bodies like the BPK (Supreme Audit Agency), the Secretary General or direct supervisors have the authority to impose disciplinary punishments, as regulated by internal decrees. A discipline is recognized as a crucial element in achieving organizational success and management quali. Small [35] emphasizes that discipline, along with understanding and commitment, is a key component of quality management. To instill discipline in human resources, several methods are proposed: a. Self-awareness b. Self-discipline c. Leading by example d. Cultivating independence e. Avoiding negative attitudes and personalities f. Viewing discipline as a reflection of dedication or worship.

The Indonesian government has established a comprehensive system of disciplinary sanctions for civil servants, as outlined in Government Regulation No. 94 of 2021 (Rauzi, 2022). This system categorizes disciplinary punishments into three levels, (1) light disciplinary punishment (Article 7, Paragraph 2): a. Verbal reprimand b. Written warning c. Written statement of dissatisfaction, (2) moderate Disciplinary Punishment (Article 7, Paragraph 3): a. Postponement of periodic salary increases for 1 year b. Postponement of promotion for 1 year c. Demotion to a lower level for 1 year, and (3) severe disciplinary punishment (Article 7, Paragraph 4): a. Demotion to a lower level for 3 years b. Transfer in the context of demotion to a lower level c. Release from office d. Honorable dismissal not at one's own request e. Dishonorable dismissal. The regulation provides detailed guidelines on which violations correspond to each level of punishment (Articles 8, 9, and 10). These range from minor infractions affecting the work unit to severe violations impacting the government or state.

3. Methodology

This study employs a legal descriptive research approach (Suyanto, 2023). It aiming to provide systematic, factual, and accurate descriptions of phenomena relating to governance, with a particular focus on legal culture in enhancing the awareness and efficacy of government officials in realizing good governance and clean government in Central Lombok Regency.

3.1 Research Design

The research utilizes a normative legal research design, involving the review and analysis of statutory regulations and other legal materials pertinent to ASN (State Civil Apparatus) regulations within the Indonesian legal system. A statutory approach is adopted, examining relevant legislative regulations related to the research theme.

3.2 Data Sources and Collection

The primary data source is secondary data obtained through literature studies. The research classifies a range of data to identify information relevant to the study. Literature searches were conducted in libraries

and through national and international journals, both online and offline. The secondary data, once codified, is used in the research and focuses on two aspects of legal materials:

- a) Primary legal materials: Law Number 5 of 2014 concerning ASN and Government Regulation Number 5 of 2014 concerning Management of Civil Servants
- b) Secondary legal materials: Reference books and journals related to the research theme. Then, further studies of primary legal materials at a theoretical level and their relevant implementation.

3.3 Analytical Framework

The analysis method employed in this research is descriptive. The collected data is associated with civil service law theory in regional government and outlines the challenges of regional government in achieving the goals of good and clean governance.

4. Discussion

4.1 Implementation of Government Regulation 94 of 2021

Prior to and during the initial stages of regional autonomy implementation, the quality and professionalism of civil servants in regional government administration remained relatively low (Adib et al., 2020). This was primarily due to regional governments' dependence on the central government in terms of both human resources and capabilities (Pătru, 2020). All policies, whether related to Civil Servant resources, management systems, or financial resources, were determined by the central government. Consequently, several regions outside Java consistently lagged behind in various aspects, resulting in passive, less creative, and less innovative performance among regional civil servants who felt heavily dependent on central authority. To achieve national development goals—namely, the creation of a just and prosperous society, both materially and spiritually, based on Pancasila and the 1945 Constitution—the government, through its State Administration apparatus, must play a proactive and positive role in all areas of community life. In carrying out their duties as State Administration apparatus, they are obligated to uphold human dignity, rights, and obligations of every citizen. Therefore, the government is compelled to continuously develop, refine, organize, and improve the discipline of its apparatus. This ongoing effort aims to cultivate an efficient, effective, creative, and professional state apparatus capable of executing its duties while adhering to the rule of law, maintaining a high spirit of dedication as public servants and state officials.

