



Implementation of Government Regulation no. 94 of 2021 on Civil Servant Discipline from a Constitutional Perspective: A Case Study at the Sub-District Office of Na IX-X, North Labuhanbatu Regency

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Abstract: This study aims to examine the implementation of Government Regulation No. 94 of 2021 concerning Civil Servant Discipline from the perspective of *Siyasah Dusturiyah*, using a case study at the Subdistrict Office of NA IX-X in Labuhanbatu Utara Regency. The research employs a normative-empirical method with a juridical-sociological approach through interviews and document analysis. The findings indicate that the enforcement of the regulation remains suboptimal due to the dominance of kinship-based organizational culture, limited legal comprehension among leaders, and the absence of an objective reward and punishment system. From the standpoint of *Siyasah Dusturiyah*, such leniency violates the principles of administrative justice and leadership accountability. Therefore, it is necessary to strengthen legal discipline training, implement a digital attendance system, and establish a structured mechanism of sanctions and incentives grounded in the values of *maqāṣid al-sharīʿah*, in order to build a disciplined, just, and recognized bureaucracy.

Keywords: Civil Servant Discipline, Government Regulation No. 94/2021, *Siyasah Dusturiyah*.

1. Introduction

In the modern government system, Civil Servants (PNS) hold a strategic position as a core element in the implementation of public policy. (Arsal, 2009), (Raimah & Irawanto, 2020) They are not only administrative implementers, but also the driving force behind dignified bureaucracy and public service. In this context, professionalism and discipline are the primary foundations for building good governance. (Putra et al., 2025), (Burhanuddin, nd) The Indonesian government, through Government Regulation Number 94 of 2021 concerning Civil Servant Discipline, seeks to strengthen the ethics and integrity of state officials by providing a firm legal basis for employee disciplinary violations (Government Regulation No. 94 of 2021). (Abenta et al., 2025), (Polii, 2024).

This PP was issued as an update to PP No. 53 of 2010, with a number of strengthening administrative sanctions and moral obligations for every civil servant. (Zahra, 2019), (SARI, nd) Article 4, letter f, of the PP states that every civil servant is required to "come to work and comply with the provisions of working hours." Meanwhile, Article 5 prohibits actions that could harm the integrity of civil servants, such as abusing authority or failing to carry out duties without a valid reason. However, in the reality of bureaucracy, there is a significant gap between legal norms and their implementation in the field. This is reflected in the numerous findings of employee indiscipline in various government agencies, both central and regional. (Kusudarmanto, 2024), (Setiawan, 2024).

Furthermore, from an Islamic legal perspective, disciplinary violations are not merely a technical administrative issue, but rather involve betrayal of the trust given by the state and society. (Caniago, 2021), (JINAYAH & WALISONGO, nd). God's Word in QS. Al-Anfal verse 27:

"تَعْلَمُونَ وَأَنْتُمْ مُنْتَكَمُونَ وَتَحْذَرُوا وَالرَّسُولَ اللَّهُ تَحْذَرُوا لَا آمَنُوا الَّذِينَ يَأْتِيهَا"

Meaning: "O you who believe, do not betray Allah and the Messenger (Muhammad) and (also) do not betray the mandates entrusted to you, while you know." (Indonesian

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Ministry of Religion, 2011).

This verse emphasizes that every trust must be maintained with full awareness and responsibility, including when carrying out duties as a government employee. Within the framework of *Siyasah Fiqh*, especially *Siyasah Dusturiyah*, leaders are obliged to uphold the law and organize the affairs of the people based on the principles of justice, order and benefit. The relevant *fiqh* rules in this case are:

"مَصْلَحَتُهَا مُنَوِّطُ الرَّعِيَّةِ عَلَى الْإِمَامِ تَصَرُّفٌ",

which means: "Every leader's policy towards his people must be based on public welfare" (Al-Zuhaili, 1986: 221). In this context, the sub-district head's actions in neglecting to enforce disciplinary sanctions means he has abandoned his obligation to maintain public welfare and administrative justice. (Mulhayat, Sh, & Adab, 2023), (Djafar & Sune, 2025).

