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Enforcing Civil Servant Discipline through I'DIS: Legal Framework, Accountability, and Legal Protection in Kotawaringin Barat Regency, Indonesia

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ABSTRACT

This study examines the legal framework for civil servant discipline enforcement through the Integrated Discipline application (I'DIS), its implementation in Kotawaringin Barat Regency, and the legal protection afforded to civil servants. It applies empirical legal research with statutory, conceptual, and sociological approaches. Data were collected through document study, observation of I'DIS procedures, and semi-structured interviews with five informants, then analyzed through data reduction, display, and conclusion drawing. The findings show that Government Regulation No. 94 of 2021 and National Civil Service Agency Regulation No. 6 of 2022 provide an adequate legal basis, yet no regent regulation governs I'DIS locally. I'DIS is declaratory toward disciplinary decisions, but it improves documentation, traceability, data integration, and vertical supervision. The study concludes that I'DIS supports accountable governance only conditionally, through legal, process, data, supervisory, and rights-protection dimensions.

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INTRODUCTION

Civil servants occupy a strategic position in government because they implement public policy, deliver public services, and hold the nation together (Law No. 20 of 2023). The quality of governance therefore depends heavily on their professionalism, integrity, and discipline. In administrative law, disciplinary enforcement cannot be seen only as a repressive act. A disciplinary decision is a government action that produces legal consequences for a person's position, rank, income, and career (Government Regulation No. 94 of 2021; Law No. 30 of 2014). Every stage, from the summons to the recording of the decision, must therefore satisfy the principles of legality, authority, carefulness, proportionality, and legal protection.

Digital transformation has changed how this process is administered. Indonesia's electronic-based government system (SPBE) encourages integrated use of information technology to achieve effective, transparent, and accountable governance (Presidential Regulation No. 95 of 2018). Digital transformation, however, means more than installing applications, because it also changes work processes, coordination, data management, and accountability mechanisms (Mergel et al., 2019). The National Civil Service Agency (BKN) developed the Integrated Discipline application (I'DIS) to document, report, and monitor disciplinary sanctions in a system connected to the State Civil Apparatus Information System (SIASN). Version 3.0, introduced in 2025, is further linked to the mutation service (I-Mut), the blocking service, and the civil servant appeal service (Badan Kepegawaian Negara [BKN], 2025). International scholarship cautions that such systems may move discretion into software design (Bovens & Zouridis, 2002) and that e-government reshapes, rather than removes, bureaucracy (Cordella & Tempini, 2015).

The phenomenon is visible in Kotawaringin Barat Regency, where I'DIS has been used actively and consistently since 2024. The number of disciplinary decisions recorded by the Regional Civil Service and Human Resource Development Agency (BKPSDM) rose from 13 in 2024 to 53 in 2025, an increase of 40 decisions or 307.69% (Badan Kepegawaian dan Pengembangan Sumber Daya Manusia Kabupaten Kotawaringin Barat [BKPSDM], 2024, 2025). Light sanctions made up 75.47% of the 2025 decisions, and cases involving the annual performance target (SKP) and attendance accounted for 45 of the 53 decisions (84.91%). At the same time, the agency's 2025 performance report shows a merit-system index of 100%, a civil servant professionalism index of 103.78%, a service satisfaction index of 99.18%, and an average strategic target achievement of 101.48% (BKPSDM, 2026). The same report still lists sanctioned civil servants, weak supervision, incomplete implementation of Government Regulation No. 94 of 2021, and the need for data integration as challenges. Only one employee among roughly 45 BKPSDM staff operates I'DIS.

This contrast reveals a research gap. Studies on accountability and digital governance largely stay at the conceptual or system level (Bovens, 2007; Lindquist & Huse, 2017), while studies of civil servant discipline in Indonesia that the authors reviewed are mostly normative and treat digital systems as a technical matter. Empirical legal research that tests whether I'DIS in a regional government actually supports accountability, or merely serves as a data-entry tool after decisions are made, is still scarce. It is also unclear whether the rights to defend oneself, to use administrative remedies, and to have personnel data protected remain intact once the process is digital.