In an effort to improve the work discipline of Civil Servants, Law Number 8 of 1974, as amended by Law Number 43 of 1999 concerning Civil Servant Principles, has outlined regulations for Civil Servant discipline (Hamonangan, 2013; Pabisa and Sitabuana, 2021). Article 29 of Law Number 8 of 1974 states that without prejudice to the provisions in criminal laws and regulations, Civil Servant Disciplinary Regulations were implemented to ensure orderly conduct and smooth implementation of duties. Furthermore, Article 30 of Law Number 43 of 1999 stipulates, a) the development of the esprit de corps, code of ethics, and Civil Servant Disciplinary rules must not conflict with Article 27 paragraph (1) and Article 28 of the 1945 Constitution; b) "The development of esprit de corps, code of ethics, and disciplinary regulations as intended in paragraph (1) are stipulated in a Government Regulation. As an implementation of the disciplinary provisions for Civil Servants, the Government established Government Regulation Number 94 of 2021 concerning Civil Servant Discipline regulations. Article 1 point 4 defines Civil Servant discipline as "the ability of civil servants to comply with obligations and avoid prohibitions specified in statutory regulations."

These provisions were created to clearly regulate the obligations, prohibitions, and sanctions imposed on Civil Servants who fail to carry out their duties or violate prohibitions (Pabisa and Sitabuana, 2021). This regulation provides a clear legal basis for imposing sanctions on Civil Servant officers who violate discipline and prohibitions. Considering the importance of discipline for a government agency, the application of these disciplinary measures is influenced by several obstacles in implementing them for Civil Servants within Central Lombok Regency. Wijaya (2022) suggests that these obstacles can be divided into two categories. First, the evolution of regulations: The transition from Government Regulation Number 30 of 1980 to Government Regulation Number 53 of 2010, and subsequently to Government Regulation Number 94 of 2021 concerning Civil Servant Discipline. Article 1 point 1 defines Civil Servant Disciplinary Regulations as "the ability of Civil Servants to comply with obligations and avoid prohibitions specified in statutory regulations and/or official regulations. Second, current compliance issues: Wijaya states that presently, ASN (State Civil Apparatus) in Central Lombok still do not strictly adhere to the law intrinsically. Their behavior is often influenced by extrinsic factors, such as rewards received and psychological relationships with discipline enforcers. Compliance currently revolves around external motivations (Compliance and Identification) rather than pure Internalization. Violations of discipline may result in verbal reprimands, demotions, TPP (Performance Allowance) cuts, or dismissal. However, Wijaya views this as part of the process towards achieving pure, intrinsic consciousness. These provisions were established to clearly delineate the obligations, prohibitions, and sanctions imposed on Civil Servants who fail to fulfill their duties or violate established prohibitions. This regulatory framework provides a clear legal basis for imposing sanctions on Civil Servant officers who breach disciplinary rules or engage in prohibited activities. Violations of prohibitions result in disciplinary sanctions for the Civil Servant in question. Similarly, negligence or intentional failure to carry out the aforementioned obligations can also lead to sanctions being imposed on the concerned Civil Servants.

Civil Servants who neglect their obligations or engage in prohibited acts as stipulated in Government Regulation No. 94 of 2021 are deemed to have committed a violation of civil servant discipline and must consequently face disciplinary punishment (Anggoro, 2022). The primary objective of disciplinary punishment is to correct and educate Civil Servants who commit such violations. Therefore, prior to imposing any disciplinary penalty, every official with the authority to punish must first conduct a thorough examination of the Civil Servant accused of the disciplinary violation (Muttaqin and Idris, 2021). Civil Servants suspected of committing disciplinary violations are subject to examination. The purpose of this examination is twofold: firstly, to ascertain whether the civil servant in question has indeed committed a disciplinary violation, and secondly, to understand the background and circumstances that led to the violation. The examination is conducted personally by the official with the authority to punish or by another appointed official. If, during the examination of a civil servant suspected of committing a disciplinary violation, an official determines that the appropriate disciplinary punishment falls outside their authority based on the examination results, they are obligated to report this to a higher-ranking official with the necessary authority to punish (Channov and Dobrobaba, 2020; Masengi et al., 2023; Meyer-Sahling and Mikkelsen, 2022). This report must be submitted through proper hierarchical channels and should be accompanied by the examination results and other pertinent materials. The higher-ranking official with the authority to punish is then obliged to consider and make a decision based on the report.