Imam Al-Mawardi in *Al-Ahkam As-Sulthaniyyah* stated that:

"إِلَّا هَذَا جَوَدٌ دَبِيرٌ إِلَى رَعِيَّةٍ سَيَّاسَةٍ إِلَى الْمَوْفَاقِ الرَّأْيِ"

This means: "Leadership policies must be directed towards governing the people and managing the public interest." (Al-Mawardi, 1996: 37). This means that policies towards employees should not be merely administrative formalities, but should have a direct impact on improving work ethics and public service.

In research (Ramadhan & Lestari, 2023), it was found that the implementation of Government Regulation No. 94 of 2021 at the Meulaboh Sharia Court was ineffective because sanctions were limited to verbal warnings, even though violations of working hours occurred repeatedly. Meanwhile, Kinanthi Puspitaningtyas (2022) stated that structural constraints and weak oversight instruments were the main causes of the ineffective implementation of disciplinary regulations in various regional agencies. (MUHAMMAD & Wahab, 2025), (Hay & Wulandari, 2025) This reinforces the urgency to view this PP not merely as a formal regulation, but rather as a political instrument of state administration that carries moral values and social responsibility.

2. Materials and Methods

This study uses a normative-empirical approach, combining a normative approach (a study of applicable laws and regulations, particularly Government Regulation No. 94 of 2021) with an empirical approach (observation of the reality of implementation in the field). Normatively, this study examines the legal provisions regarding Civil Servant discipline as stipulated in the regulations, while empirically, this study collects data through in-depth interviews with the Sub-district Heads and Secretaries of the Sub-district Heads of NA IX-X in North Labuhanbatu Regency. This approach was chosen to determine the extent to which the legal norms for civil servant discipline are actually implemented in local bureaucratic practices and to identify the social, structural, and cultural obstacles that influence their implementation.

The approach used in this study is juridical-sociological, meaning that law is understood not only as written norms (law in books) but also as a lived reality in society (law in action). In this approach, law is seen as a social phenomenon influenced by behavioral patterns, organizational cultural values, and interactions between policy actors. Data collection techniques were carried out through in-depth interviews with the Sub-district Head and Sub-district Secretary of NA IX-X, as well as documentation of circulars, attendance records, and reports of employee disciplinary violations. In addition, secondary data was obtained from personnel literature, administrative law journals, and other personnel regulatory documents. The analysis was conducted descriptively and comparatively, namely by outlining field facts and comparing them with the results of previous research to identify general patterns or deviations unique to the study location (Sugiyono, 2017: 142; Nazir, 1998: 91). Thus, this method allows researchers not only to describe the situation in one region but also to provide a comprehensive picture of the effectiveness of the implementation of PP No. 94 of 2021 in a national context. At the same time, this comparative approach enriches the analysis by considering the social, legal, and political dimensions that accompany bureaucratic practices in Indonesia. This

approach aligns with the principles of progressive legal research, which focuses on social change and substantial justice. (Al Arif, 2019), (Ariefiani, 2024).

3. Results and Discussion

3.1 *Civil Servant Regulations and Regulations No. 94 of 2021*

Legal provisions regarding Civil Servants (PNS) in Indonesia are a crucial part of bureaucratic reform, which aims to create a clean, effective, and responsive government system to the needs of the community. In this context, the government issued Government Regulation No. 94 of 2021 concerning Civil Servant Discipline as a legal instrument to regulate the ethics, integrity, and behavior of civil servants to ensure they align with public service values. This regulation replaces Government Regulation No. 53 of 2010, which was deemed insufficiently comprehensive in addressing the challenges of a modern bureaucracy that prioritizes accountability and openness (PP No. 94 of 2021). The primary objective of this PP is to enforce discipline by strengthening the oversight system and imposing more detailed and stringent administrative sanctions for violations committed by civil servants across all government agencies.

Article 4 of Government Regulation No. 94 of 2021 explicitly states that every civil servant is required to adhere to working hours, attend morning and evening roll calls, maintain integrity, refrain from abusing their authority, and regularly report their assets. Meanwhile, Article 5 stipulates various prohibitions on civil servants, such as accepting gratuities, engaging in extortion, and engaging in discriminatory behavior in service. These provisions demonstrate the state's strong commitment to bureaucratic morality and the professionalism of its civil servants. This law not only clarifies the rights and obligations of civil servants but also aims to establish high standards of behavior and ethics to ensure effective and equitable public service (Ministry of Administrative and Bureaucratic Reform, 2021).