The issue is urgent for three reasons. First, data entered into I'DIS flows into SIASN and can influence promotion, transfer, rank, pension, and talent management, so an error or delay spreads quickly. Second, disciplinary files contain personal data that must be processed accurately and securely under Law No. 27 of 2022. Third, without local rules, an audit trail, and internal controls, digitalization may produce faster decisions that are not more accountable. This article therefore asks three questions: how the legal framework regulates I'DIS-based discipline enforcement; how I'DIS is implemented in Kotawaringin Barat Regency and how far it supports accountable governance; and how civil servants are legally protected regarding procedural certainty, the right of defense, administrative remedies, and personnel data.

THEORETICAL REVIEW

Accountability Theory in Digital Governance

Accountability is commonly defined as a relationship between an actor and a forum, in which the actor must explain and justify conduct, the forum may question and judge it, and the actor may face consequences (Bovens, 2007). In disciplinary enforcement, the actors are the examiners, the officials authorized to punish, the personnel officer, and the system operator, while the forums include BKN, the Inspectorate, the regent, and the administrative courts. Accountability is thus not satisfied by issuing a sanction; officials must also be able to show their source of authority, the facts, and the legal reasoning behind the decision.

Digital-era studies add that technology changes how this relationship works. Bovens and Zouridis (2002) describe a shift from street-level to screen-level and system-level bureaucracies, where discretion is embedded in software, forms, and classifications. Cordella and Tempini (2015) argue that information technology does not dissolve bureaucratic structures but reconfigures them, and Mergel et al. (2019) treat digital transformation as organizational change rather than mere digitization. Lindquist and Huse (2017) note that digital tools open new possibilities for monitoring, yet whether they deliver real accountability remains an empirical question. Meijer (2003) links transparency in the information age to parliamentary and legal accountability. This study uses the theory to assess whether I'DIS produces traceability, supervision, and answerability, or only stores results.

Legal Protection and Procedural Justice Theory

In administrative law, legal protection guarantees that the rights of the governed are not violated by arbitrary government action. It has a preventive form, which works before a decision through clear authority, notice, and an opportunity to be heard, and a repressive form, which works afterward through objection, administrative appeal, and court review. Civil servants remain legal subjects with administrative rights even though they are bound by discipline and loyalty. Law No. 30 of 2014 makes authority, procedure, and substance the tests of a valid government decision, and Government Regulation No. 79 of 2021 provides the remedies of objection and administrative appeal.

Procedural justice theory explains why process matters. Lind and Tyler (1988) show that people judge the fairness of outcomes largely through the fairness of the procedures that produce them, and Blader and Tyler (2003) distinguish the quality of decision making from the quality of treatment. Tyler (2006) links fair procedures to the legitimacy of authority and voluntary compliance, and Galligan (1996) emphasizes participation and reasoned decisions as the core of fair administrative procedures. For digital systems, Citron (2008) warns that automated processes can weaken notice, hearing, and accuracy unless due process is deliberately built in. Together with accountability theory, these ideas form the analytical framework in Figure 1.



Figure 1. Conceptual Framework
Source: of the study, 2026

METHODOLOGY

This study uses empirical legal research with a qualitative orientation, examining how legal norms on civil servant discipline work in government practice (Soekanto, 2014). Three approaches are combined: the statutory approach, to review Law No. 20 of 2023, Law No. 30 of 2014, Government Regulation No. 94 of 2021, and BKN Regulation No. 6 of 2022; the conceptual approach, to apply accountability and procedural justice; and the sociological approach, to observe how the rules operate in a bureaucratic setting. The research was conducted at the BKPSDM of Kotawaringin Barat Regency, Central Kalimantan, together with the Inspectorate and the regional agencies involved in disciplinary examinations.

Primary data came from semi-structured interviews with five informants selected through purposive sampling: the head of BKPSDM (I-1), a representative of the Inspectorate (I-2), a direct supervisor (I-3), the I'DIS operator (I-4), and a civil servant who had been examined for a disciplinary violation (I-5). Observation covered the I'DIS stages of reporting, verification, summons, examination report, and decision drafting. Secondary data consisted of regulations, the 2024 and 2025 recapitulations of disciplinary decisions, the 2025 agency performance report, screen documentation, and three anonymized case files coded R-01 (light), S-01 (moderate), and B-01 (severe). Identities were anonymized to protect confidentiality.