Central Lombok Regency, one of the districts in West Nusa Tenggara Province, is currently undergoing development in both Human Resources (HR) and Natural Resources (SDA) to achieve its

developmental goals (Sayuti et al., 2022; Sayuti et al., 2023). This process involves empowering Human Resources through bureaucratic restructuring and the development of regional apparatus organizations, which directly impacts the performance of Civil Servants within the West Nusa Tenggara Regional Government Secretariat. West Nusa Tenggara Province has established an organizational structure in accordance with Government Regulation No. 41 of 2007 concerning Regional Apparatus Organizations (Butt, 2010; Wijaya and Ali, 2021). This structure aims to enhance the effectiveness of regional Civil Servants' performance within the Secretariat of the West Nusa Tenggara Regional Government, which currently employs approximately 8,000 individuals. The enforcement of discipline for West Nusa Tenggara Province employees adheres to the provisions of Government Regulation No. 94 of 2021 concerning Civil Servant Discipline. As a consequence of implementing Government Regulation No. 94 of 2021, the Central Lombok Regency Government has enforced these regulations by imposing various sanctions against violators. The sanctions and punishments given to Civil Servants who violate disciplinary rules must be commensurate with the violations committed. This approach ensures that disciplinary punishments can be accepted by Civil Servants, fulfilling a sense of justice in enforcing discipline for those who violate the regulations.

There are several cases that occurred and were handled by the Legal Sub-Division regarding violations committed by Civil Servants from 2018 to 2021. These cases serve as concrete manifestations of implementing Government Regulation Number 94 of 2021 concerning Civil Servant Discipline within Central Lombok Regency (Ciputra et al., 2022). The expectation is that this implementation will lead to peak awareness among every government apparatus in complying with all rules based on personal consciousness, rather than merely as a response to potential consequences of violations. Ultimately, the goal is for each individual to develop intrinsic awareness, thereby achieving a high level of legal culture. From January 2019 to May 2023, the Central Lombok Regency in Indonesia implemented a series of disciplinary actions against civil servants across various institutions. These actions ranged from temporary salary suspensions to outright dismissals, reflecting the government's commitment to maintaining integrity and performance standards within its civil service.

In 2019, thirteen civil servants faced disciplinary actions. The UPT Mantang Health Center saw one employee demoted for three years, while the Environmental Services and Southwest Praya Subdistrict Office each dismissed an employee without honor. SDN Lekong Madi discharged one employee honorably, though not at the employee's request. Praya 5 Middle School temporarily dismissed one civil servant.

Less severe punishments were also administered. SDN Tanak Rarang and the Department of Agriculture each demoted one employee for a year. SMPN 6 Janapria, Social Services, the Department of Manpower and Transmigration, SDN Tampak Sering, and Bakesbangpoldagri all implemented temporary suspensions of salary payments for one employee each. The Maritime Affairs and Fisheries Service honorably dismissed one employee, not at the individual's request.

Furthermore, the year 2020 saw an increase in disciplinary actions, with fifteen cases recorded. Seven institutions, including the Central Lombok Regency Regional Secretariat and the Department of Manpower and Transmigration, postponed periodic salary increases for one year for one employee each. The Education Authorities issued an open statement against one employee.

More severe actions included a dismissal at SDN 2 Fortunately. The Regional Public Hospital, Social Services, Department of Manpower and Transmigration, Middle Praya Middle School 4, and East Praya 2

Middle School each demoted one employee for a year. The Body of National and Political Unity implemented a more extended demotion of three years for one employee.

Moreover, in 2021, the number of disciplinary actions decreased to five. The East Praya Subdistrict Office and the Department of Cooperatives, Small and Medium Enterprises demoted one employee each for a year, while the Inspectorate imposed a three-year demotion on one employee. The Civil Service Police Unit temporarily suspended one civil servant. SMPN 3 Janapria issued a moral sanction in the form of an open statement against one employee.

Furthermore, in the year 2022 saw eight disciplinary actions. The Civil Service Police Unit dismissed one employee without respect. Praya Hospital temporarily dismissed three civil servants. The UPT Kopang Health Center demoted one employee to a lower level for 12 months. The Department of Agriculture, East Praya 2 Private Vocational School, and the General Affairs division of the Regional Secretariat each temporarily dismissed one civil servant.

Then, in the first five months of 2023, nine disciplinary actions were recorded. The Civil Service Police Unit and the Office of Cooperatives and Micro Enterprises each demoted one employee to a lower level for 12 months. The Central Praya District Office and three cases in the Education Authorities resulted in demotions to a lower level for one year. The Marine and Fisheries Service delayed a process for one year for one employee, while the Department of Agriculture delayed a periodic salary increase for one year for another.

