

ADMINISTRATIVE ENFORCEMENT OF CIVIL SERVANT DISCIPLINE IN REGIONAL GOVERNMENTS: EVIDENCE FROM PRABUMULIH CITY

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Abstract

Civil servant discipline is a fundamental component of accountable public administration because the effectiveness of government institutions depends not only on regulatory frameworks but also on the institutional capacity and legal culture of the bureaucracy implementing them. Although civil servant discipline has been extensively regulated under Law Number 20 of 2023 concerning the State Civil Apparatus and Government Regulation Number 94 of 2021 concerning Civil Servant Discipline, limited attention has been given to how disciplinary authority is implemented at the regional level and how institutional, procedural, technological, and legal-cultural constraints influence enforcement. This study examines the administrative enforcement of civil servant discipline by the Civil Service and Human Resources Development Agency (BKPSDM) of Prabumulih City and identifies the legal and administrative factors that constrain its effectiveness. The study employs empirical juridical (socio-legal) research using statutory and field approaches. Primary data are derived from field information and institutional materials, while secondary data are obtained from legislation and relevant academic literature. Data are analyzed qualitatively through a socio-legal interpretive approach. The findings indicate that BKPSDM has a strategic role in disciplinary supervision, examination, clarification, administrative processing, and the formulation of disciplinary recommendations. However, its effectiveness is constrained by regulatory changes, limitations in disciplinary authority, complex administrative procedures, limited human-resource capacity, suboptimal technology-based supervision, and legal-cultural factors within the bureaucracy. These findings indicate that the problem of disciplinary enforcement is not merely normative but also institutional and organizational. The study contributes to the understanding of regional civil service governance by demonstrating how institutional authority and legal culture interact in determining the effectiveness of administrative discipline enforcement. Strengthening disciplinary governance therefore requires clearer authority arrangements, integrated digital monitoring, continuous administrative-law training, and stronger internalization of disciplinary and accountability values.

Keywords: Civil Servant Discipline; State Civil Apparatus Governance; Administrative Law Enforcement; Bureaucratic Accountability; Regional Government Administration.

I. INTRODUCTION

The State Civil Apparatus (ASN) is a strategic element in the administration of government and public services in Indonesia. The legal status of ASN is regulated in Law Number 20 of 2023 concerning the State Civil Apparatus, which, in Article 1, number 1,

affirms that ASN is a profession for Civil Servants (PNS) and Government Employees with Employment Agreements (PPPK) who work in government agencies. This provision positions ASN as a subject of public law with a vital role in the planning, implementation,

and supervision of governance and national development.¹

As implementers of public policy, civil servants are required to carry out their duties professionally, with integrity, and free from political intervention and practices of corruption, collusion, and nepotism. From the perspective of state administrative law, civil servants play not only a technical role but also a holder of government authority (*bestuurszorg*) inherent in their positions, both in the form of regulatory authority (*regeling*) and administrative authority (*bestuur*). Therefore, the success of governance is not only determined by the state's institutional structure, but also depends heavily on the quality, performance, and discipline of the apparatus that carries it out.²

In order to realize professional and accountable ASN management, the State Civil Service Agency (BKN) has a central position and role as a non-ministerial government institution. Based on Presidential Regulation of the Republic of Indonesia Number 58 of 2013 concerning the State Civil Service Agency, BKN is under and responsible to the President through the minister in charge of state apparatus empowerment and bureaucratic reform. This provision confirms the position of BKN as an institution authorized to implement

ASN management nationally. Furthermore, regulations regarding the organization and work procedures of BKN have developed through the State Civil Service Agency Regulation, the most recent of which is regulated in BKN Regulation Number 1 of 2025 concerning the Organization and Work Procedures of the State Civil Service Agency, as a form of adjustment to the needs of effectiveness and efficiency of personnel services.³

Normatively, the BKN has the task of carrying out government affairs in the field of ASN management in accordance with the provisions of laws and regulations, which include the preparation of technical policies for personnel management, procurement and development of civil servants, management of transfers, dismissals and retirements, the implementation of personnel management information systems, supervision and control of ASN management, as well as the implementation of education, training, research, and legal assistance in the field of personnel. These functions indicate that ASN management, including development and enforcement of discipline, is an integral part of the state administration system.