The data were analyzed with the interactive model of data reduction, data display, and conclusion drawing (Miles et al., 2014). Reduction selected material related to authority, procedure, accountability, obstacles, and protection of rights; display arranged it into narrative, tables, and figures; and conclusions were verified by triangulating interviews, observation, and documents. Statistical figures are treated as counts of recorded decisions, not as measures of actual misconduct, because the recapitulation lacks data on the number of employees and reports received.

RESEARCH RESULTS

Legal Framework and Legal Position of I'DIS

The national framework is relatively complete. Government Regulation No. 94 of 2021 defines discipline, classifies violations and sanctions into light, moderate, and severe, and regulates examination and decision delivery, while BKN Regulation No. 6 of 2022 details summons, team formation, examination reports, and documentation. Article 39 of Government Regulation No. 94 of 2021 requires disciplinary decisions and examination documents to be documented in a system integrated with SIASN, which gives I'DIS a functional legal basis, and Circular Letter of the Minister of Administrative and Bureaucratic Reform No. 1 of 2021 earlier obliged its use. At the regional level, the procedure relies on Regent Regulation No. 71 of 2022 on the organization of BKPSDM and Circular Letter No. 800/06/BKPSDM.IV/2025 on handling disciplinary violations. No regent regulation specifically governs I'DIS.

The research found that I'DIS is not a source of authority and not a constitutive element of a decision. A decision signed by the authorized official remains valid even if it has not yet been entered or finalized in the system, and manual processing continues when the server is unavailable. Recording is therefore declaratory. Even so, it carries strong administrative effect, because verified data appears in SIASN and supports changes of position, rank, and allowances, and BKN verification can return a proposal when the article, sanction, or official is inconsistent. One case was returned because the violation required dismissal while local leaders recommended a lighter outcome.

Implementation of I'DIS in Kotawaringin Barat Regency

Authority follows a tiered pattern. Direct supervisors examine light violations, a team at the agency examines moderate ones, and a team formed by the regent examines severe ones, with BKPSDM acting as facilitator and administrative controller, the Inspectorate as the oversight element, and BKN as vertical verifier. Table 1 and Figure 2 show that recorded decisions increased from 13 to 53. The rise came mainly from light sanctions and from two types of violation, SKP completion (from 4 to 24 decisions) and attendance (from 5 to 21), which together explain 36 of the 40 additional decisions. Unique individuals rose from 13 to at least 49 (276.92%), four employees were recorded twice in 2025, and at least two reappeared in both years.

Table 1. Disciplinary Decisions Recorded in Kotawaringin Barat Regency, 2024–2025

Severity level	2024, n (%)	2025, n (%)
Light	8 (61.54)	40 (75.47)
Moderate	1 (7.69)	7 (13.21)
Severe	4 (30.77)	6 (11.32)
Total	13 (100)	53 (100)

Source: BKPSDM recapitulation (2024, 2025), Processed by the Authors.