This data, sourced from the Employee Development and Development Sub-Section at BKSDM Central Lombok Regency in 2023, demonstrates the ongoing efforts to maintain discipline and accountability within the civil service. The variety of institutions involved and the range of punishments administered reflect a comprehensive approach to addressing misconduct and maintaining high standards of public service.

From the above, it is evident that civil servants who receive various sanctions do so based on the severity of violations committed by the ASN (Aparatur Sipil Negara or State Civil Apparatus) in question, ranging from light to serious infractions, potentially resulting in dismissal. This demonstrates the commitment of authorized officials to enforcing ASN discipline. Examining the implementation of Government Regulation No. 94 of 2021 within Central Lombok Regency reveals its significant influence on the performance of civil servants. Additionally, it illustrates the extent to which legal rules are adhered to, as a legal rule is considered effective when obeyed by the majority of civil servants who are the targets of its compliance. Furthermore, Ali and Haryani (2014) identify several factors influencing general compliance with the law:

1. The relevance of legal rules to the needs of the target population. Legislators must understand the legal requirements of those affected by the law.
2. Clarity in the formulation of legal rules to ensure easy comprehension by the target audience. The substance of the law must be well-designed, clearly written, and unambiguous, though it may still require interpretation by law enforcement.
3. Optimal dissemination of legal regulations to all targets. It is erroneous to assume that all residents within a country are aware of all applicable legal rules.
4. Preference for prohibitive rather than mandatory legislation, as prohibitions are generally easier to implement.

5. Appropriateness of sanctions in relation to the nature of the violated legal rules. Sanctions suitable for one purpose may not be appropriate for another.
6. Proportionality and feasibility of threatened sanctions in legal regulations.
7. Possibility of law enforcement to process violations, requiring that regulated actions be concrete, observable, and amenable to legal proceedings.
8. Relative effectiveness of legal rules containing moral norms, particularly prohibitions, compared to those conflicting with the morals of the target population.
9. Dependence on optimal and professional law enforcement for overall effectiveness.
10. Requirement of a minimum socio-economic standard of living and public order for optimal legal effectiveness.

Regarding the effectiveness of specific legal rules, several factors come into play (knowledge of the substance (content) of legislation, methods of acquiring this knowledge, institutions related to the scope of legislation in society, and the legislative process, which should avoid hasty creation of laws for momentary interests, resulting in poor quality legislation incongruent with societal needs.

The effectiveness of legislation is largely influenced by the professional and optimal execution of roles, authorities, and functions by law enforcers (Muttaqin, 2023). The operation of legal or statutory regulations can be analyzed from two distinct perspectives. First, organizational perspective: This approach views legislation as an "institution," focusing on its inherent characteristics and systemic functions within the broader legal framework. Second, individual or compliance perspective: This viewpoint emphasizes the individual or personal aspect, examining how legislation regulates and influences the social lives of individuals within a given society. These perspectives offer complementary insights into the efficacy and impact of legal regulations, allowing for a more comprehensive understanding of their operation within both institutional and societal contexts.

4.2 Examination Procedures

The stages of the inspection procedure require careful attention. The purpose of inspections is to ascertain the veracity of alleged violations and understand the background and context of the situation. As stipulated in Government Regulation Number 53 of 2010, prior to imposing any disciplinary penalty, the official vested with punitive authority is obligated to first examine the Civil Servant suspected of committing a disciplinary violation. This examination serves two primary purposes, to determine whether the Civil Servant in question has indeed committed a disciplinary violation and identify the factors that may have encouraged or caused the employee to commit the violation. The examination must be conducted with meticulous care and objectivity, enabling the authorized official to consider the appropriate type of disciplinary punishment with well-founded arguments. The objectives of the inspection process are multifaceted: enhancement of discipline and work performance, minimization of the impact of violations, expedited management of officers, improvement of personnel services, and reduction of state financial leakage and waste to a minimum (Sopnar Maru et al., 2018). The examination process is designed to be thorough and fair. If a civil servant suspected of a disciplinary violation fails to comply with an initial summons for questioning without a valid reason, a second summons will be issued. The first summons may be verbal or written, while the second must be in written form. When scheduling subsequent examinations, due consideration must be given to the time required for

summons delivery.

