

# INTERNATIONAL JOURNAL OF MULTIDISCIPLINARY: APPLIED BUSINESS AND EDUCATION RESEARCH

2023, Vol. 4, No. 3, 713 – 722

<http://dx.doi.org/10.11594/ijmaber.04.03.04>

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## Research Article

### Staffing Study on the Impact of Changes to Severe Discipline Punishments After the Issue of Government Regulation Number 94 of 2021 Concerning Disciplinary Punishments for Civil Servants

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#### Article history:

Submission March 2023

Revised March 2023

Accepted March 2023

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#### ABSTRACT

The purpose of personnel analysis is to achieve professional civil servants in implementing the principles of good governance. To achieve this goal, one of the policies undertaken by the government is to issue a new regulation in the field of personnel as a substitute for the old regulation, namely Government Regulation No. 94 of 2021. The new policy issued by the government should be firmer, better and more effective. so that it will make Civil Servants who commit disciplinary violations become a deterrent. The new regulations have several changes to disciplinary penalties. One of the changes is severe disciplinary punishment. The old regulations set forth in PP No. 53 of 2010, regulated the existence of a penalty for dishonorable dismissal as civil servants, but in the replacement regulation this was omitted. By eliminating the word disrespect, it has an impact on the staffing sector, so that severe disciplinary punishment becomes lighter. The reduction in disciplinary punishment provides an opportunity for civil servants to commit repeated violations, thereby hampering the principles of good governance. In terms of staffing, these changes have an impact on civil servant pension rights. In this way, all civil servants who have been dismissed, both retired and for committing serious disciplinary violations, will receive pension rights. PP for PNS No. 94 of 2021 should carry out the Law's orders, but the new PP is not in line with Article 84 of the ASN Law.

**Keywords:** *Change, Employment, Impacts, Severe disciplinary punishment*

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#### Introduction

The reform movement in 1998 had the impact of several constitutional changes in Indonesia. Reform is a movement or change,

with the hope of making a state order better than before (Fauzunnas, 2021). In line with the changes in the government system which was originally known as the government system

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#### How to cite:

Hartini, S., Kunarti, S., Kartono, Haryanto, T., & Haryanto, B. S. (2023). Staffing Study on the Impact of Changes to Severe Discipline Punishments After the Issue of Government Regulation Number 94 of 2021 Concerning Disciplinary Punishments for Civil Servants. *International Journal of Multidisciplinary: Applied Business and Education Research*. 4(3), 713 – 722. doi: 10.11594/ijmaber.04.03.04

(centralistic), with the reform of the government system to a system (decentralization) (Finder, 2021;Widarko & Anwarodin, 2022). Including personnel reform which brought about changes in personnel arrangements in Indonesia (Aronowitz et al., 2021;Jaswadi et al., 2022).

Personnel arrangements in Law No. 5 of 2014 concerning ASN, regulate all aspects of employment relating to the position, rights and obligations of civil servants (Pratama et al., 2020). Another arrangement that is important is the violation of severe disciplinary punishment in (Article 84), namely "PNS who are subject to severe administrative sanctions in the form of dishonorable dismissal are revoked of their right to wear honors based on this (Weisburst, 2019;Awe & Dua, 2022)." This emphasizes that in order to achieve good governance, the government has strictly regulated, if there are civil servants who violate severe discipline, civil servants can be dismissed with no respect (Fancourt et al., 2021).

Civil servant disciplinary regulations are legal products as a means of evaluating and monitoring performance to prevent violations or irregularities (Giraldo, 2021;Dhamanti et al., 2019). This is as emphasized in Article 7 (paragraph 4) PP No. 53 of 2010 concerning civil servant discipline, particularly with regard to the type of punishment (severe discipline) which has been normatively confirmed, namely:

1. decline rank level more low for 3 (three) year;
2. transfer in framework decline position level more low;
3. liberation from position;
4. termination with respect no on Request alone as civil servants; and
5. termination no with respect as civil servant.

