

Implementation of the State Civil Apparatus Code of Ethics Policy at the National Unity and Politics Agency of Tanah Datar Regency

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Abstract.

The implementation of the Civil Servant (ASN) code of ethics policy is an important instrument in building apparatus compliance and strengthening governance with integrity. Although the regulatory framework regarding the ASN code of ethics is available, the effectiveness of its implementation still faces various challenges in the practice of regional government administration. This study aims to analyze the implementation of the ASN code of ethics policy in building apparatus compliance at the National Unity and Politics Agency of Tanah Datar Regency. The study used a qualitative approach with a descriptive design. Data were collected through observation, in-depth interviews, and documentation, then analyzed using the interactive model of Miles, Huberman, and Saldaña. The research analysis uses the policy implementation perspective of George C. Edwards III which emphasizes the dimensions of communication, resources, disposition, and bureaucratic structure. The results show that apparatus compliance is built through three interrelated implementation mechanisms: policy communication through the socialization of the code of ethics, apparatus development that strengthens commitment to ethical values, and monitoring and evaluation supported by the bureaucratic structure and the use of digital technology. Policy implementation is not only oriented toward enforcing regulations, but also fostering an organizational culture that promotes integrity, professionalism, discipline, and accountability among officials. This research confirms that the effectiveness of code of ethics policy implementation is determined more by integrated communication, coaching, and oversight than by the mere existence of regulations as normative instruments.

Keywords: Policy Implementation; Civil Service Code of Ethics; Civil Service Compliance; Public Ethics and Governance.

I. INTRODUCTION

The development of governance with integrity is determined not only by the quality of a country's regulations, but also by the level of compliance of civil servants in upholding public ethical values. As implementers of public policy, public servants, and the unifier of national unity, the State Civil Apparatus (ASN) is required to carry out its duties professionally, accountably, and free from abuse of authority. In this context, the ASN code of ethics functions not only as a set of administrative norms but also as a policy instrument that directs civil servant behavior to align with the principles of integrity, professionalism, neutrality, and the public interest. Thus, the implementation of the code of ethics policy is an important foundation in building civil servant compliance while strengthening the quality of government administration.

The urgency of implementing a code of ethics policy is growing stronger in line with the bureaucratic reform agenda, which places civil servant integrity as a key indicator of government performance. Law Number 20 of 2023 concerning the State Civil Apparatus emphasizes that every civil servant (ASN) is obliged to uphold core values, a code of ethics, and a code of conduct in carrying out government duties. This provision is reinforced by Government Regulation Number 42 of 2004 concerning the Development of the Corporal Spirit and the Civil Servant Code of Ethics, as well as Government Regulation Number 94 of 2021 concerning Civil Servant Discipline, which regulates the obligations, prohibitions, and mechanisms for enforcing disciplinary action for ASN. The presence of these various regulations demonstrates that the government has developed a relatively comprehensive policy framework to develop a professional, integrity-driven, and responsible civil servant.

However, the existence of regulations does not automatically guarantee the growth of compliance of civil servants in the practice of governance. Various cases of disciplinary violations, abuse of authority, low professionalism, and violations of the principle of neutrality of civil servants in political contests indicate that

the implementation of the code of ethics policy still faces various challenges. Aruni and Armanda (2025) showed that violations of civil servant neutrality in Aceh are still influenced by local political interests and primordial relationships. Fauzan et al. (2025) found that the implementation of the code of ethics within the DKI Jakarta Provincial Transportation Agency has not been running optimally due to the low understanding of civil servants regarding organizational ethical values. Meanwhile, Tompoliu et al. (2024) explained that violations of the code of ethics in Southeast Minahasa Regency have resulted in a decline in the quality of public services due to weak adherence to the principles of integrity and accountability. These various findings indicate that the main problem no longer lies in the availability of regulations, but rather in the effectiveness of policy implementation in building civil servant compliance.