At the regional level, the implementation of ASN management is carried out by a

¹ Rinaldi, R. (2021). Professionalism of the Public Relations and Protocol Division at the Regional Secretariat of the Meranti Islands Regency. <https://repository.uir.ac.id/14700/>.

² Malik, DEH, & Rahman, A. (2024). Implementation of Integrated Water Resources Infrastructure Development and Revitalization Policy

Through the 942 Program in East Jakarta. *Pentahelix*, 2(1), 55. <https://doi.org/10.24853/penta.2.1.55-62>.

³ Muljani, N., Pengajar, S., Ekonomi, F., Katolik, U., & Surabaya, W.M. (2002). Compensation as a Motivator to Improve Employee Performance. *Journal of Management & Entrepreneurship*, Department of Management Economics, 4(2), 108–122

regional apparatus that specifically handles personnel affairs, namely the Personnel and Human Resources Development Agency (BKPSDM). In Prabumulih City, the position, organizational structure, duties and functions of BKPSDM are regulated in Prabumulih Mayor Regulation Number 13 of 2025. BKPSDM is positioned as a regional apparatus that assists the Mayor as the Personnel Development Officer in carrying out government affairs in the field of personnel and human resource development of the apparatus, including the formulation of technical policies, competency development, performance assessment, and enforcement of Civil Servant discipline.

Civil Servant Discipline is a crucial instrument in maintaining the effectiveness and accountability of government administration. Civil Servant Discipline is normatively defined as the ability of civil servants to comply with obligations and avoid prohibitions stipulated in laws and regulations, as stipulated in Article 1, number 4 of Government Regulation Number 94 of 2021 concerning Civil Servant Discipline. These disciplinary regulations include adherence to working days and hours, official regulations, ethics and behavior as civil servants, and responsibility in carrying out duties.⁴

In the context of enforcing discipline within the Prabumulih City Government,

provisions regarding Civil Servant discipline are further regulated in Prabumulih Mayor Regulation Number 82 of 2021 concerning Employee Discipline and the Authority of Officials Imposing Disciplinary Sanctions. This regulation details obligations, prohibitions, procedures for imposing sanctions, and the types of disciplinary sanctions that can be imposed, ranging from light, moderate, to severe. Discipline enforcement is the responsibility of the Personnel Development Officer and officials in charge of personnel management, who have the authority to impose sanctions objectively and in accordance with the principle of legal certainty.

In practice, disciplinary violations by civil servants still frequently occur and attract public attention, both through print and electronic media. One form of disciplinary violation that frequently occurs is absence by civil servants without valid reasons. Based on Government Regulation Number 94 of 2021, continuous absence for 10 (ten) working days or more without valid explanation is categorized as a serious disciplinary violation that can lead to dishonorable dismissal. In Prabumulih City, there was a case of a serious disciplinary violation that resulted in the dishonorable dismissal of a civil servant after undergoing an examination and clarification process in accordance with applicable

⁴ Boedinigsih, W., & Winarto. (2014). Law Enforcement Against Undisciplined Civil Servants. *Jurnal Sapientia et Vixtus*.

regulations. This case demonstrates the local government's commitment to upholding discipline and integrity of the apparatus, while also serving as a reminder to all civil servants to comply with regulations and carry out their duties professionally.⁵

However, civil servant disciplinary violations are inseparable from various factors, such as weak supervision, the lack of firm enforcement of sanctions, and the suboptimal technology-based oversight system. In this context, efforts are needed to strengthen the oversight and disciplinary enforcement system to be more effective, objective, and transparent, including through the use of personnel information systems and digital technology to monitor civil servant attendance and performance.

Against this background, the present study addresses a research gap concerning the interaction between the normative framework of civil servant discipline and the institutional realities of disciplinary enforcement at the regional level. Rather than examining discipline solely as a matter of compliance with statutory provisions, this study analyzes how BKPSDM's institutional position, limitations of authority, administrative procedures, supervisory mechanisms, and bureaucratic legal culture influence the effectiveness of discipline enforcement in Prabumulih City.

The novelty of this study lies in integrating these dimensions into a socio-legal analysis of regional civil service governance. The study specifically seeks to demonstrate that weaknesses in disciplinary enforcement may arise not only from deficiencies in legal norms but also from the interaction between institutional structure, administrative procedures, technological supervision, and legal culture.

