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Hybrid Civil Servant Discipline under Government Regulation Number 94 of 2021: Legal Enforcement, TPP Incentives, and Familial Corrective Practices in Lubuklinggau City

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Abstract. *This study analyzes the implementation of Government Regulation Number 94 of 2021 concerning Civil Servant Discipline at the Agriculture Service of Lubuklinggau City, focusing on the interaction among statutory disciplinary rules, attendance-linked additional employee income (TPP), and familial corrective practices. The study used a normative-empirical legal design with a statutory approach. Empirical data were obtained from semi-structured interviews with five role-relevant informants, while documentary data comprised the applicable regulatory framework, an anonymized disciplinary file, and June 2026 electronic attendance records for 20 employees. Data were analyzed qualitatively through comparison between legal requirements and field implementation, supported by source triangulation and descriptive analysis of attendance deductions. The findings show that the regulation is substantively operational through repeated socialization, employee awareness, electronic attendance monitoring, and documented summons, examination, and disciplinary decisions. The June 2026 records show an average deduction of 15.72%, a median of 12.75%, and a range of 1.00%-54.90%, but several entries also reflect official duty, leave, or system failure and therefore require verification. The study identifies a hybrid discipline mechanism combining normative enforcement, TPP-based financial incentives, and relational correction. Its effectiveness depends on documented discretion, verified attendance data, and consistent treatment of comparable violations to preserve legal certainty, accountability, and fairness.*

Keywords: *Civil Servant; Discipline; Government; Legal-Certainty.*

1. Introduction

Civil servant discipline is a core element of administrative governance because compliance with official duties and working hours affects continuity, accountability, and the quality of public services. The issuance of Government Regulation Number 94 of 2021 strengthened the national disciplinary framework, but the existence of a legal norm does not by itself guarantee uniform enforcement. Puspitaningtyas, Sudrajat, and Hartini (2022) found that disciplinary handling in Kudus had referred to Government Regulation Number 94 of 2021, while practical constraints still affected implementation. More recent studies reach a similar conclusion in different institutional settings: Barros, Yohanes, and Helan (2024) found that implementation in Belu had not been fully effective despite the use of TPP and electronic attendance, while Fathurrokhman, Alamsyah, and Nuraisyah (2025) identified weak communication, limited understanding, insufficient leadership firmness, and the absence of a formal standard operating procedure as implementation barriers at TVRI Central Sulawesi. These findings show that the central issue is not only whether the rule exists, but how it is communicated, verified, and translated into proportionate and consistent action.

Government Regulation Number 94 of 2021 regulates civil servants' obligations and prohibitions, the levels and types of disciplinary punishment, the authority to impose punishment, examination procedures, and administrative remedies. Its implementation is operationalized by Regulation of the National Civil Service Agency Number 6 of 2022, which remains the implementing regulation for Government Regulation Number 94 of 2021. The broader statutory environment is also shaped by Law Number 20 of 2023 concerning State Civil Apparatus. For local government agencies, these norms form the national legal standard for assessing conduct such as failure to perform official duties, unauthorized absence, and non-compliance with working hours. Implementation must therefore be assessed normatively, by examining conformity with legal procedures and authority, and empirically, by examining whether the rules are understood, supported by reliable evidence, and applied consistently.

Communication and employee understanding remain important, but they are not the only dimensions of implementation. Purwanto (2025), in a study at the National Civil Service Agency, reported that Government Regulation Number 94 of 2021 was sufficiently effective in strengthening discipline but still faced problems of regulatory understanding, resistance, and negative perceptions of disciplinary enforcement. The study also emphasized the value of persuasive approaches and rewards. The situation in Lubuklinggau provides a useful analytical contrast: field interviews at the Agriculture Service show repeated socialization during flag ceremonies and online meetings, and the civil servants interviewed for this study were familiar with the regulation and internal warning stages. The key question is therefore what happens after communication of the rule is already relatively strong, particularly when formal sanctions interact with financial incentives and relational problem solving.

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A second dimension concerns additional employee income (Tambahan Penghasilan Pegawai/TPP). Sari (2021) found a positive relationship between additional employee income and work discipline in Padang Panjang, while Putri and Noviyanti (2024) concluded that TPP deductions were fairly effective in improving attendance discipline in BAPPEDA Gresik, although compliance, supervision, and attendance-system reliability remained concerns. Barros et al. (2024) likewise documented the use of TPP deductions and electronic attendance within the implementation of Government Regulation Number 94 of 2021 in Belu. In Lubuk Linggau, the local TPP framework is based on Mayor Regulation Number 16 of 2021, amended by Mayor Regulation Number 2 of 2024 and most recently by Mayor Regulation Number 30 of 2025. Because the study examines attendance records from June 2026, the 2025 amendment is relevant to the current local regulatory context. The TPP framework creates a direct financial-administrative layer that operates alongside the national disciplinary regime.