The change in the type of punishment regulated in the new (PP No. 94 of 2021) is related to the type of severe disciplinary punishment as stipulated in Article 8 paragraph (4), so that the change becomes (Meyer-Sahling & Mikkelsen, 2022;Nurkholis et al., 2020) :

- a. decline position level more low for 12 (two twelve) months;
- b. and decline rank level more low for 12 months; and

- c. termination with respect no on Request alone as civil servants.

Based on this, the researcher will conduct a more in-depth analysis related to the impact of staffing as a result of the omission of (disrespectful) disciplinary punishment in the replacement regulation (Damsa, 2021;Kramer & Stoicescu, 2021). the reason underlying this research is PP Number 94 of 2021 is a new regulation so that it requires further analysis regarding the substance in it and it is necessary to compare it with the old regulations regarding the weaknesses and strengths that lie behind the replacement of PP Number 53 of 2010 to PP Number 94 of 2021 (Jaeger et al., 2021;Jayawardena, 2021). The problem that arises is with changes to disciplinary punishment in new regulations and policies made by the government whether it will have an impact on the rights of civil servants in the field of employment (Özdemir, 2021;Kang & Zhu, 2021). This is what will be the analysis in this study on the basis background behind what has been described above, then problems that arise in study this are : How impact Staffing To Change Punishment Discipline Heavy After He took it out Regulation Government Number 94 of 2021 Concerning Punishment PNS discipline, Right Staffing of dismissed civil servants with no respect and with respect.

## Methods

The approach method used in this study is the Juridical-Normative Approach, which is a legal research approach using approaches/theories/concepts and methods of analysis of civil servant disciplinary violations and punishments.

The research specifications in this study are analytical descriptive. a method that aims to describe research objects on staffing that will be used to make conclusions about disciplinary punishment violations due to changes in severe disciplinary punishment and pension rights that will be obtained by civil servants (Forand, 2019).

Data collection techniques In this research, primary data and secondary data will be examined, with the main activities carried out in carrying out this activity, namely library research

(Library Research) and field research (Field Research). The technique used in collecting this data is by means of document study, namely seeking secondary data originating from primary, secondary, and tertiary legal materials and supported by other supporting data (Sari, 2019).

Analysis of qualitative descriptive data with the following steps: Research data in inventory, classified related to civil servant disciplinary punishment. The results of the classification of the data are then systematized from the highest to the lowest regulations. The data that has been systematized is then analyzed to serve as a basis for drawing conclusions.

## Results and Discussion

The rule of law states that every government action must be based on applicable law. The law that regulates the relationship between the government and citizens is a study of State Administrative Law (HAN). The study of civil service law is the law that regulates the legal relationship between civil servants and the government. Theoretically this legal relationship is known as public service relations. Administrative law studies look more at the civil service law relationship referred to as an open bare dienstbetrekking relationship (public service relationship) to the state (government).

This shows that civil servants are employees whose arrangements are included in public law within the scope of state administrative law. Public law, also known as public *recht*, is a legal provision governing the public interest. This legal study regulates the relationship between the state and its citizens. An inherent feature of the public interest is that the state guarantees the protection of the security of its citizens and the state has the authority to regulate the order of its citizens. Another authority is to regulate the relationship between the state and state equipment, both from an institutional perspective and from the viewpoint of their respective duties and authorities. Thus public law studies include constitutional law, state administrative law, criminal law, international law (Holten Møller et al., 2020)

The correlation between civil service law, administrative law and public law lies in its object. Public law governs Government action. Government legal actions are known as one-sided legal actions (*eenzijdig publiekrechtelijke handelingen*) and two-sided legal actions (*meerzijdig publiekrechtelijke handelingen*).

One-sided legal actions are legal actions carried out with the unilateral will of the government, which can give birth to decisions both individual/concrete and general in nature. Meanwhile, two-sided legal actions are legal actions carried out by the government with the mutual will of the government and other legal subjects (Mahaputra & Saputra, 2021):

The criteria for state administrative law as public law are:

1. There is government involvement in regulating the public interest;
2. Authority attached to public authority;
3. The position that is regulated and that which regulates is not balanced;
4. The sanctions are firm and are defended unilaterally by the authorities (can be forced).