Accordingly, this research aims to analyze the role of BKPSDM Prabumulih City in enforcing civil servant discipline and to identify the legal and administrative obstacles affecting the effectiveness of such enforcement. The research is guided by two questions: (1) What is the institutional and administrative role of BKPSDM Prabumulih City in enforcing civil servant discipline? and (2) What legal, institutional, procedural, technological, and legal-cultural factors constrain the effectiveness of disciplinary enforcement at the regional level?

II. RESEARCH METHODS

2.1 Research Design

This study employs empirical juridical research, also referred to as socio-legal research. The approach combines the examination of applicable legal norms with an analysis of how those norms are implemented in administrative practice. This design is

⁵ Saleh, S. (2010). Discipline Enforcement (An Effort To Improve Employee Performance) Sirajuddin. *Journal Of Law*.

appropriate because the study focuses not only on the statutory regulation of civil servant discipline but also on the implementation of disciplinary authority by the Civil Service and Human Resources Development Agency (BKPSDM) of Prabumulih City. Empirical juridical research enables the relationship between law in books and law in action to be examined within the institutional context of regional government.⁶

2.2 Research Location and Subjects

The research was conducted at the Prabumulih City Government, with particular attention to the Civil Service and Human Resources Development Agency (BKPSDM) as the institution responsible for personnel administration and human-resource development. The research subjects consist of personnel-management officials and administrative actors involved in civil servant disciplinary processes. The institutional setting was selected because BKPSDM occupies a strategic position in the examination, administrative processing, supervision, and formulation of disciplinary recommendations.

2.3 Legal and Empirical Data Sources

The research uses primary and secondary data. Primary data consist of information obtained from field research and institutional documents relevant to the implementation of civil servant discipline. These materials are used to understand the actual administrative

process, institutional division of authority, procedural practices, and obstacles encountered by BKPSDM.

Secondary data consist of statutory regulations, academic literature, and other legal materials relevant to civil servant discipline and administrative law. The principal legal framework includes Law Number 20 of 2023 concerning the State Civil Apparatus, Government Regulation Number 94 of 2021 concerning Civil Servant Discipline, Prabumulih Mayor Regulation Number 82 of 2021 concerning Employee Discipline and the Authority of Officials Imposing Disciplinary Sanctions, and Prabumulih Mayor Regulation Number 13 of 2025 concerning the position, organizational structure, duties, and functions of BKPSDM.

2.4 Data Collection

Data were collected through field study and document analysis. Field information was obtained through interviews with relevant personnel involved in the administration and enforcement of civil servant discipline. Institutional documents were examined to identify the regulatory basis, administrative procedures, distribution of authority, and implementation of disciplinary measures. The literature study was used to examine legislation, legal doctrine, and previous research concerning law enforcement,

⁶ Moho, H. (2019). Law Enforcement in Indonesia According to the Aspects of Legal Certainty, Justice, and Benefit. *Warta Journal*, 13(1), 91–96

administrative authority, legal certainty, and bureaucratic discipline.

2.5 Data Analysis

The collected data were analyzed qualitatively. The analysis involved organizing the legal and empirical materials, identifying recurring institutional and administrative issues, comparing legal requirements with administrative practices, and interpreting the findings from a socio-legal perspective. The analysis focuses on five interconnected dimensions: (1) normative regulation; (2) institutional authority; (3) administrative procedure; (4) supervision and information technology; and (5) legal culture.

The normative analysis examines the consistency of disciplinary practices with applicable legislation and the principles of legality and legal certainty. The socio-legal analysis then relates these norms to institutional practices in Prabumulih City. This analytical strategy follows the understanding that the effectiveness of law depends not only on the substance of legal norms but also on legal structure and legal culture. The perspective is consistent with Friedman's framework on the interaction between legal structure, substance, and culture and with the discussion of legal effectiveness in the existing literature.

2.6 Validity of Analysis

The validity of the analysis was strengthened through comparison between regulatory provisions, institutional documents, and field information. This process was

intended to identify whether formal disciplinary rules correspond with their implementation within the regional bureaucracy and to distinguish normative problems from institutional and procedural problems.

III. RESULTS AND DISCUSSION

3.1 Institutional Position of BKPSDM in Civil Servant Discipline Enforcement

The enforcement of civil servant discipline in Prabumulih City constitutes an integral part of regional administrative governance. The Civil Service and Human Resources Development Agency (BKPSDM) occupies an important institutional position because it supports personnel management and human-resource development, including technical policy formulation, competency development, performance assessment, and disciplinary administration. The institutional basis for BKPSDM is provided by Prabumulih Mayor Regulation Number 13 of 2025, which regulates its position, organizational structure, duties, and functions.