In addition to obligations and prohibitions, this PP also divides disciplinary sanctions into three levels: mild, moderate, and severe. Mild sanctions include verbal warnings, written warnings, and written statements of dissatisfaction. Moderate sanctions include a reduction in performance allowances for 6 to 12 months, while severe sanctions include demotion, dismissal from structural positions, and honorable dismissal not at one's own request (PP No. 94 of 2021, Articles 8-12). The purpose of this classification is to ensure that sanctions imposed are proportional to the severity of the violation and to encourage a deterrent effect and legal compliance in the performance of duties.

This strengthening of the disciplinary system is also supported by Circular Letter of the Head of the National Civil Service Agency (BKN) Number 10 of 2021, which instructs all government agencies to integrate attendance records with the State Civil Service Information System (SIASN). This integration makes the process of monitoring civil servant behavior more accurate and accountable because attendance data is directly recorded electronically and can be audited periodically (BKN, 2021). This technology prevents manual attendance manipulation, which often occurred in some agencies previously, and strengthens the internal oversight system to make it more transparent and data-driven.

However, the reality on the ground shows that there is still a significant gap between written legal norms and their actual implementation. Many agencies, especially in the regions, have not fully implemented sanctions in accordance with statutory provisions, particularly in imposing penalties for serious violations. A study by Puspitaningtyas (2022) found that the main obstacles to the implementation of Government Regulation No. 94 of 2021 were the low supervisory capacity of leaders and the existence of a bureaucratic culture that is permissive towards minor violations such as lateness or unexcused absence (Puspitaningtyas, 2022, p. 93). This is exacerbated by the lack of technical training for structural officials in understanding the procedures for imposing sanctions objectively and structured.

Furthermore, the multiple interpretations of legal phrases in Government Regulation No. 94 of 2021 also pose a challenge. For example, the terms "loss to the work unit" or "moderate level of violation" are often interpreted subjectively by direct superiors with-

out standardized evaluation guidelines. Consequently, in practice, there are disparities in the imposition of sanctions between one agency and another, even when the violations are similar. This situation contradicts the principle of equality before the law, which demands equal legal treatment for all employees regardless of position or personal affiliation (Indrati, 2011). Therefore, standardization of violation evaluation and strengthened supervision are needed to ensure that sanctions are implemented proportionally and non-discriminatory.

From the perspective of state administrative law, the successful implementation of such regulations depends not only on their normative substance but is also greatly influenced by three key elements: clear regulations, competent implementing officials, and a supportive legal culture (Asshiddiqie, 2006). Without these three elements, even the best regulations will have no significant impact. Therefore, improving legal literacy and providing regular training to civil service officials is an urgent step to ensure that every action has a strong legal basis and accountability.

Compared to international practice, several ASEAN countries, such as Malaysia and Singapore, have adopted more rigid and measurable disciplinary systems. In Malaysia, for example, the civil service system is regulated through the Public Services Commission Regulations, which grant the internal disciplinary unit strong authority to prosecute violations. Singapore even implements a meritocratic annual performance audit system that ensures rewards and punishments are implemented consistently without the influence of subjectivity (Loganathan, 2018). This comparison demonstrates that Indonesia still needs to improve its oversight system and clarify indicators of violations to ensure a more effective and reliable implementation of Government Regulation No. 94 of 2021.

Therefore, Government Regulation No. 94 of 2021 should not be viewed merely as a legal document but should serve as a guideline for bureaucratic ethics that demands behavioral transformation. Its implementation must be supported by exemplary leadership, comprehensive outreach, and an independent reporting and oversight system. Furthermore, a balanced incentive mechanism is needed to ensure that employees who demonstrate high levels of discipline receive appropriate rewards. In this way, a culture of discipline will no longer be seen as an administrative burden, but as part of a state official's moral and professional commitment to serving the community and maintaining public trust in the government.

3.2 Geographical Location of the NA IX-X Sub-district Office

The NA IX-X Sub-district Office is a sub-district-level government institution that has a strategic function as an extension of the district government to regulate, coordinate, and supervise the implementation of general government affairs and public services in its area. Based on Law Number 23 of 2014 concerning Regional Government, sub-districts are part of the regional apparatus that have an important role in maintaining continuity between central government policies and the social dynamics of local communities. In carrying out their duties, sub-district heads are directly responsible to the regent or mayor and are assisted by a secretary and several section heads who are in charge of services, government, and development (Law No. 23 of 2014, Article 221).