Sri Hartini, who explained the relationship between personnel law and administrative law, namely:

1. Similarity of the object of civil service law and State Administrative Law;
2. The role of civil servants as executors of governance and development;
3. If an employment dispute occurs as a result of disciplinary punishment, it is within the scope of the State Administrative Court.

Administrative law is a dynamic law. Dynamic law is a law that always adapts to the needs of society. So that the dynamic nature of law will bring changes to the regulations. In a legal study, changes to regulations are expected to have a better impact. Including changes in the field of staffing. This includes the field of disciplinary punishment for civil servants. Law basically must fulfill a sense of certainty, justice and usefulness. This principle is the basis for the government to make government policies in replacing the old regulation of discipline (PP No. 53 of 2010) into a new Regulation (PP No. 94 of 2021).

Civil servants are an important instrument in the country. In realizing the country's goals, professional civil servants are needed, this is in accordance with the objectives of civil servant management. The importance and strategic role of civil servants requires strict civil servant discipline. Based on this, according to the opinion of Ahmad Gufron, government organizations from the regions to the center carry out all government activities. The function and role of civil servants in government organizations as stipulated in the law are as servants of the state, public servants, implementers of government and development. Thus the success of a government organization is determined by the office holders or powers that have the authority to carry out the authority they carry. On the basis of this, it shows that the role and position of civil servants is very influential on the course of a government organization in realizing governance and development (Santosa et al., 2021).

Employee discipline is a measure of performance, so it will correlate with work performance. Thus it can be taken that the thread of discipline is a measure that the more disciplined an employee is, the better his performance will be. To bring up high discipline, so that every employee is required to be responsible for his performance.

In an organization it is not easy to realize discipline for its employees. Several important factors so that discipline can be achieved include: There must be regulations, law enforcement against violations, a good work environment to support performance, must be supported by consistent good leadership.

Good disciplinary regulations must be balanced with good law enforcement as well. The importance of employee discipline, the disciplinary regulations must provide guidance to employees. This is in accordance with the nature of reparatory sanctions (return to the original state) known in administrative law. This means that in imposing sanctions on civil servants, as long as they can be guided, educated, fostered, then these civil servants will still be returned to become civil servants. However, if a civil servant has committed a disciplinary violation, has been repeatedly warned, given a moderate

sanction, and the civil servant still cannot be corrected, then the final sanction that will be given is a severe sanction, in the form of dismissal of the civil servant.

It is hoped that the principle of imposing sanctions will encourage the spirit of civil servant performance which will eventually manifest into productive professional civil servants according to the career system and work performance system. Disciplinary regulations (PP No. 94 of 2021) as an effort to create reliable, professional and moral civil servants. which includes Prospective Employees and Government Employees with Employment Agreements (PPPK) (Zhu et al., 2019).

Disciplinary Regulations No. 94 of 2021 Articles 12 to 14 in it regulate the provisions for imposing punishment in the form of light, medium, and heavy disciplinary punishment. The punishment depends on the background and the impact of the violation committed. If it has an impact on the work unit, then the violation includes a light disciplinary punishment violation, If it has an impact on an agency, then the violation includes a moderate disciplinary punishment violation and If it has an impact on the country or a wide area, it includes a serious disciplinary punishment violation.

The existence of these criteria is an obedience and compliance with applicable laws and regulations. This is in accordance with Burhanudin's opinion, that the discipline of civil servants will be reflected in the attitudes and behavior of civil servants while on duty and outside the service. So that the disciplinary regulations also regulate sanctions for those who violate them on time and outside the office (Žofčínová et al., 2022).

Discipline is studied from management, it is a controlling function, Discipline is a stage of prevention and imposition of sanctions. Discipline in management studies is an exercise in their work to change and correct knowledge, attitudes and behavior, the result is that workers will improve their performance and cooperate in their workplaces/companies. Efforts that can be taken in upholding discipline are prevention and discipline as correction. Discipline from the aspect of prevention.

From a prevention / preventive aspect, discipline is an effort so that employees/employees are encouraged to comply with company regulations so that violations can be avoided.

From a corrective/repressive aspect, discipline is an action against violations that have been committed by employees. This corrective effort is the final effort. The aim is to educate employees so that they will not repeat the violation again.