Similar conditions are still found in various local governments in West Sumatra. Research by Putra et al. (2024) shows that the low understanding of the code of ethics among civil servants (ASN) has implications for less than optimal transparency in public services. Annisa et al. (2020) revealed that violations of ASN neutrality persisted in the implementation of the Sijunjung Regency Pilkada, while Arfita et al. (2022) found that public services in Padang Pariaman Regency did not fully reflect the principles of service ethics, particularly in terms of responsiveness and accountability. These findings demonstrate that the challenges of implementing code of ethics policies remain a relevant issue in regional bureaucratic administration.

The National Unity and Politics Agency of Tanah Datar Regency is a regional apparatus organization with distinct institutional characteristics compared to other regional apparatuses. This institution carries out strategic functions in fostering the Pancasila ideology, strengthening national insight, facilitating political life, fostering community organizations, and maintaining regional socio-political stability. These task characteristics place ASN within the National Unity and Politics Agency in a position that is highly vulnerable to issues of integrity, neutrality, and accountability, making the implementation of a code of ethics policy a crucial prerequisite for maintaining apparatus professionalism. The Tanah Datar Regency Government has established Regent Regulation Number 58 of 2020 concerning the Code of Ethics and Code of Conduct for State Civil Apparatus as a guideline for ASN behavior. However, initial observations indicate that the implementation of this policy still faces several challenges, including unequal participation of ASN in outreach activities, the continued discovery of disciplinary violations, and the need to strengthen individual awareness so that compliance with the code of ethics can be implemented more consistently.

On the other hand, most previous research on the ASN code of ethics has focused on normative aspects, disciplinary enforcement, and the effectiveness of sanctions. Studies specifically analyzing the implementation of code of ethics policies as a process of building compliance among civil servants at the regional apparatus organizational level are still relatively limited. However, the success of policy implementation is determined not only by the substance of the regulation but also by how the policy is communicated, supported by adequate resources, implemented by committed implementers, and supported by a bureaucratic structure capable of ensuring ongoing compliance.

Based on this gap, this study uses the Edwards III policy implementation perspective, which places communication, resources, implementer disposition, and bureaucratic structure as the main determinants of successful policy implementation. This perspective is considered relevant because it allows analysis not only to focus on the existence or absence of the code of ethics implementation, but also explains how the policy implementation process is able to shape the compliance of civil servants in carrying out the ethical values of the organization. Thus, this study aims to analyze the implementation of the Civil Service Code of Ethics policy in building apparatus compliance at the National Unity and Politics Agency of Tanah Datar Regency through the Edwards III policy implementation perspective.

II. RESEARCH METHODS

This study uses a qualitative approach with a descriptive design to analyze the implementation of the Civil Service (ASN) code of ethics policy in building employee compliance at the National Unity and Politics Agency of Tanah Datar Regency. This approach was chosen because it allows researchers to gain a

deep understanding of the policy implementation process, interactions between actors, and various factors that influence employee compliance with the code of ethics in carrying out government duties.

The research was conducted at the National Unity and Politics Agency of Tanah Datar Regency, which was selected purposively because the agency has implemented Tanah Datar Regent Regulation Number 58 of 2020 concerning the Code of Ethics and Code of Conduct for State Civil Apparatus as a guideline for ASN behavior. Research informants were determined using a purposive sampling technique, involving actors who have knowledge and direct involvement in policy implementation, namely the Head of the Agency, the Secretary of the Agency, the Head of the Division, the Head of the General and Personnel Subdivision, officials of the Personnel and Human Resource Development Agency (BKPSDM), and ASN within the National Unity and Politics Agency of Tanah Datar Regency.

The research data consists of primary and secondary data. Primary data was obtained through in-depth interviews, observation, and documentation, while secondary data was obtained from laws and regulations, organizational documents, reports, and various literature relevant to the implementation of the ASN code of ethics policy. To ensure data credibility, the study employed source and technical triangulation by comparing information obtained from various informants with the results of observations, interviews, and documentation.