Administratively, the NA IX-X Subdistrict oversees four villages spread across North Labuhanbatu Regency, North Sumatra. The number of civil servants (PNS) in this sub-district office is relatively small, around 15 people, consisting of the Subdistrict Head, Subdistrict Secretary, general and personnel subdivision staff, and several functional technical staff. With a small and relatively simple structure, relationships between employees tend to be informal and close, but on the other hand, it has the potential to create a permissive work culture if not controlled by firm rules. This is in line with research by Sihombing (2022) which states that the small organizational structure at the subdistrict level causes supervision of disciplinary behavior to often rely on social relations, rather than formal legal procedures (Sihombing, 2022, p. 117).

In practice, the NA IX-X Sub-district Office uses a combination of a manual attendance system (daily attendance form-based recaps) and a digital fingerprint system. However, field findings indicate that not all employees consistently use fingerprints due to technical reasons such as power outages, the lack of backup devices, and minimal training. This creates the potential for inaccuracies in attendance recording, which directly impacts employee disciplinary evaluations. This is despite BKN Circular Letter Number 10 of 2021 requiring agencies to use a digital attendance system integrated with the SIASN to ensure data validity and administrative accountability (BKN, 2021).

An internal report compiled by the Head of the NA IX-X Sub-district stated that in the first quarter of 2025, approximately five employees were recorded as being late to work several times and three employees were absent without explanation for more than two days. Although these violations are classified as minor to moderate disciplinary violations, the sanctions imposed are still limited to verbal warnings without documentation in employee reports. This indicates that the implementation of PP No. 94 of 2021 has not been fully internalized as part of formal procedures. This lack of firmness weakens the employee development system and has the potential to reduce overall discipline levels. (APPLICATION & AP, 2024).

One of the biggest obstacles to enforcing disciplinary rules at the sub-district office is the lack of preparedness to translate legal provisions into consistent administrative actions. Sub-district heads, as Personnel Development Officers (PPK) at the sub-district level, do not always understand the formal mechanism for imposing sanctions under Articles 10–12 of Government Regulation No. 94 of 2021, including how to assess violations based on minor, moderate, or serious categories. This creates uncertainty in decision-making and encourages officials to prefer informal resolutions, such as mediation or direct warnings without administrative record-keeping. (Deseano, Putra, & Gusthomi, 2025).

The local work culture in NA IX-X District also influences the implementation of bureaucratic discipline. The community in this area upholds family values and social tolerance, which indirectly creates moral pressure on superiors to refrain from openly imposing sanctions on employees who violate these norms. In the study of legal sociology, this phenomenon is referred to as legal pluralism, where formal legal norms compete with local social norms that prioritize harmony and compromise. (RESPONSIVE, 2024) As a result, the law does not always function as a behavioral control mechanism, but is instead subject to cultural considerations that are not always in line with the principles of good governance.

This disparity is even more pronounced when compared to other institutions that have successfully implemented Government Regulation No. 94 of 2021 in a more stringent and structured manner. For example, in a study conducted by Ramadhan (2023) at the Meulaboh Sharia Court, a digital attendance system was strictly used, and attendance violations were directly recorded in the monthly performance report that served as the basis for granting benefits. This suggests that the primary factors for success were not the number of employees or geographic location, but rather the commitment of leadership and a structured reporting system (Ramadhan, 2023, p. 65).

Nevertheless, the potential for improvement at the NA IX-X Sub-district Office remains wide open. With a smaller organizational structure, sub-district heads have greater room to conduct direct supervision and develop a personal performance-based evaluation system. Furthermore, a training approach to ethical discipline and conflict management could be a solution to building a work culture that is not only humane but also compliant with regulations. In this regard, a strategy to strengthen institutional capacity is urgently needed so that regulations become not merely legal texts but also practices that are lived out amidst the dynamics of local bureaucracy.

Therefore, strengthening the implementation of Government Regulation No. 94 of 2021 at the NA IX-X Sub-district Office must be carried out systematically through three main approaches: first, improving understanding of disciplinary law through regular training for officials and staff; second, establishing a well-documented violation report-

ing system; and third, implementing objective rewards and punishments based on employee performance and attendance. When these steps are implemented consistently, the sub-district office, as the leading institution of village government, will become a living example of an orderly, responsive, and trustworthy bureaucracy.