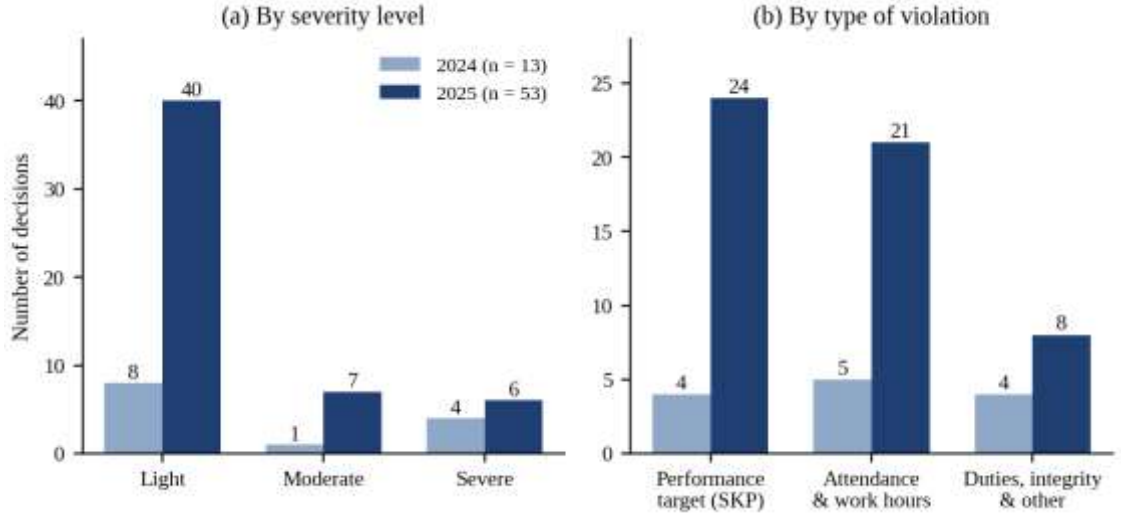


Figure 2. Disciplinary Decisions by Severity Level and Type of Violation

The data quality is uneven. The recapitulation mixes civil servants with government employees under work agreements (PPPK), classifies one written reprimand in 2024 as a moderate sanction, and cites a repealed regulation in one 2025 entry. The increase should therefore not be read as a 307.69% decline in discipline. It more plausibly reflects stronger detection through performance and attendance data, better reporting, and more consistent documentation in I'DIS. The implementation is also hybrid: light and moderate cases are usually completed on paper and handed to the operator after the decision is issued, and severe cases were registered in I'DIS only after examination had begun, as in B-01, which was registered on 19 January 2026. Figure 3 shows the five-stage flow that the application provides.



Figure 3. The I'DIS Process Screen Showing the Five Stages, from Reporting Details to Decision Drafting

Table 2 compares the three case files. The severe case shows the most complete chain, with a team of supervisor, BKPSDM, and Inspectorate, an adequate summons period, technical consideration from BKN, a decision by the regent, and proof of receipt. In the light and moderate cases, the substance of the examination is documented, but the summons period was very short, the moderate case lacked a team-formation decree although local guidance calls for a team, and proof of delivery is missing from the research archive.

Table 2. Comparison of the Three Case Files

Case	Violation and Sanction	Examiner and Deciding Official	Proof of delivery
R-01 (light)	Failure to finish the final performance appraisal; written reprimand	Acting head of agency examined and decided; summons issued one day before examination	Not found
S-01 (moderate)	Forged sick note; rank reduced one level for one year	Division head examined; acting head of agency decided; no team decree found	Not found
B-01 (severe)	Integrity violation and 24 working days of absence; demotion for 12 months	Regent's team (supervisor, BKPSDM, Inspectorate); regent decided after BKN consideration	Receipt available

Source: Anonymized Case Files, Processed by the Authors.

Contribution and Obstacles

I'DIS contributes to accountability in several ways. Decisions that used to stay in the archives of regional agencies are now centralized and searchable by employee number, name, or report number. Case duration has shortened: severe cases that once took six to twelve months through physical correspondence with BKN now take about two to three months, moderate cases about one month, and light cases one to two weeks. Integration with SIASN prevents sanction history from being separated from promotion, mutation, and rank services, and BKN verification corrects article, sanction, and authority errors before consequences take effect.

The obstacles are mostly organizational rather than technical. Facilities, network, budget, and archive space are available, but only one operator handles reception, checking, input, correction, and monitoring, and there is no separate verification role. Documents from regional agencies are often incomplete and articles are frequently misapplied, yet submission uses no standard form, receipt, or deadline. The server was occasionally unavailable, no written emergency procedure exists, the system provides no accessible audit trail or automatic notification, and its statistics show only aggregates that cannot be exported. Passwords are not changed periodically, and the operator can access the system from outside the office.

Legal Protection of Civil Servants

Preventive protection was largely observed. The informant civil servant received a written summons, knew the alleged violation, could give clarification and defense, was examined in a closed session, and read the examination report before signing it. Decisions were in writing, stated the legal basis, considered aggravating and mitigating factors, and were delivered in a closed manner with an explanation of the right to object. Weaknesses remain: no formal declaration of conflict of interest or mechanism to challenge examiners, no record of how a case was initially classified, and no evidence of delivery for light and moderate cases, although the delivery date determines when a sanction takes effect and when the fourteen-working-day period for objection begins.

Repressive protection is normatively available through objection, administrative appeal to the Civil Service Advisory Board, and court review (Government Regulation No. 79 of 2021), but no objection or appeal appeared in the three cases, so its effectiveness is untested. Civil servants cannot access I'DIS directly, do not receive automatic notification of status or deadlines, and see their data only indirectly through MyASN. Regarding data, role-based access, individual accounts, one-time passwords, automatic logout, a dedicated computer, and digital backups are in place, no leak was found, and finalized data can be corrected only through BKN. However, the absence of an audit trail and version history makes corrections difficult to prove and complicates restoring data after a decision is annulled.