The institutional position of BKPSDM demonstrates that disciplinary enforcement is not exercised by a single administrative actor. There is a distinction between the administrative and technical functions of BKPSDM and the authority of the Personnel Development Officer (PPK) to make final disciplinary decisions. BKPSDM primarily undertakes examination, clarification,

preparation of administrative materials, and formulation of recommendations, whereas the final disciplinary decision depends on the official legally authorized to impose the relevant sanction.

This distribution of authority creates both opportunities and challenges. The separation of functions may provide an internal mechanism of checks and administrative accountability because examination and decision-making are not necessarily concentrated in one institutional actor. However, fragmented authority may also create coordination problems when the interpretation of disciplinary norms, assessment of evidence, and determination of sanctions involve different officials. Therefore, the effectiveness of disciplinary enforcement depends not only on the existence of legal authority but also on the clarity of institutional responsibilities and the coordination mechanisms connecting those authorities.

Hadjon's framework of governmental authority distinguishes attribution, delegation, and mandate. This distinction remains relevant to the Prabumulih context because disciplinary authority is not entirely concentrated in BKPSDM. BKPSDM should therefore be understood as part of an institutional chain of

disciplinary administration rather than as an autonomous sanctioning authority.⁷

This institutional perspective is consistent with the broader literature on bureaucratic legalism. Lapuente and Suzuki (2020) explain that personnel systems in public administration are closely associated with formalized rules, legal safeguards, employment conditions, and administrative structures. Their comparative study also shows that bureaucratic legalism is an important institutional characteristic affecting how public managers operate. In the context of civil servant discipline, this means that clearly defined authority and formal procedures are essential for ensuring predictable and accountable administrative action.⁸

The institutional dimension also needs to be considered in relation to contemporary changes in public administration. Ingaggiati et al. (2026) demonstrate that public administration continues to negotiate between traditional bureaucratic structures and newer organizational approaches, particularly in the areas of managerial selection and training. This perspective is relevant to BKPSDM because personnel agencies are required to maintain regulatory compliance while simultaneously developing institutional capacities that respond to changing administrative demands.⁹

⁷ Hadjon, Philipus M. *Pengantar Hukum Administrasi Indonesia*. Yogyakarta: Gadjah Mada University Press, 2005

⁸ Lapuente, Victor, and Kohei Suzuki. "Politicization, Bureaucratic Legalism, and Innovative

Attitudes in the Public Sector." *Public Administration Review* 80, no. 3 (2020): 454–467. DOI: 10.1111/puar.13175

⁹ Ingaggiati, Marta, Marco Guerci, Giovanni Barbato, and Renato Ruffini. "The Bureaucracy versus

Accordingly, the institutional position of BKPSDM should not be assessed solely in terms of whether it possesses formal authority. The more important issue is whether its authority, responsibilities, procedures, and coordination with the PPK create an integrated accountability chain capable of producing consistent disciplinary decisions.

3.2 Normative Constraints and Legal Certainty

The normative framework for civil servant discipline is primarily established by Law Number 20 of 2023 concerning the State Civil Apparatus and Government Regulation Number 94 of 2021 concerning Civil Servant Discipline. Government Regulation Number 94 of 2021 defines discipline as the ability of civil servants to comply with obligations and avoid prohibitions established by legislation. The disciplinary framework covers working obligations, official conduct, ethical requirements, and responsibility in carrying out governmental duties.

At the regional level, these provisions are complemented by Prabumulih Mayor Regulation Number 82 of 2021 concerning Employee Discipline and the Authority of Officials Imposing Disciplinary Sanctions. The regulatory framework therefore exists at both national and regional levels. The principal difficulty identified in this study is not the total

absence of legal norms, but the implementation, interpretation, and synchronization of those norms within regional administration.

One significant obstacle is the dynamic character of personnel regulation. Changes in legal norms require continuous adjustment of administrative procedures, institutional guidelines, and the competence of officials. When regulatory changes are not accompanied by adequate technical guidance and institutional adaptation, differences in interpretation may arise, particularly in classifying disciplinary violations and determining proportionate sanctions.