3.3 Discipline and Sanctions

Discipline in the context of government administration is not merely formal compliance with regulations, but also a form of moral responsibility and professionalism inherent in every civil servant. The meaning of discipline must be understood holistically, namely as consistent behavior in carrying out obligations, maintaining integrity, and complying with work norms and applicable legal provisions. In the context of ASN, discipline also embodies the social contract between employees and the state that demands loyalty, dedication, and exemplary behavior. This is in line with Article 3 of Law Number 5 of 2014 concerning the State Civil Apparatus, which emphasizes that ASN must uphold the basic values of integrity, professionalism, accountability, and compliance with laws and regulations (Law No. 5 of 2014).

Discipline for civil servants goes beyond simply showing up on time and not skipping work. Discipline reflects a positive mental attitude toward assigned duties and a readiness to align oneself with organizational goals. According to Robbins (2015), discipline is an individual's ability to act in accordance with regulations without the need for constant supervision, and this is an indicator of a person's professional maturity. In government bureaucracy, discipline serves as the glue that binds a productive and results-oriented work culture. Disciplined civil servants tend to demonstrate high performance, uphold ethical values, and maintain the reputation of the institution where they work. Therefore, discipline not only impacts the individual but also concerns the image of government institutions in the public eye.

In studies of public sector organizations, discipline is also a key indicator of institutional effectiveness and efficiency. A study by Wahyudi and Santosa (2022) shows that high levels of employee discipline directly impact the quality of public services, particularly in terms of service speed, information accuracy, and public satisfaction (Wahyudi & Santosa, 2022, p. 33). On the other hand, low discipline leads to delays in services, irregularities in administrative processes, and diminishes government credibility. Therefore, discipline management must be a priority in human resource management in government agencies, both central and regional.

Field research findings at the NA IX-X Sub-district Office in North Labuhanbatu Regency reinforce this view. Direct observations revealed that many employees still do not consistently adhere to work hour regulations. Of the 15 employees observed, six were routinely late more than three times a week, while three were absent without valid explanation for two or more days a month. When asked about the reasons for their lateness, most cited personal matters or a lack of direct supervision from their superiors. Some were even unaware that repeated lateness constitutes a disciplinary violation as stipulated in Government Regulation No. 94 of 2021 (Observation Data, 2025). These findings confirm that an understanding of the meaning of discipline has not yet been substantially ingrained in the work culture at the sub-district level.

Lack of awareness of the importance of discipline often stems from a managerial approach that focuses solely on administrative output and neglects the development of work values. Employee discipline should be instilled from the outset, during recruitment, basic training, and annual performance evaluations. When discipline is approached solely from an external oversight perspective, without fostering intrinsic awareness, rules tend to be viewed as an administrative burden rather than a professional necessity. In this context, a value internalization approach is crucial, emphasizing discipline as part of personal beliefs and commitments, rather than simply compliance for fear of punishment (Winardi, 2011).

Furthermore, the meaning of discipline in Islam also holds a central place. Discipline is not only a social ethic, but also part of a moral responsibility to God and society. In the Quran, Allah says in Surah Al-Anfal, verse 27:

"تَعْلَمُونَ وَأَنْتُمْ أَمْنُكُمْ وَتَخُونُوا وَالرَّسُولَ اللَّهُ تَخُونُوا لَا أَمْنُ لَ الَّذِينَ يَأْتِيهَا"

"O you who believe! Do not betray Allah and the Messenger (Muhammad), and (do not) betray the mandates entrusted to you, while you know."

This verse emphasizes that violating a mandate, including indiscipline in carrying out duties, is a form of betrayal against Allah and His Messenger (Ministry of Religion of the Republic of Indonesia, 2011). Therefore, discipline for a Muslim civil servant is not only a constitutional obligation, but also a religious responsibility that has the value of worship.

From the perspective of Islamic jurisprudence, civil servant discipline is part of the mandate and principles of justice. Imam Al-Mawardi, in his book *Al-Ahkam As-Sulthaniyyah*, states that one of the requirements of a leader is his ability to regulate the affairs of the people and uphold the mandate of his office. This aligns with the following Islamic jurisprudence principle:

"بِالْمَصْلَحَةِ مَنْوُطُ الرَّعِيَّةِ عَلَى الْإِمَامِ تَصَرُّفٌ"

"A leader's policy towards his people depends on their well-being."