In the field of staffing, disciplinary regulations have regulated rights, obligations and prohibitions in carrying out their duties. Obligations and prohibitions regulated in PP No. 94 of 2021 include 1) Civil servants are loyal, obedient to Pancasila, the 1945 Constitution, the State and Government of Indonesia; (2) The next obligation is to maintain national unity and unity; (3) obligation to comply with regulations per law, may not refuse to be placed in all areas of Indonesia; (4) Must pronounce the employee's oath or promise, and position; etc. (5) While the prohibition that must be avoided is to commit acts that humiliate the dignity of civil servants, among others, to abuse authority, to make extortions, to participate in supporting political activities (Gaffar et al., 2021).

For violations committed by a civil servant, he will be subject to disciplinary punishment in accordance with the provisions that have been regulated in the disciplinary regulations. , after being analyzed it turns out that there are several changes that have an impact both in the field of staffing, as well as the rights that will be obtained by civil servants. . A number of differences in the articles contained in the new regulation (PP No. 94 of 2021) have different legal consequences when applied within civil servants. A civil servant who is sentenced to discipline means that he has violated the obligations and violated the prohibition (Kurniawan, 2020).

Administrative arrangements for the State Civil Apparatus (ASN). new regulation, namely (PP No. 94 of 2021) as a substitute for the old disciplinary regulations, namely (PP No. 53 of 2010). This new regulation serves as a guideline for implementing discipline. In this regulation what is meant by Civil Servant Discipline is the ability of Civil Servants to comply with obligations and avoid prohibitions stipulated in

statutory regulations and/or official regulations which, if not complied with or violated, are subject to disciplinary punishment. This also applies to (PNS, Capeg and PPPK).

### **Impact Change**

Changes in regulations will have an impact on those affected. It is hoped that there will be changes in discipline and new policies issued by the government that will become better policies. The criteria for a new policy comply with legal principles, so things to note are First, the new regulations must be based on the underlying regulations. Second, it must fulfill the general legal principles that apply in making these regulations. For example, regulations that are made must be based on the existing regulations above them, must not conflict with higher regulations (Ariqah & Anisah, 2022). By eliminating one article of the sentence for dishonorably dismissing PNS, making the new regulations inconsistent with Article 84 of Law No. 5 of 2014 concerning ASN (PNS who are subject to severe administrative sanctions in the form of dishonorably dismissal are revoked of their rights to wear honors under this Act).

The basis and reasons for replacing the old PP with a new PP, namely PP No. 94 of 2021 concerning PNS Discipline, should also fulfill the principle of benefit for the community. According to his explanation, the reason for the change is based on the following:

1. The basis of the old regulations has changed, so adjustments need to be made;
2. For employees who are equated with civil servants, if they commit a disciplinary violation, new disciplinary provisions will apply;
3. The new regulatory changes should encourage civil servants to be more productive.

Any changes are expected to lead to improvement. Likewise changes in the field of law, it is hoped that the regulatory changes will have a better impact. Including changes in the field of staffing. This includes the field of disciplinary punishment for civil servants. Law basically must fulfill a sense of certainty, justice and usefulness. this is as conveyed by Fence M. Wantu said, "fair is essentially putting something in its place and giving to anyone what is

their right, which is based on a principle that all people are equal before the law (equality before the law)." Legal expediency is a principle that accompanies the principles of justice and legal certainty. In carrying out the principle of legal certainty and the principle of justice, the principle of expediency should be considered.

From the articles that have been inventoried and analyzed, one of the changes is in the field of imposing sanctions, namely disciplinary punishment for civil servants. the regulations. These changes can be seen if a civil servant

violates the prohibition and leaves the disciplinary obligations of civil servants. Violating the obligations and the prohibition of the impact will be subject to punishment according to the disciplinary regulations that govern it. The level and type of disciplinary punishment as regulated in (PP No. 53 of 2010) Regarding the Level and Type of Discipline Punishment (Saragih et al., 2022). There are fundamental changes that can be described in the chart as follows.