Data analysis used the interactive model of Miles, Huberman, and Saldaña (2014) which includes data condensation, data presentation, and drawing and verifying conclusions. The analysis focused on interpreting policy implementation based on the four dimensions of Edwards III policy implementation, namely communication, resources, disposition, and bureaucratic structure, to explain how the implementation of the code of ethics policy contributed to building compliance among officials at the National Unity and Politics Agency of Tanah Datar Regency.

III. RESULTS AND DISCUSSION

The implementation of the Civil Service (ASN) code of ethics policy at the National Unity and Politics Agency of Tanah Datar Regency is carried out based on Tanah Datar Regent Regulation Number 58 of 2020 concerning the Code of Ethics and Code of Conduct for Civil Service. This regulation serves as a guideline for all ASN in carrying out official duties, providing services to the community, maintaining professional honor, and realizing professional, integrity-based, disciplined, and accountable governance. In addition to regulating the core values and standards of ASN behavior, the regulation also contains mechanisms for coaching, monitoring, evaluation, and enforcement of the code of ethics as an instrument to build apparatus compliance in governance.

In practice, policy implementation does not stop at the enactment of regulations as normative instruments, but is realized through a series of organizational mechanisms that encourage the internalization of ethical values into the behavior of officials. Based on observations, interviews, and documentation, policy implementation takes place through three main mechanisms: policy communication through the socialization of the code of ethics, apparatus development to strengthen commitment and compliance, and monitoring and evaluation supported by bureaucratic structures and the use of digital technology. These three mechanisms are interrelated in shaping apparatus compliance so that policy implementation is not only oriented towards enforcing regulations, but also on establishing an organizational culture that upholds integrity, professionalism, and accountability.

Policy Communication as the Foundation for Internalizing the ASN Code of Ethics

The implementation of the Civil Service (ASN) code of ethics policy at the National Unity and Politics Agency of Tanah Datar Regency begins with a policy communication process aimed at building a shared understanding of the values, norms, and standards of conduct for civil servants. In policy implementation, communication serves not only to convey the substance of the regulations but also as a mechanism for internalizing organizational values so that each civil servant understands the rationale, objectives, and consequences of the policies implemented. Therefore, effective communication is the initial foundation for building ASN compliance with the code of ethics.

Policy communication practices within the National Unity and Politics Agency of Tanah Datar Regency take place through various complementary channels. The dissemination of Tanah Datar Regent Regulation Number 58 of 2020 was carried out by the Personnel and Human Resources Development Agency (BKPSDM) to all Regional Apparatus Organizations through circulars, direct coaching, and the use of social media. At the organizational level, the substance of the policy is reinforced through morning roll calls, briefings, internal meetings, and periodic evaluations. In fact, since the orientation process for Civil Servant Candidates (CPNS), an understanding of the code of ethics has been introduced as part of the formation of the apparatus' work culture. This recurring communication pattern demonstrates the organization's efforts to make the code of ethics part of bureaucratic routines, not simply an administrative document known at the time of the regulation's issuance.

This intensity of communication demonstrates that the organization does not rely on a single medium for information delivery. Various formal and informal forums are utilized to strengthen civil servants' understanding of the obligations, prohibitions, and standards of behavior that must be adhered to while carrying out their duties. This approach demonstrates that policy implementation is positioned as a continuous organizational learning process. The code of ethics is not simply introduced as a set of rules but is also continually reminded through daily interactions between leaders and staff, so that the values of integrity, discipline, and professionalism are increasingly internalized in the work environment.

On the other hand, the dynamics of civil servants' task implementation still impact the effectiveness of the communication process. Some civil servants (ASN) are unable to attend all socialization activities because they are on official duties outside the office or are late for morning roll call. This situation does not indicate a weak organizational commitment to conveying policies, but rather indicates that information distribution has not fully reached all civil servants simultaneously. This situation presents a challenge because policy implementation requires uniform understanding so that each ASN interprets the code of ethics with a relatively similar perception.