Thus, in terms of fostering discipline, an agency leader is obliged to enforce regulations fairly and proportionally because it concerns the public interest. Discipline is part of the government's strategy to improve public welfare through an orderly and efficient bureaucracy (Al-Zuhaili, 1986).

Practically, the meaning of discipline must also be linked to incentive and development systems. Disciplined employees should receive rewards, whether in the form of promotions, performance recognition, or other incentives. Conversely, employees who violate regulations should be subject to fair and consistent sanctions. When rewards and punishments are implemented properly, a healthy and competitive organizational culture is fostered. This has been demonstrated in an empirical study by Nugroho (2021), which found that a system of reinforcing positive behavior through incentives increased daily discipline by up to 32% in a single quarter (Nugroho, 2021, p. 78).

Thus, discipline is not merely a formal act of following working hours or existing regulations, but also an integral part of ethical, legal, and spiritual values in the performance of public duties. Discipline must be instilled as a value, fostered as a habit, and enforced as an obligation. Regional governments, including sub-district offices as the vanguard of the bureaucracy, need to formulate a holistic discipline development strategy that combines legal, moral, and work culture approaches so that the bureaucracy is truly capable of serving the public fairly, quickly, and responsibly.

3.4 Implementation of PP no. 94 of 2021 from the *Siyasah Dusturiyah* Perspective

Under the concept of Islamic governance, the government has a constitutional and sharia-compliant responsibility to uphold justice, streamline administration, and create public welfare through legitimate public policy instruments. One manifestation of this principle in Indonesia is the issuance of Government Regulation Number 94 of 2021 concerning Civil Servant Discipline. This regulation is not merely a product of administrative law but also part of the government's strategy to build a clean, effective, and dignified bureaucracy, in accordance with the spirit of Islamic governance, which emphasizes morality, justice, and social order.

From a legal perspective, regulations such as Government Regulation No. 94/2021 can be positioned as a form of *taqyid al-mubah* (restrictions on administrative behavior that are initially permissible) for the sake of achieving sharia objectives (*maqāṣid al-syarī'ah*). The most relevant principles are:

"بِالْمَصْلَحَةِ مَنْوُطُ الرَّعِيَّةِ عَلَى الْإِمَامِ تَصَرُّفٌ"

"All actions of a leader towards his people must be based on their well-being" (Al-Zuhaili, 1986). Therefore, enforcing discipline towards civil servants is a mandate of

authority (wilāyah) that must be carried out to ensure that public services continue to run optimally without being hampered by negligence, absence, or irresponsibility on the part of state officials.

However, field research at the NA IX-X Sub-district Office indicates that the implementation of this PP still faces serious obstacles. These include the continued dominance of a family-like work culture that tolerates disciplinary violations, as well as inconsistent sanctions for minor and moderate violations. Interviews with the Sub-district Head and Sub-district Secretary revealed that the primary reason for not imposing formal sanctions was fear of damaging the work atmosphere and social relationships within the office (Interview Data, 2025). This demonstrates that the law has not yet become the commander-in-chief of the sub-district bureaucracy.

In fact, within the framework of *Siyasah Dusturiyah*, one of the fundamental principles is administrative justice. As emphasized by Ibn Taymiyyah in *Majmū' al-Fatāwā*, justice is the foundation of a state, even if its citizens are not believers, while injustice will destroy a state, even if its citizens are Muslim. Therefore, if disciplinary violations are not sanctioned according to the rules, administrative injustice can occur, eroding public trust in state institutions. As an academic reinforcement, Sudirman Suparmin in his article entitled "The Role of *Maqāṣid Syari'ah* in Social and National Life", emphasized that:

"*Maqāṣid syari'ah* not only functions as a moral principle in Islamic law, but also as a framework for assessing the effectiveness of public policies in improving the welfare of the people and improving governance." (Jurnal Al-Mashlahah, STAIA Al-Hidayah Bogor, 2022).

Furthermore, in his thesis research at UIN North Sumatra, Suparmin stated that: "A new policy will reflect *maqāṣid* if its implementation upholds the principles of justice, accountability, and provides legal certainty for both the community and the implementing apparatus." (UINSU Repository, 2016). These two quotes reinforce that the implementation of PP 94/2021 must be seen not only as procedural compliance, but as a means to realize justice, legal certainty and bureaucratic professionalism. If *maqāṣid* values are not realized in public policies such as civil servant discipline, then its function as a *siyasah* instrument will lose its *syar'i* legitimacy.