The field problem is therefore more complex than a binary assessment of whether Government Regulation Number 94 of 2021 has or has not been implemented. Interviews indicate that implementation is generally operational and socialization is routine, yet disciplinary problems are still frequently approached through familial deliberation and problem solving before or alongside formal legal measures. At the same time, employees pay close attention to attendance because it affects TPP. These conditions create a hybrid enforcement environment in which formal legal rules define obligations and sanctions, financial incentives influence everyday attendance behavior, and relational considerations affect the initial handling of violations. The legal-administrative challenge is to preserve the corrective value of dialogue without allowing informal discretion to produce inconsistent sanctions, insufficient documentation, or unequal treatment.

The research gap lies in the limited analysis of these three mechanisms as an integrated local discipline system. Previous studies generally focus on the implementation of Government Regulation Number 94 of 2021, the effectiveness of TPP, or electronic attendance as separate issues. This study instead examines their interaction within one local government agency and triangulates interviews with monthly attendance records and an actual disciplinary-process file. The approach distinguishes three dimensions that can otherwise be conflated: employee knowledge of the rules, measurable attendance-related financial consequences, and the actual operation of formal disciplinary procedures. The study's contribution is the formulation of a hybrid discipline mechanism that explains how normative, financial-administrative, and relational layers reinforce or undermine one another.

This research aims to analyze the implementation of Government Regulation Number 94 of 2021 concerning Civil Servant Discipline at the Agriculture Service of Lubuklinggau City; identify the role of socialization, electronic attendance, and

TPP in supporting discipline; examine the relationship between formal sanctions and familial corrective practices; and formulate an implementation assessment that strengthens legal certainty, accountability, and equal treatment while preserving the corrective purpose of civil servant discipline.

2. Research Methods

This study is normative-empirical (juridical-empirical) legal research using a statutory approach and descriptive-analytical specifications. The normative component examines Government Regulation Number 94 of 2021, Regulation of the National Civil Service Agency Number 6 of 2022, Law Number 20 of 2023, and the Lubuk Linggau TPP framework consisting of Mayor Regulation Number 16 of 2021 and its amendments, including Mayor Regulation Number 30 of 2025; the empirical component examines how those rules are understood and implemented at the Agriculture Service of Lubuklinggau City. The empirical sample comprised five role-relevant informants representing both disciplinary administration and employee implementation: the Secretary of the Agriculture Service, the acting official responsible for personnel administration, and three civil servants. Data were collected through semi-structured interviews covering regulatory knowledge, socialization, attendance discipline, internal handling of violations, TPP, and familial problem solving, together with documentary review of June 2026 attendance records for 20 employees and an anonymized disciplinary file containing summons, examination minutes, a violation assessment, and a disciplinary decision. Individual identities were omitted because the study evaluates the implementation mechanism rather than particular employees. Data were analyzed qualitatively by comparing statutory requirements with field implementation and triangulating interviews with documentary evidence. Attendance deductions were summarized descriptively to illustrate the financial-administrative mechanism, while entries involving official duty, leave, missing scans, or documented system/server failures were not treated as standalone proof of misconduct. Credibility was strengthened through source triangulation, and implementation was assessed through six indicators: communication/socialization, employee understanding, regulatory and procedural support, attendance monitoring and financial consequences, operation of formal disciplinary procedures, and consistency of sanctioning.

3. Results and Discussion

3.1. Legal and Institutional Implementation of Civil Servant Discipline

The interviews show that Government Regulation Number 94 of 2021 is actively implemented at the Agriculture Service of Lubuklinggau City. The Secretary of the Service stated that discipline is continuously emphasized during flag ceremonies and online meetings, while the personnel official explained that repeated socialization supports employee awareness. The three civil servants interviewed also stated that they know the regulation and the internal stages for handling disciplinary problems. Informants described warning and escalation practices, including written warnings and the involvement of a discipline team for more serious matters. These findings indicate that the regulation has moved beyond formal availability as a legal text and has entered routine organizational communication and personnel-management practice.