Moho (2019) emphasizes that effective law enforcement needs to accommodate legal certainty, justice, and benefit. From this perspective, the existence of detailed regulations is insufficient if administrative actors interpret and apply them inconsistently. Legal certainty requires not only normative clarity but also predictability in administrative implementation.¹⁰

This issue can also be viewed through the concept of bureaucratic legalism. Lapuente and Suzuki (2020) explain that bureaucratic legalism involves adherence to law as a guiding principle, formalized personnel systems, and the use of law as a safeguard against arbitrary administrative action.

Post-Bureaucracy Paradox in Public Administration: A Historical Perspective on the Selection and Training of Public Managers." *Public Administration* 104, no. 1 (2026): 33–54. DOI: 10.1111/padm.13074

¹⁰ Moho, H. "Law Enforcement in Indonesia According to the Aspects of Legal Certainty, Justice, and Benefit." *Warta Journal* 13, no. 1 (2019): 91–96.

Consequently, a highly regulated civil service system requires officials who are capable of translating formal rules into consistent administrative decisions.¹¹

The finding is therefore that regulatory complexity may create a paradox. On the one hand, detailed rules are necessary to protect civil servants from arbitrary sanctions. On the other hand, excessive dependence on formal rules without adequate interpretive capacity may produce administrative rigidity and differences in application. The problem is therefore not simply the quantity of regulations but the institutional capacity to interpret, harmonize, and implement them.

The implication for Prabumulih City is that regulatory harmonization should be accompanied by continuous legal and administrative training. Regulatory changes should be translated into clear operational guidelines so that officials responsible for disciplinary enforcement share a consistent understanding of violations, evidentiary standards, procedural requirements, and sanctions.

3.3 Institutional Authority and Administrative Accountability

A second major obstacle concerns the distribution of authority in the disciplinary process. BKPSDM has an important administrative role, but its authority to impose

certain disciplinary sanctions is limited. The agency primarily performs examination, clarification, administrative processing, and recommendation functions, whereas the final decision may remain with the PPK or another official legally authorized to impose the relevant sanction.

This arrangement has significant implications for administrative accountability. When the institution conducting the examination differs from the institution making the final decision, effective coordination becomes essential. Differences between the findings of BKPSDM and the assessment of the authorized official may create delays, inconsistent interpretations, or uncertainty regarding responsibility for the final decision.

From the perspective of administrative law, the separation of authority is legitimate when it has a clear legal basis. However, the separation must be accompanied by transparent procedures and clearly defined institutional responsibilities. Djadjuli (2018) emphasizes the importance of government institutions in supporting effective regional governance. Therefore, institutional arrangements should ensure that the distribution of authority strengthens rather than weakens administrative accountability.¹²

The issue can also be related to the concept of performance information in public

¹¹ *Op cit*

¹² Djadjuli, D. "The Role of Government in Regional Economic Development." *Scientific Journal of*

Science and Administrative Sciences 5, no. 2 (2018): 8–21.

organizations. Nitzl, Sicilia, and Steccolini (2019) demonstrate that the way performance information is used is related to organizational performance and is influenced by organizational culture. Although their research does not specifically address disciplinary sanctions, the finding is relevant because disciplinary administration also depends on the availability and use of reliable information concerning attendance, performance, and compliance.¹³

The implication is that disciplinary accountability requires a clear information chain. Examination findings should be documented, verified, transmitted to the authorized decision-maker, and incorporated into the final disciplinary decision. Each stage should have an identifiable responsible institution or official. This arrangement reduces the possibility that institutional fragmentation will produce unclear accountability.

The strengthening of disciplinary enforcement in Prabumulih should therefore not necessarily involve transferring all sanctioning authority to BKPSDM. Instead, the priority should be to clarify the relationship between examination, recommendation, decision-making, monitoring, and evaluation. Such an arrangement would enable each institution to perform its legally defined

function while maintaining an integrated accountability mechanism.

3.4 Procedural Constraints and Due Process

Disciplinary enforcement must balance two objectives: ensuring effective sanctions against violations and protecting the procedural rights of civil servants. The disciplinary process may include summons, examination, clarification, preparation of administrative records, assessment, recommendation, and decision-making. The multi-stage nature of the process may affect the speed and effectiveness of disciplinary enforcement.

Procedural requirements are important because disciplinary sanctions may directly affect the employment status, career, and professional reputation of civil servants. Procedural errors should therefore not be regarded merely as technical administrative deficiencies. Failure to comply with legally prescribed procedures may affect the validity of disciplinary decisions and may create opportunities for administrative objections or judicial review.