Based on observations, the irregularity in disciplinary reporting at the NA IX-X Sub-district Office also reinforces that this regulation has not been internalized in the local personnel management system. The absence of quarterly reporting, manual absence data not synchronized with the SIASN, and the absence of rewards for disciplined employees are evidence that the principle of reward and punishment has not been implemented properly. This is despite BKN Circular Letter No. 10/2021 emphasizing that every agency is required to use digital data to support objectivity in the imposition of discipline-based sanctions and incentives (BKN, 2021).

From a political perspective, failure to implement a reward and punishment system will undermine the hierarchical structure of justice within government. This is not merely a technical issue, but a moral and public role model issue. Therefore, corrective measures must start from the top (top-down), with strong examples from agency leaders.

Suggested strategic steps include: (1) strengthening training and coaching on disciplinary law and *maqāṣid siyasah* for all employees; (2) full digitalization of attendance and performance reports based on the SIASN system; (3) creating SOPs for reporting violations and a measurable sanctions enforcement system; and (4) providing concrete incentives for employees who have a good disciplinary record for 1 consecutive quarter.

Thus, the implementation of PP No. 94 of 2021 can be revived within the framework of *Siyasah Dusturiyah*: as part of the legal order, as well as an instrument of justice, bureaucratic morality, and dignified public service.

4 Conclusions

Based on the results of research conducted at the NA IX-X Sub-district Office, it can be concluded that the implementation of Government Regulation Number 94 of 2021 concerning Civil Servant Discipline has not been fully effective and in accordance with the

regulation's normative expectations. Although structurally, the Sub-district Head and related officials understand the contents of this regulation, in practice, informal and family approaches still dominate in handling disciplinary violations, thereby weakening the legal force and certainty of administrative sanctions. It was found that disciplinary violations such as tardiness, unexcused absence, and failure to participate in morning/evening roll calls were not addressed firmly according to the regulations, but were instead resolved through verbal warnings without documentation. This indicates that the reward and punishment system mandated by Government Regulation No. 94 of 2021 is not implemented consistently and tends to be ignored. The lack of integration of the digital attendance system with the SIASN and the absence of regular disciplinary reporting also exacerbate the weakness of the oversight system at the sub-district level.

From the perspective of *Siyasah Dusturiyah*, the implementation of these regulations still does not fully reflect the *maqāṣid sharia*, particularly in terms of administrative justice and public welfare. The leaders' indecisiveness in enforcing sanctions against disciplinary violators deviates from the basic principles of *siyasah*: that power is a trust, and its use must be in favor of justice, public welfare, and social stability. Therefore, Government Regulation No. 94 of 2021 should not be merely a normative document but must be actualized through exemplary moral conduct, managerial governance, and an objective evaluation system.

This study also confirms that the *maqāṣid syarī'ah*-based discipline approach as proposed by Sudirman Suparmin is highly relevant to implement. The integration of Islamic values into bureaucratic governance will strengthen the intrinsic awareness of ASN to carry out their duties professionally, honestly, and responsibly, not solely out of fear of sanctions, but as a form of devotion and faith. Thus, the implementation of PP No. 94 of 2021 at the NA IX-X Sub-district Office requires a transformational approach: not only in the regulatory aspect, but also in work culture reform, strengthening value-based leadership, and a transparent and accountable supervisory system in order to realize a just bureaucracy according to the principles of *Siyasah Dusturiyah*.

To encourage organizational cultural change from permissiveness to discipline without sacrificing social harmony, strategies based on *maqāṣid syarī'ah* that can be applied include internalizing Islamic ethical values in civil servant training, leadership roles as moral examples, implementing fair and proportional reward and punishment systems, and using deliberative mechanisms for conflict resolution. Meanwhile, for PP No. 94 of 2021 to function as a tool for moral transformation of the bureaucracy and not merely as an administrative regulation, steps such as integrating the principles of *siyasah dusturiyah* in its implementation, using performance indicators that reflect *maqāṣid* values, ethics-based civil servant training, utilizing technology for public accountability, and strengthening ethical leadership at the local level are required. This overall approach aims to make discipline part of spiritual and social responsibility, while creating a more just and morally meaningful bureaucratic governance system.

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