Table 1. the fundamental changes that have occurred

No	PP No. 53 of 2010	PP No 94 of 2021
	Type Punishment Discipline heavy	Type Punishment Discipline heavy
1	decline rank level more low for 3 (three) years ;	decline position level more low for 12 (two twelve) months;
2	transfer in framework decline position level more low ;	liberation from position Becomes position executor for 12 (two twelve) months ; and
3	liberation from position ;	Omitted
4	termination with respect no on Request alone as civil servants; and	termination with respect no on Request alone as civil servants; and
5	termination no with respect as civil servants	removed

The change in severe disciplinary punishment for civil servants in PP 53 of 2010 to PP 94 of 2021 is a change in the type and severity of disciplinary punishment to become lighter. Changes to lighter disciplinary penalties are in accordance with the principles of good governance (Ariqah & Anisah, 2022).

The data obtained shows that one of the causes of the low quality of civil servants is the number of disciplinary violations committed by the civil servants themselves. both inside and outside the office. Civil servant violations if correlated with disciplinary sanctions will have an impact on the goals of the sanctions themselves. Discipline punishment is a form of administrative law enforcement.

Disciplinary punishment is part of law enforcement theory according to Hadjon, in the category of preventive and repressive law enforcement. Preventive law enforcement is carried out through supervision carried out by the authorized official/superior of the civil servant. Repressive law enforcement is an effort to give

punishment to civil servants who commit disciplinary violations. Disciplinary punishment is very important to be applied to employees who violate disciplinary rules with the aim of providing a deterrent effect to the employee concerned. . The purpose of giving punishment is to cause displeasure. The hope is that employees do not commit acts that violate the rules and that employees hope that employees will not repeat their crimes again.

The impact of changing the type of punishment based on data obtained from the Personnel, Education and Training Agency (BKPP.) Cases handled by BKPP Kudus Regency throughout 2021 there were 22 cases. In fact, the imposition of disciplinary punishment experienced problems with disciplinary regulations (PP No. 53 of 2010) which have been replaced with new regulations, namely (PP No. 94 of 2021). These two Government Regulations have a number of differences and differences. The most notable difference is in the type and degree of punishment (Saragih et al., 2022).

The results of the research and interviews presented by Mr. Satrio Aji, In real terms, if there is a moderate disciplinary violation, Kudus still uses PP No. 53 of 2010 because in Kudus Regency, guidelines regarding cutting performance allowances have not been regulated. In addition to these obstacles, normatively in this new disciplinary regulation there is also a change in the type of severe disciplinary punishment which was originally severe disciplinary punishment provided for dishonorable discharge as a civil servant, but in the regulations that replaced it, this article was omitted.

According to the legal principle, the implementation of disciplinary punishment carried out in Kudus is permissible. This refers to the transitional regulations set forth in the new disciplinary PP, namely: The old Government Regulations are declared to remain valid as long as they are not contradictory and have not been amended based on Government Regulations (Žofčinová et al., 2022). In addition to the transitional rules, they are still waiting for further implementation provisions which will be regulated in the State Personnel Agency Regulations (Per BAKN).

If the disciplinary regulations are replaced, if analyzed from the principles of good governance, to the reduction and change of severe disciplinary penalties that mitigate disciplinary punishment violators, it will hinder the achievement of the goals of good governance that have been mandated by the government. The bureaucracy should be able to encourage the development of good governance practices in public services. The reduction in disciplinary punishment provides an opportunity for civil servants to commit violations, so that the principles of good governance will be difficult to realize.

### ***Right Staffing of dismissed civil servants with no respect and with respect***

Before discussing what is meant by the rights of civil servants, we will explain the meaning of civil servants. The law governing Civil Servants is contained in Law No. (5 of 2014) which contains the definition of State Civil Apparatus (ASN). The definition of PNS as stated in the Law (No. 5 of 2014) ASN is a profession meaning for civil servants (PNS) and

government employees with work agreements (PPPK) who work in government agencies. On the basis of this understanding ASN is a professional employee consisting of PNS and PPPK.

The definition of civil servants is examined from their position and role, as executors of public policy, as public servants, as well as glue and unifier of the nation. Civil servants are also implementers of policies set by the heads of government agencies. To realize and carry out their duties, civil servants must be free from the influence and intervention of all groups and political parties.