This finding differs from settings where communication remains the main implementation barrier. Fathurrokhman et al. (2025) linked non-optimal implementation at TVRI Central Sulawesi to largely informal dissemination, limited employee understanding, weak leadership firmness, and the absence of a formal standard operating procedure. Barros et al. (2024) also found that discipline violations persisted in Belu despite the existence of the regulation, TPP, and electronic attendance. In Lubuklinggau, the communication dimension is comparatively stronger because socialization is repeated in collective forums and the interviewed employees can identify the applicable disciplinary framework. The analytical implication is that effective communication is a necessary foundation, but not a sufficient measure of implementation; consistency of evidence verification, procedural escalation, and sanctioning must also be assessed.

The institutional framework is supported by both national implementing rules and local financial regulations. Regulation of the National Civil Service Agency Number 6 of 2022 provides the procedural framework for implementing Government Regulation Number 94 of 2021. At the local level, Mayor Regulation Number 16 of 2021, as amended by Mayor Regulation Number 2 of 2024 and Mayor Regulation Number 30 of 2025, regulates TPP for local-government ASN and includes attendance-related consequences. The observed discipline system therefore operates through a layered regulatory architecture: national discipline law defines obligations, violations, authority, and punishment; the BKN regulation structures procedural implementation; and the current local TPP framework makes attendance behavior immediately relevant to employee income. This regulatory layering is central to understanding why attendance compliance can be influenced before a formal disciplinary case is initiated.

A disciplinary file examined in this research confirms that formal legal procedures are used in practice. In the anonymized case, the employee received a first summons concerning alleged failure to prepare an Employee Performance Target (SKP), unauthorized absence, and non-compliance with working hours. After the first summons was not fulfilled without a valid reason, a second summons was issued. The examination record documented non-attendance at both summonses, and the subsequent decision imposed an oral reprimand after the conduct was assessed as still capable of correction through guidance. The decision expressly referred to Government Regulation Number 94 of 2021 and Regulation of the National Civil Service Agency Number 6 of 2022. This documentary sequence is stronger evidence of implementation than interview testimony alone because it demonstrates the use of legal authority, procedural stages, and a disciplinary decision in an actual case.

The evidence therefore supports the conclusion that Government Regulation Number 94 of 2021 is substantively operational at the Agriculture Service, but operational implementation should not be equated with perfect or uniform enforcement. Purwanto (2025) similarly found that implementation at the National Civil Service Agency was sufficiently effective while still requiring stronger understanding, persuasive implementation, and legal certainty. The Lubuklinggau evidence extends that concern: the agency has communication and formal procedure, yet informants still describe a preference for familial problem solving in some cases. The remaining implementation issue is therefore not the absence of rules, but the consistency with which discretion, correction, and formal escalation are documented and justified.

Table 1. Evidence of implementation of Government Regulation Number 94 of 2021

No.	Indicator	Field Evidence	Assessment
1	Communication/socialization	Repeated reminders during flag ceremonies and Zoom meetings.	Strong
2	Employee understanding	Three interviewed civil servants stated that they know the regulation and internal warning stages.	Strong
3	Procedural support	Internal warning/escalation practice and a discipline team were described by personnel officials.	Operational
4	Formal enforcement	Documented summons, examination, violation assessment, and disciplinary decision refer to PP No. 94/2021.	Operational
5	Attendance control	Electronic attendance records contain recorded deductions linked to lateness/absence indicators.	Strong but requires contextual verification
6	Sanction consistency	Familial problem solving is still used before or alongside formal measures.	Needs strengthening

3.2. Attendance Discipline and the Role of Additional Employee Income (TPP)

Attendance is the most visible dimension of discipline in the documentary data. The June 2026 files contain 20 employee records, each showing 18 working days and a percentage-deduction field. The average recorded deduction was 15.72%, the median was 12.75%, and the values ranged from 1.00% to 54.90%. Sixteen of the 20 records had deductions of 20% or less, while a small number showed substantially higher deductions. These figures do not establish a disciplinary-offense rate; they describe the operation and distribution of the attendance-linked financial mechanism. The pattern is consistent with the interview account that most employees pay attention to attendance while significant individual exceptions remain.

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The documentary files also demonstrate why electronic attendance must be interpreted contextually. Several dates contain notes that attendance scanning failed because of an internet connection problem to the Lubuklinggau City Government data-center server, while other entries are marked as official duty or leave. A blank scan or missing timestamp therefore cannot automatically be classified as misconduct without administrative verification. This distinction is legally important because disciplinary punishment requires a valid factual basis and an opportunity to examine the relevant circumstances. Electronic attendance is an evidentiary and administrative control tool, not a substitute for the statutory disciplinary process.