From the perspective of Edwards III's policy implementation, this situation demonstrates the communication dimension's role as a prerequisite for successful policy implementation. Edwards positions communication as a process that does not stop at conveying information, but must ensure that policy messages are clearly received, consistently understood, and translated into action by all implementers. The various communication media used by the National Unity and Politics Agency of Tanah Datar Regency reflect efforts to maintain consistency in policy delivery. However, the continued presence of civil servants who did not participate in the entire socialization process indicates that the information transmission aspect still needs strengthening to prevent variations in understanding in the implementation of the code of ethics.

This reality offers a slightly different perspective than several previous studies. Fauzan et al. (2025) linked the suboptimal implementation of the code of ethics to the low understanding of organizational ethical values among civil servants (ASN), while Wijayanti and Kurniasih (2023) positioned the code of ethics as an instrument to improve civil servant discipline. In the context of the National Unity and Politics Agency of Tanah Datar Regency, the main problem lies not in limited communication media or weak organizational commitment to dissemination. The challenge that arises is related to how the communication process can reach all civil servants evenly amidst the dynamics of varying task implementation. These findings demonstrate that the success of policy communication is determined not only by the frequency of dissemination, but also by the organization's ability to ensure that every civil servant has equal access to policy information.

Thus, policy communication serves as the initial mechanism for shaping civil servant compliance with the ASN code of ethics. Compliance is not born solely from normative obligations or the threat of sanctions, but develops through a continuous process of internalization of values within the organization. The more consistent policy communication is implemented and the more equitable information is received by all civil servants, the greater the opportunity for the code of ethics to develop as an organizational culture that guides the behavior of ASN in carrying out government duties.

Apparatus Development as a Strengthening of Disposition in Policy Implementation

Policy communication provides an initial understanding of the substance of the code of ethics, but this understanding does not automatically result in compliance among civil servants. In policy implementation, organizations require mechanisms that can transform knowledge into commitment and encourage civil servants to consistently apply the values of the code of ethics in carrying out their duties. In this context, coaching is a crucial instrument because it not only strengthens civil servants' understanding of regulations but also shapes attitudes, responsibilities, and behavioral orientations that align with policy objectives.

The coaching practice at the National Unity and Politics Agency of Tanah Datar Regency is implemented continuously through collaboration between the Human Resources Development and Personnel Agency (BKPSDM) and the organization's leadership. Coaching is conducted through visits to Regional Apparatus Organizations, briefings, morning roll calls, internal meetings, periodic evaluations, and direct guidance to civil servants in carrying out their daily duties. In fact, this process begins when civil servants attend orientation as Civil Servant Candidates (CPNS) and continues throughout their duties as civil servants. This pattern demonstrates that coaching is not positioned as a response to violations alone, but as a continuous process of strengthening capacity and establishing a work culture.

The nature of the coaching provided also demonstrates a shift in approach from sanctions-based compliance enforcement to organizational learning-based compliance strengthening. The leadership's direction not only reminds civil servants of administrative obligations but also instills the importance of integrity, professionalism, discipline, and responsibility as part of their identity. Thus, compliance with the code of ethics is not built through fear of punishment, but rather through a continuous process of internalizing values throughout the organization.

However, the effectiveness of coaching remains influenced by each individual's readiness to translate the values of the code of ethics into daily work behavior. High-intensity coaching does not fully guarantee uniform compliance, as behavioral change is fundamentally influenced by individual awareness. This demonstrates that coaching is a dynamic process; its success depends not only on the frequency of organizational activities but also on the extent to which employees accept, understand, and internalize the values conveyed.

From Edwards III's perspective, these dynamics reflect the dispositional dimension at work in policy implementation. Edwards emphasized that successful implementation is heavily influenced by the implementer's attitude, commitment, and willingness to implement the policy in accordance with established objectives. Continuous coaching demonstrates the organization's efforts to build a positive disposition among staff toward the code of ethics policy. Furthermore, the involvement of the Human Resources Development Agency (BKPSDM), leaders, and personnel units also demonstrates the availability of institutional resource support that enables the coaching process to proceed consistently. In other words, coaching not only strengthens staff capacity but also serves as an organizational mechanism to ensure policy implementation receives support from those who implement it.