4.2.1 Summoning and Examination Procedures

The process of summoning and examining civil servants suspected of disciplinary violations involves several key considerations (Heryanto and Kristiawanto, 2023; Prasetyowati et al., 2022):

1. Summoning Procedure: a. Examination method: May be conducted verbally or in writing b. Response to summons: Procedures for non-compliance. If a civil servant suspected of committing a disciplinary violation fails to comply with the initial summons without a valid reason, a second summons may be issued. The first summons can be verbal or written, while the second must be in writing. The scheduling of subsequent examinations must account for summons delivery time. Non-compliance with the second summons empowers the official with punitive authority to impose disciplinary penalties based on available evidence.
2. Examination Process: a. Examining authority: Self-conducted or delegated b. Nature of examination: Closed c. Examination method: Oral or written d. Documentation: Minutes and inspection reports.

According to legal provisions, the official with punitive authority is authorized to conduct the examination. However, to expedite the process, this official may delegate the task to another official, provided the delegated official is not of lower rank than the civil servant being examined. Examinations can be conducted orally or in writing. For disciplinary violations that may result in punishment imposed by the President, the examination is conducted by the Head of the relevant Agency. Written examinations must be documented in an official report for future reference.

4.2.2 Formal Procedures for Disciplinary Actions

Article 23 of the relevant regulation outlines the summoning process: (1) Civil servants suspected of disciplinary violations are summoned in writing by their immediate superiors. (2) Summons must be issued at least 7 working days before the examination date. (3) If the civil servant fails to appear, a second summons is issued within 7 working days of the initial examination date. (4) Failure to appear after the second summons results in disciplinary action based on available evidence, without further examination. Article 24 mandates that: (1) Immediate superiors must examine civil servants suspected of disciplinary violations before imposing punishment. (2) Examinations are conducted in private, with results documented in an inspection report. (3) Based on examination results, the authority to impose disciplinary punishment may lie with: a. The immediate superior, who must then impose the punishment. b. A higher official, in which case the immediate superior must report hierarchically, including the audit report. Article 25 provides for the formation of an Examination Team for severe disciplinary violations, as outlined in Article 7 paragraphs (3) and (4). This team, formed by the Personnel Development Officer, consists of direct superiors, supervisory elements, and personnel elements or other appointed officials. Article 26 allows for the gathering of additional information from other individuals if deemed necessary by the direct superior, Investigation Team, or punitive authority.

4.2.3 Civil Servant Development for Good Governance and Clean Government

The effectiveness of governance and national development in Indonesia is heavily dependent on the quality and performance of its civil servants. To achieve national goals, it is imperative to cultivate a civil service characterized by loyalty and obedience to Pancasila and the 1945 Constitution, unity in service to the state and government, strong mentality and authoritative demeanor, efficiency and effectiveness in

performance, high quality of service, and acute awareness of responsibilities as state officials, state servants, and public servants. To foster such qualities in civil servants, a comprehensive development approach is necessary, founded on a dual system of career progression and performance evaluation.

4.2.4 Career System and Performance System

Career system by defines initial appointment based on skills, considers factors such as length of service, loyalty, and other objective conditions for subsequent development, and can be either open or closed, a) open career system: allows external candidates to fill vacancies if they possess required skills and experience; b) closed career system: restricts vacancies to existing employees within the organization. Meanwhile, performance system with bases appointments and promotions on demonstrated skills and achievements, requires passing service exams and showing tangible work performance, and does not necessarily reward years of service.

Both systems have their advantages and disadvantages. In career system, the advantages are fairly rewards years of service, loyalty, devotion, and allows promotion based on experience, with consideration of skills and performance. The disadvantages are difficulty in establishing strict measures for promotion and risk of treating promotions as entitlements, potentially reducing motivation. Meanwhile, advantages in the performance system are provides strict, measurable criteria for promotions and encourages skill improvement and performance enhancement. The disadvantages are may not adequately reward loyalty and years of service and potentially disadvantages skilled practitioners who struggle with theoretical exams.

To effectively implement a combined career and performance-based system, comprehensive arrangements are necessary in various areas, including: (a) Payroll (b) Rank structure (c) Departmental organization (d) Performance assessment methods (e) Rank order listing (f) Leave policies (g) Maintenance of personnel records (h) Education and training programs (i) Award systems (j) Disciplinary regulations (k) Termination procedures (l) Pension schemes.