The principle of legal certainty requires that civil servants understand the applicable obligations, the procedures applicable to disciplinary investigations, and the potential consequences of violations. Conversely,

¹³ Nitzl, Christian, Maria Francesca Sicilia, and Ileana Steccolini. "Exploring the Links between Different Performance Information Uses, NPM Cultural Orientation, and Organizational Performance in the

Public Sector." *Public Management Review* 21, no. 5 (2019): 686–710. DOI: 10.1080/14719037.2018.1508609

disciplinary authorities must ensure that sanctions are imposed only after sufficient factual and legal examination.

The problem of procedural capacity is particularly important in regional government. Limited human resources with adequate knowledge of personnel law and administrative law can produce errors in summons, examination, classification of violations, preparation of administrative documents, or determination of sanctions. These problems may delay the disciplinary process and reduce the deterrent function of disciplinary measures.

This finding is consistent with the broader literature emphasizing the importance of training and capacity development in public administration. Ingaggiati et al. (2026) identify selection and training as important organizational domains in the continuing development of public administration. Similarly, research on civil servants and training demonstrates that human-resource development can contribute to employee performance and public service effectiveness.¹⁴

Therefore, disciplinary enforcement should be supported by continuous administrative-law training rather than relying exclusively on the initial competence of personnel officials. Training should address not only substantive disciplinary rules but also

evidence assessment, procedural legality, administrative decision-making, proportionality of sanctions, and documentation.

3.5 Technology-Based Supervision

Technology constitutes an increasingly important component of personnel administration and disciplinary supervision. The present study identifies the suboptimal use of integrated technology-based personnel information systems as one of the obstacles to effective disciplinary enforcement.

The principal issue is not merely whether a digital system exists but whether the system is sufficiently integrated into the disciplinary decision-making process. A technology-based monitoring system should generate reliable and verifiable information concerning attendance, working hours, performance, and other indicators of compliance. Fragmented data or delayed information can weaken the evidentiary basis of disciplinary decisions.

Research in *Government Information Quarterly* provides strong support for this dimension. Ahn and Chen (2022) demonstrate that government employees' perceptions and willingness to accept new technologies are important for successful digital transformation in government. They also emphasize the importance of employee training and understanding in developing sustainable technology-enabled public administration.¹⁵

¹⁴ *Op cit*

¹⁵ Ahn, Michael J., and Yu-Che Chen. "Digital Transformation toward AI-Augmented Public

This finding is relevant to Prabumulih because the effectiveness of digital supervision depends not only on technological infrastructure but also on employee acceptance, institutional readiness, and managerial capacity. Digital monitoring cannot automatically improve disciplinary enforcement if officials do not trust the data, do not understand the system, or continue relying primarily on fragmented manual reporting.

Gong, Yang, and Shi (2020) similarly demonstrate that digital transformation in hierarchical bureaucracies affects organizational flexibility but remains dependent on organizational elements and bureaucratic levels. Thus, digitalization should be viewed as an organizational transformation rather than simply the introduction of a new information system.¹⁶

The same argument becomes increasingly relevant with the emergence of artificial intelligence and advanced digital administration. Tangi, Rodriguez Müller, and Janssen (2025) conceptualize AI integration in government as a socio-technical transformation involving interactions between

technology, organizational routines, and administrative practices.¹⁷ For civil servant discipline, this means that future digital supervision should integrate technological capabilities with clear administrative procedures and human verification.

Recent research also indicates that digital leadership can influence civil servants' organizational behavior. Chen et al. (2026) show that e-leadership may have both enabling and overloading effects on civil servants' change-oriented organizational citizenship behavior. This suggests that digitalization should not be imposed solely through technological infrastructure; managerial practices and employee workload must also be considered.¹⁸

Consequently, technology-based disciplinary supervision should be developed through at least four principles: data accuracy, system integration, human verification, and procedural accountability. Digital evidence should support—not replace—administrative judgment and due process.