DISCUSSION

I'DIS as a Conditional Instrument of Accountability

The findings confirm that I'DIS is an instrument of electronic administration, a supervision system for national norms and standards, and a data-integration channel, but not a decision maker. This position matches Cordella and Tempini's (2015) view that technology supports and rationalizes bureaucracy rather than replacing responsibility. It also illustrates Bovens and Zouridis's (2002) point that discretion migrates into system design: the operator's role, mandatory fields, and BKN verification shape how decisions are formed, so role design must align with legal authority. Using Bovens's (2007) framework, BKN and the Inspectorate function as forums, yet without an audit trail the actor's explanation of data changes cannot be fully examined. Accountability produced by I'DIS is therefore conditional.

Five Dimensions of Accountability

The findings can be synthesized into five dimensions. Legal accountability concerns the fit of authority, procedure, article, and sanction; it is strengthened by BKN verification but weakened by misapplied articles and by mixed civil servant and PPPK data. Process accountability concerns the traceability of each stage; it is moderate because recording begins late in hybrid work. Data accountability concerns accuracy, security, and traceable change and is undermined by the missing audit trail. Supervisory accountability is strongest in vertical oversight by BKN, but internal reporting, periodic account checks, and trend analysis are still absent. Finally, accountability for the protection of rights concerns notice, information, remedies, and restoration of rights. The interpretation of the 2025 increase illustrates this: without a denominator of employees and reports, the growth in decisions signals visibility rather than deterioration, so statistics cannot yet guide prevention.

Procedural Justice and Technological Due Process

From the procedural justice perspective, the closed examination, opportunity to correct the report, and reasoned decision reflect good quality of treatment and decision making (Blader & Tyler, 2003; Lind & Tyler, 1988). The concern is that fairness may depend on individual officials rather than institutional design. Missing proof of delivery, short summons periods, and the lack of automatic notification show the risks Citron (2008) associates with technological due process: notice and hearing can erode when systems record outcomes but do not secure the participation of the person affected. The tension between confidentiality and information rights also touches Meijer's (2003) concern with transparency and legal accountability, since civil servants cannot view their case pages but should still obtain status, reports, and technical considerations in a predictable manner.

These results imply that regional governments need a regent regulation to institutionalize what national guidance leaves open: the point of registration, user roles, input deadlines, internal verification, correction procedures, emergency procedures, periodic reporting, and data recovery. BKPSDM should reduce dependency on one operator through a backup operator, formal handover, registers and receipts, checklists, and legal review of drafts. BKN, in turn, should provide an audit trail, version history, deadline notification, and exportable statistics. Such measures would turn I'DIS from a recording tool into a control mechanism that protects both public interest and civil servants' rights.

CONCLUSIONS AND RECOMMENDATIONS

The study concludes that the legal framework for I'DIS-based discipline is adequate at the national level but has not been institutionalized locally, that I'DIS strengthens documentary, data, and vertical-supervision accountability without yet achieving real-time process accountability, and that legal protection for civil servants exists before, during, and after sanctions but is applied unevenly. The relationship between I'DIS and accountable governance is therefore conditional, depending on the integration of legal, process, data, supervisory, and rights-protection accountability.

It is recommended that the Kotawaringin Barat government issue a regent regulation on the implementation of I'DIS, that BKPSDM strengthen internal control through backup operators, separated functions, registers, checklists, and legal review, and that BKN develop audit trails, notifications, and data-restoration features. Direct supervisors and examiners should receive periodic training and declare conflicts of interest, delivery of decisions should be proven and uploaded to I'DIS, and civil servants should receive an information sheet on their rights, deadlines, and remedies. Sanction data should also be analyzed regularly to design early warnings, especially for performance target and attendance violations.

ADVANCED RESEARCH

Future studies could add quantitative denominators such as the number of employees and reports received to measure actual violation rates, compare several regencies to test whether the hybrid pattern and single-operator dependency are widespread, and examine the practice of objections, appeals, and court cases once enough disputes exist. Research on the perceptions of sanctioned civil servants and on the technical design of audit trails and data-restoration procedures would also deepen the understanding of digital due process in public personnel administration.

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