Informants emphasized that TPP has a strong behavioral effect because employees understand that attendance can affect their additional income. This perception is consistent with the local TPP framework and with earlier empirical findings. Sari (2021) found that additional employee income positively affected work discipline in Padang Panjang, while Putri and Noviyanti (2024) found TPP deductions fairly effective in strengthening attendance discipline in Gresik but also identified supervision, application reliability, and equal-treatment concerns. Barros et al. (2024) likewise showed that electronic attendance and TPP deductions can coexist with continuing discipline violations. More recent evidence from Daruqhutni et al. (2025) indicates that electronic attendance systems can positively influence public-sector performance and job satisfaction, whereas additional income does not necessarily produce a significant direct effect on performance. Read together, these studies support a cautious interpretation: financial consequences can reinforce attendance behavior, but they do not by themselves establish comprehensive disciplinary compliance.

The relationship between TPP and discipline should therefore be interpreted as complementary rather than substitutive. Government Regulation Number 94 of 2021 creates a legal obligation to comply with working hours and other official duties, while TPP creates an economic incentive that can reinforce that obligation. A TPP deduction does not exhaust the disciplinary process when conduct meets the legal definition of a violation, and it should not be treated as conclusive proof of misconduct when an attendance irregularity results from system failure, official assignment, authorized leave, or another legitimate circumstance. A legally sound implementation model requires reconciliation among attendance records, personnel verification, the employee's explanation, and the formal disciplinary procedure before an adverse legal conclusion is reached.

Table 2. Descriptive summary of June 2026 attendance-deduction records

Indicator	Result
Number of employee records analyzed	20
Working days stated in each record	18 days
Average recorded deduction	15.72%
Median recorded deduction	12.75%
Lowest recorded deduction	1.00%

Indicator	Result
Highest recorded deduction	54.90%
Records with deduction <= 20%	16 of 20 records (80%)
Important data caveat	Some entries contain official-duty/leave status or attendance-system/server failure notes.

3.3. Formal Sanctions and the Familial Corrective Approach

The most distinctive finding concerns the relationship between formal sanctioning and the local preference for a familial approach (*pendekatan kekeluargaan*). Informants explained that when disciplinary problems arise, officials often first seek a solution through communication and a family-like problem-solving approach. Such an approach can have a legitimate managerial function: it may clarify facts, encourage voluntary correction, preserve working relationships, and prevent minor problems from escalating unnecessarily. The documented disciplinary decision itself also reflects a corrective orientation because the selected sanction was an oral reprimand after the conduct was assessed as still capable of being addressed through guidance.

A corrective approach is not inherently inconsistent with discipline law, provided that the competent official retains legal authority, proportionality is observed, and procedural requirements are fulfilled. Purwanto (2025) supports the use of persuasive implementation where it strengthens acceptance of discipline, but persuasion must remain compatible with legal certainty. The legal risk arises when informal settlement is selective, undocumented, or produces materially different treatment for comparable violations without an objective reason. In those circumstances, a familial approach can blur the distinction between managerial coaching and disciplinary discretion. Relational problem solving should therefore operate within the legal framework and leave an auditable record of the facts considered, the corrective action taken, and the reason formal escalation was or was not necessary.

The disciplinary file illustrates a useful model for maintaining this balance. The process did not move directly from allegation to punishment; it used written summons, an opportunity for examination, documentation of failure to attend, assessment of the violation and its impact, and a written decision. Although the ultimate sanction was light, the procedural trail remained visible. This supports legal certainty and accountability because a later reviewer can identify the factual basis, the procedural steps, and the authority relied upon. The same principle should apply when a matter is successfully corrected through coaching or familial deliberation: sufficient written documentation is necessary to demonstrate consistency if a comparable case later arises.

The familial approach must also be distinguished from tolerance of repeated violations. A management culture that prioritizes dialogue can be constructive for clarification and behavioral correction, but repeated non-compliance, refusal to respond to official summons, or conduct with substantial organizational impact requires the formal mechanism contemplated by the discipline rules. The purpose of discipline is not merely punitive; it is also corrective and preventive. Proportionality is therefore compatible with firmness, provided that the reasons for the chosen response are transparent, based on verified facts, and capable of being defended against the standard of equal treatment.