Administration: The Perception of Government Employees and the Willingness to Use AI in Government.” *Government Information Quarterly* 39, no. 2 (2022): 101664. DOI: 10.1016/j.giq.2021.101664

¹⁶ Gong, Yiwei, Jun Yang, and Xiaojie Shi. “Towards a Comprehensive Understanding of Digital Transformation in Government: Analysis of Flexibility and Enterprise Architecture.” *Government Information Quarterly* 37, no. 3 (2020): 101487. DOI: 10.1016/j.giq.2020.101487

¹⁷ Tangi, Luca, A. Paula Rodriguez Müller, and Marijn Janssen. “AI-Augmented Government

Transformation: Organisational Transformation and the Sociotechnical Implications of Artificial Intelligence in Public Administrations.” *Government Information Quarterly* 42, no. 3 (2025): 102055. DOI: 10.1016/j.giq.2025.102055

¹⁸ Chen, Cheng, Ahmad Bayiz Ahmad, Mingli Liu, and Peng Wen. “Enabling or Overloading? The Double-Edged Role of E-Leadership in Civil Servant's Change-Oriented Organizational Citizenship Behaviors.” *Government Information Quarterly* 43, no. 1 (2026): 102105. DOI: 10.1016/j.giq.2026.102105

3.6 Legal Culture and Bureaucratic Discipline

The effectiveness of disciplinary enforcement is also influenced by legal and organizational culture. Friedman conceptualizes legal effectiveness through the interaction between legal structure, legal substance, and legal culture. In the context of civil servant discipline, formal regulations and institutional structures may not produce effective compliance if the values underlying disciplinary rules are not internalized by civil servants.

The present study identifies low legal and disciplinary awareness among some civil servants as an important factor affecting enforcement. Some violations may be perceived as ordinary administrative matters rather than as violations of professional responsibility and public accountability. This perception may weaken the preventive function of disciplinary rules.

Siregar (2004) emphasizes the importance of legal effectiveness, while Alidatussayidah (2021) demonstrates the relevance of legal certainty in addressing ethical violations within professional institutions. These perspectives support the argument that disciplinary governance requires

both formal rules and institutional commitment to compliance.¹⁹

The relationship between organizational culture and public administration has also received substantial attention in international scholarship. Jung et al. (2009), through a review of organizational culture instruments in public administration, demonstrate that organizational culture is a significant component in understanding public-sector reform and service delivery.²⁰ This supports the view that disciplinary behavior should be analyzed within the organizational environment in which civil servants work.

Wynen and Verhoest (2015) further demonstrate that organizational reforms may alter aspects of public-sector culture, although changes in managerial autonomy do not automatically replace traditional public-administration culture. This finding is relevant to disciplinary enforcement because regulatory reform or organizational restructuring does not necessarily produce corresponding changes in employee behavior.²¹

Waterhouse and Lewis likewise demonstrate that organizational culture change in public-sector organizations depends on effective communication and the ability of organizational leaders to provide a clear

¹⁹ Siregar, Nur Fitriani. *Efektivitas Hukum*. Jakarta: Rajawali Press, 2004

²⁰ Jung, Tobias, Tim Scott, H. T. O. Davies, Peter Bower, David Whalley, Robert McNally, and Russell Mannion. "Instruments for Exploring Organizational Culture: A Review of the Literature." *Public*

Administration Review 69, no. 6 (2009): 1087–1096. DOI: 10.1111/j.1540-6210.2009.02066.x.

²¹ Wynen, Jan, and Koen Verhoest. "Do NPM-Type Reforms Lead to a Cultural Revolution within Public Sector Organizations?" *Public Management Review* 17, no. 3 (2015): 356–379. DOI: 10.1080/14719037.2013.841459

direction for employees.²² Therefore, the internalization of disciplinary values requires more than issuing regulations; it requires communication, leadership, role modelling, and continuous organizational learning.

The implication is that disciplinary enforcement should combine preventive and repressive mechanisms. Preventive mechanisms include ethical education, continuous training, leadership example, organizational communication, and clear expectations concerning professional behavior. Repressive mechanisms include investigation and proportionate sanctions for violations. The two dimensions should operate simultaneously.

The legal-cultural dimension also demonstrates why disciplinary enforcement cannot rely exclusively on punishment. Where organizational norms tolerate repeated violations, sanctions may have limited preventive impact. Conversely, when disciplinary compliance becomes part of organizational culture, formal sanctions may increasingly function as a last resort rather than the primary mechanism of control.

3.7 Integrated Analysis: Implications for Regional Civil Service Governance

The findings indicate that the obstacles to civil servant discipline enforcement in

Prabumulih City are interconnected rather than isolated. Regulatory dynamics create interpretation challenges; institutional limitations affect the distribution of authority; procedural complexity may delay sanctions; limited personnel competence increases the risk of procedural error; weak technology integration limits objective supervision; and legal culture influences compliance.