5. Synopsis of the Main Research Outcomes

Recent data from Central Lombok Regency illustrates the practical challenges of implementing these disciplinary regulations:

1. Current State of Discipline; (as of 2023, civil servant discipline remains a significant issue in the region. The Civil Servants and Contract-Based Government Employees (PPPK) still demonstrate low levels of discipline.
2. Attendance Data (January 1 to July 8, 2023); morning assembly attendance was particularly low, with only 54.54% of Civil Servants and PPPK present. Then, out of 51 Civil Servants and 4 PPPK, 25 did not participate in the morning roll call.
3. Administrative Response; the Regional Secretary of Central Lombok Regency has emphasized a commitment to imposing sanctions as per regulations. The sanctions will be applied progressively, ranging from warnings to dishonorable dismissal, depending on the severity and frequency of violations.
4. Factors Influencing Compliance: the non-compliance is partly due to perceived inconsistencies in the application of rules and the influence of political factors on career advancement. Furthermore, the fear

of financial penalties (e.g., 25% cut in performance allowances for 6 months) serves as a deterrent for some civil servants. Some violations to group dynamics within the civil service system.

The case of Central Lombok Regency reveals that compliance with disciplinary regulations is influenced by various factors, it includes a compliance fear of punishment or loss of benefits (e.g., performance allowances), identification or conformity to group norms within the civil service, internalization as most compliance appears to be driven by external factors rather than personal, and conviction.

This analysis suggests that while the regulatory framework for civil servant discipline in Indonesia is comprehensive, its effectiveness in practice faces several challenges. The case of Central Lombok Regency indicates a gap between policy and implementation, influenced by local organizational culture, individual perceptions, and systemic issues within the civil service. To foster qualities in civil servants, a comprehensive development approach is necessary, founded on a dual system of career progression and performance evaluation.

6. Conclusions

This study of civil service discipline in Central Lombok Regency reveals the complex interplay between national regulations, local implementation, and individual behavior in Indonesia's decentralized governance system. While Government Regulation No. 94 of 2021 provides a comprehensive framework for enforcing disciplinary standards, its effectiveness is mediated by a range of factors including organizational culture, individual perceptions, and systemic issues within the civil service.

The predominance of extrinsic motivations for compliance suggests a need for strategies that foster intrinsic adherence to ethical standards and professional norms. Future research could explore interventions aimed at cultivating a stronger culture of integrity within regional civil services, as well as comparative studies across different regions to identify best practices in implementation.

As Indonesia continues to refine its approach to regional autonomy and public administration reform, the insights gained from local-level implementation of national policies will be crucial in shaping more effective and responsive governance structures. The case of Central Lombok Regency underscores both the progress made and the ongoing challenges in realizing the ideals of good governance and public integrity in Indonesia's diverse regional contexts.

7. Limitations, Implications, and Further Directions of Research

The results of this research show that the phenomenon of disciplinary violations by government employees is more hidden in local governments. In future policy development, it is crucial to implement a more systematic monitoring system to determine the extent to which disciplinary rules are adhered to by government employees in the performance of their duties. This effort will in turn support the realization of good and clean governance in the future. It is hoped that the results of this research can contribute ideas to the development of local government legal knowledge, especially those related to legal culture, in order to increase the awareness and strength of government officials to realize good governance and clean government. Apart from that, the results of this research can be a preference for decision makers and implementers who enforce legal sanctions for violations in the field.

However, the results of this study have several limitations. First, contextually, this research cannot be used to generalize employee compliance in other regions. Second, the qualitative research approach has

advantages in depth of analysis. However, methodological development is needed to obtain broader results. Third, this research is limited to analyzing legal awareness and sanction enforcement among state officials. Thus, further research can focus on analyzing the legal culture of local governments in other regions. Apart from that, further research needs to expand the scope of research to obtain more accurate and clear results regarding the operationalization of laws and sanctions.

Compliance with ethical standards

This article does not contain any studies with human participants or animals performed by the author. Extracting and inspecting publicly accessible files (scholarly sources) as evidence, before the research began no institutional ethics approval was required.

Data availability statement

All data generated or analyzed are included in the published article.

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Author contributions

The authors confirm being the sole contributor of this work and approved it for publication. The authors take full responsibility for the accuracy and the integrity of the data analysis.

Conflict of interest statement

The authors declare that the research was conducted in the absence of any commercial or financial relationships that could be construed as a potential conflict of interest.

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