3.4. Implementation Assessment and Research Novelty

Taken together, the evidence indicates that Government Regulation Number 94 of 2021 has been substantively implemented in the basic dimensions of communication, employee awareness, attendance monitoring, and the availability and use of formal disciplinary procedures. The interview estimate that discipline has reached approximately 93% is treated only as an informant's institutional assessment and not as a percentage independently established by the attendance records. The documentary data offer a different but complementary picture: most records had deductions at or below 20%, while several outliers showed much higher deductions and some entries contained legitimate non-disciplinary explanations. The most defensible conclusion is therefore that the discipline system is functioning but not uniform, with important individual and procedural exceptions that require verification and consistent handling.

The novelty of this research is the identification of a hybrid local discipline mechanism comprising three interdependent layers. The normative layer consists of Government Regulation Number 94 of 2021 and its implementing regulation, which provide obligations, categories of violation, authority, and disciplinary procedure. The financial-administrative layer consists of the current Lubuk Linggau TPP regime and electronic attendance system, which make attendance behavior economically consequential. The relational layer consists of familial corrective practices used to seek clarification, solutions, and behavioral change before or alongside formal punishment. Previous research has commonly examined regulatory implementation or TPP effectiveness separately; this study demonstrates how both interact with organizational culture and discretionary correction within the same enforcement process.

The hybrid mechanism is legitimate and potentially effective when the three layers reinforce rather than replace one another. Socialization gives employees knowledge of the rules; verified attendance data and TPP provide immediate behavioral feedback; and proportionate corrective handling can encourage compliance without unnecessary escalation. The mechanism becomes problematic when one layer displaces another, such as when a financial deduction is treated as sufficient for conduct that legally requires disciplinary examination or when familial settlement prevents equivalent cases from receiving equivalent treatment. The theoretical contribution of the study is therefore to conceptualize local discipline implementation as multi-layer governance rather than as a single sanctioning process.

The practical implication is that the Agriculture Service should maintain routine socialization while strengthening the governance of discretion. Personnel administrators should separate verification of raw attendance data from formal findings of misconduct; reconcile TPP deductions with official duty, leave, and system-failure records; document coaching or familial settlements involving alleged violations; and periodically compare the treatment of factually similar cases. Written criteria for escalation would allow the organization to retain the benefits of corrective dialogue while reducing the risks of selective tolerance. These safeguards directly strengthen legal certainty, accountability, transparency, and equal treatment without requiring the institution to abandon its relational approach to problem solving.

Table 3. Hybrid discipline mechanism identified in Lubuklinggau

Layer	Main Instrument	Observed Function	Governance Risk	Recommended Safeguard
Normative	PP No. 94/2021 and BKN Regulation No. 6/2022	Defines obligations, violations, procedure, authority, and sanctions.	Inconsistent use of formal procedure.	Case documentation and comparable-case review.
Financial-administrative	Local TPP regulations (2021-2025) and electronic attendance system	Creates immediate attendance-related financial consequences.	Treating raw attendance data as conclusive misconduct.	Administrative verification before disciplinary conclusions.
Relational	Familial/corrective problem solving	Encourages communication, correction, and workplace harmony.	Selective tolerance or unequal treatment.	Written criteria and documentation of discretionary resolution.

4. Conclusion

Government Regulation Number 94 of 2021 has been substantively implemented at the Agriculture Service of Lubuklinggau City through routine socialization, employee awareness, electronic attendance monitoring, and the documented use of summons, examination, and disciplinary decisions. The local TPP framework, currently shaped by Mayor Regulation Number 16 of 2021 and its amendments through Mayor Regulation Number 30 of 2025, reinforces daily attendance by attaching financial consequences to attendance performance. At the same time, the organization uses familial corrective practices to clarify and resolve disciplinary problems. The principal finding is a hybrid discipline mechanism in which national legal rules, local financial-administrative incentives, and relational correction operate simultaneously. This mechanism supports discipline only when each layer remains within clear legal boundaries: attendance data must be verified before being treated as evidence of misconduct, TPP deductions must not replace statutory disciplinary procedures, and informal corrective resolutions must be documented and applied consistently to comparable cases. The recommended implementation model is therefore documented corrective discretion supported by verified attendance data, comparable-case review, and transparent escalation criteria. The study is limited to one local government agency, five informants, one month of attendance records, and one anonymized disciplinary file; broader multi-agency and longitudinal research is needed to test whether the same hybrid mechanism operates consistently across other local-government settings.

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