These factors can be organized into three dimensions of legal effectiveness. First, legal substance consists of national and regional regulations governing civil servant discipline. Second, legal structure includes BKPSDM, PPK, and other officials responsible for examination, recommendation, decision-making, and supervision. Third, legal culture encompasses the attitudes, values, awareness, and compliance behavior of civil servants and administrative officials.

The international public administration literature supports the importance of examining these dimensions simultaneously. Bureaucratic legalism demonstrates the importance of formal rules and institutional safeguards²³. Organizational culture influences how public organizations interpret

²² Waterhouse, Jennifer, and Dianne Lewis. "Communicating Culture Change: HRM Implications for Public Sector Organizations." *Public Management*

Review 6, no. 3 (2004): 353–376. DOI: 10.1080/1471903042000256538

²³ Lapuente & Suzuki, 2020, *Op cit*

and implement reforms²⁴. Digital transformation requires not only technological infrastructure but also organizational adaptation and employee acceptance²⁵. More recent work further demonstrates that digital transformation in government has socio-technical consequences for organizational routines and employee behavior²⁶.

Accordingly, the principal challenge in Prabumulih is not simply the absence of regulations. Rather, the central challenge lies in translating regulatory norms into consistent, accountable, and procedurally valid administrative practice. The findings indicate that regulatory reform without corresponding institutional strengthening may not substantially improve disciplinary enforcement.

The analysis also indicates that the effectiveness of disciplinary enforcement should be understood as a governance issue rather than merely an internal personnel matter. Civil servant discipline affects the quality of public administration because disciplinary compliance is directly related to professional conduct, administrative accountability, and the reliability of public services.

The academic contribution of this study lies in connecting the normative framework of civil servant discipline with five institutional

dimensions: authority, administrative procedure, human-resource capacity, digital supervision, and legal culture. This integrated perspective provides a more comprehensive explanation of why a formally established disciplinary system may nevertheless encounter implementation difficulties at the regional level.

From a policy perspective, strengthening disciplinary governance in Prabumulih requires simultaneous intervention at four levels. First, the authority and responsibilities of BKPSDM, PPK, and other disciplinary officials should be clarified. Second, procedural standards and administrative-law competence should be strengthened through continuous training. Third, personnel information systems should be integrated to provide reliable and traceable disciplinary evidence. Fourth, organizational culture should promote integrity, accountability, and compliance as institutional values.

Therefore, the effectiveness of civil servant discipline enforcement should be measured not only by the number of sanctions imposed but also by the extent to which the disciplinary system produces predictable procedures, accountable decisions, reliable evidence, equal treatment, and sustainable compliance.

IV. CONCLUSION

²⁴ Wynen & Verhoest, 2015; Jung et al., 2009. *Op cit*

²⁵ Ahn & Chen, 2022; dan Gong et al., 2020. *Op cit*

²⁶ Tangi et al., 2025; dan Chen et al., 2026. *Op cit*

The study finds that the Civil Service and Human Resources Development Agency (BKPSDM) of Prabumulih City plays a strategic role in the administrative enforcement of civil servant discipline through examination, clarification, administrative processing, supervision, and formulation of disciplinary recommendations. However, the effectiveness of enforcement remains constrained by regulatory dynamics, limitations in institutional authority, procedural complexity, limited human-resource capacity, suboptimal technology-based supervision, and legal-cultural factors within the bureaucracy.

The main implication is that civil servant discipline enforcement cannot be addressed solely through the existence of statutory regulations. Effective enforcement requires an integrated relationship between legal substance, institutional authority, administrative procedures, technological supervision, and bureaucratic legal culture. The academic contribution of this study lies in demonstrating how institutional and legal-cultural constraints shape the implementation of civil servant discipline within regional government administration.

To strengthen disciplinary governance in Prabumulih City, the authority and responsibilities of BKPSDM and other disciplinary officials should be clarified, an integrated digital personnel monitoring system should be strengthened, and continuous administrative-law and personnel-

management training should be provided for officials responsible for disciplinary enforcement. In parallel, disciplinary values and public accountability should be strengthened within the bureaucratic culture to ensure that disciplinary enforcement is consistent, transparent, objective, and legally certain.

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