So the role of civil servants is as planners, executors, and supervisors of the implementation of general government and national development tasks through the implementation of policies and public services that are professional, free from political intervention, and clean from practices of corruption, collusion, (Article 12 Law No. 5 of 2014).

The definition of civil servants from the aspect of the meaning of civil servants in depth is the backbone of the government in carrying out national development. State Civil Servants who are in charge (Sipi Civil Servant). This opinion is known as PNS as a Stipulative meaning. . And the second understanding of PNS is the notion of expanding PNS itself which is called the notion of extension

Who includes civil servants, from the definition in the law, those who are included in civil servants must meet the criteria they are Indonesian citizens (WNI) who meet certain requirements specified in the (UU) are appointed by Civil Service Development Officials (PPK), occupy government positions, are paid according to applicable regulations, have a national employee identification number (NIDN).

After a person becomes a civil servant, there will be obligations and rights attached to him. Based on Article 21 (Law No. 5/2014) the rights of civil servants are

1. In the form of salary, benefits and facilities
2. In the form of Leave
3. In the form of retirement security and old age security
4. In the form of Protection, and
5. Form of competency development.

The right is something that is obtained by civil servants. In the civil service law, the rights

of civil servants are attached to the obligations that have been carried out. One of the rights of civil servants is the right to retire. The pension that civil servants will receive must meet the requirements as stipulated in the Pension Law, namely (UU No. 11 of 1969), namely (1) have worked for at least 20 years; (2) Has reached the age of at least 50 years and (3) Honorably discharged. Terms of honorable discharge is an absolute requirement, a civil servant will get a pension. Employment regulations for civil servants who were dismissed (with no respect) and (with no respect) , have different rights in the field of employment. Civil servants who are dismissed with words (with respect) will get retirement rights, and those who are dismissed with words (with respect) will not get pension rights for civil servants.

Based on the normative analysis of civil servant pension rights, if a civil servant is said (dismissed with respect) he will get pension rights and civil servants who are dismissed with words (disrespect) will lose their pension which was the right of civil servants. With this provision, civil servants who receive pension rights are (respectably dismissed as civil servants). And civil servants who are dismissed with (disrespect), civil servants lose their pension rights (Gaffar et al., 2021).

After the issuance of the new Regulation (PP No. 94 of 2021) concerning Civil Servant Discipline, the type of severe disciplinary punishment has changed as stipulated in (Article 8 number (4)), that dismissal (respectfully not at his own request) as a Civil Servant is removed from the heavy punishment of regulations the. . The change in the sentence, in terms of staffing, has an impact on civil servant pension rights. Prior to the change in regulations, if there were civil servants who committed serious violations and were dismissed, there were those who received pension rights and those who lost their pensions. The policy (disciplinary punishment) for civil servants based on the new PP is beneficial to civil servants. Because by removing the sentence it is not respectful. all civil servants will get a pension. Thus all civil servants who have been terminated, whether retired or due to disciplinary violations, will receive pension rights.

## Conclusion

The Impact of Staffing on Changes to Severe Disciplinary Punishment Concerning Civil Servant Disciplinary Punishment in the old regulation (PP No. 53 of 2010 concerning Civil Servant Disciplinary Punishment) regulates the honorable discharge not at his own request as a civil servant; and dishonorable discharge as a civil servant. After the issuance of a new disciplinary regulation (PP No. 74 of 2021) it turned out that the type of punishment for severe disciplinary action for a civil servant, the sentence of dismissal with dishonor was removed as a result of the change. Impact of the first change:

The disciplinary punishment is lighter, because the loss of dismissal of civil servants is not respectful. so that it gives civil servants an opportunity to commit disciplinary violations, this is also not in accordance with the principle of punishment for employees is to educate, because the loss of the word is not respectful, it can hinder the achievement of the principles of good governance.

secondly, the impact in the field of staffing is by eliminating disrespectful sentences. all civil servants will get pension rights. Thus all civil servants who have been terminated, both retired and for committing violations, will receive pension rights.

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