This overview provides a broader perspective than previous studies, which generally positioned coaching as part of the oversight of civil servant discipline. In the context of the National Unity and Politics Agency of Tanah Datar Regency, coaching actually functions as an organizational investment in building civil servant compliance before violations occur. This preventive approach demonstrates that the implementation of a code of ethics policy is more effective when directed at building civil servant commitment rather than relying solely on corrective mechanisms through sanctions. Thus, coaching not only supports the sustainability of policy implementation but also strengthens the formation of an organizational culture that makes compliance with the code of ethics part of civil servant professionalism.

Supervision and Evaluation as a Mechanism for Strengthening Civil Service Compliance

Implementing a code of ethics policy will not result in sustainable behavioral change if it is not accompanied by a monitoring and evaluation mechanism capable of ensuring that each provision is consistently implemented. After communication builds understanding and coaching strengthens staff commitment, organizations need a system that can monitor compliance levels, identify deviations, and

provide feedback for improving policy implementation. In this context, monitoring and evaluation serve not only as an organizational control instrument but also as a learning mechanism that ensures policy implementation continues in line with established objectives.

Supervisory practices at the National Unity and Politics Agency of Tanah Datar Regency demonstrate that civil servant compliance is built through a combination of direct supervision by leaders and the use of digital technology. The Agency Head, Agency Secretary, and the General and Personnel Subdivision monitor civil servant discipline through the ABON attendance system, the SILA-MAK application, and E-Kinerja, which are used to continuously monitor attendance, task implementation, and ASN performance achievements. The presence of these digital tools demonstrates that supervision is no longer entirely dependent on manual observation, but is supported by an information system that allows the monitoring process to be more objective, documented, and easily traceable.

The existence of this digital system does not replace the leadership role in policy implementation. Supervision remains conducted through direct interaction between leaders and staff in various organizational forums, while information generated from the application serves as the basis for evaluating the level of discipline and the implementation of civil servant duties. Thus, technology serves as a supporting instrument for decision-making, while the process of fostering and resolving various forms of irregularities remains within the authority of established bureaucratic structures.

Evaluations are also conducted periodically through weekly, monthly, and quarterly monitoring of discipline and compliance with the code of ethics. Information obtained from the evaluation process is not solely used to identify violations, but also serves as a basis for the organization in determining the form of guidance, providing direction, and imposing sanctions when necessary in accordance with applicable regulations. This pattern demonstrates that evaluation is positioned as part of a policy implementation cycle oriented towards continuous improvement (*continuous improvement*), is not just an administrative process to assess the performance of the apparatus.

From the perspective of Edwards III policy implementation, this situation reflects the functioning of the bureaucratic structure, which provides mechanisms, procedures, and the division of authority to oversee policy implementation. The division of roles between the leadership, the Agency Secretary, the General and Personnel Subdivision, and the BKPSDM demonstrates that the organization has a structure that supports the implementation of the code of ethics. Furthermore, the use of digital systems strengthens the bureaucracy's capacity to produce more accurate information as a basis for decision-making. This demonstrates that the effectiveness of policy implementation is influenced not only by the commitment of the apparatus but also by the organization's ability to build a consistent, adaptive, and accountable oversight system.

Interestingly, the dynamics uncovered in this study demonstrate that technology is not a factor that automatically results in official compliance. While the presence of ABON, SILA-MAK, and E-Kinerja does increase organizational monitoring capacity, the quality of implementation is still determined by how this information is acted upon through coaching, evaluation, and decision-making. In other words, digitalization of oversight strengthens the effectiveness of policy implementation only when supported by responsive organizational leadership and consistently operating bureaucratic mechanisms.

This practice demonstrates that supervision and evaluation are not solely aimed at identifying violations, but rather at maintaining the continuity of the process of fostering compliance among government officials. Communication, coaching, and supervision form a complementary implementation cycle. Communication introduces the values of the code of ethics, coaching strengthens government officials' commitment, and supervision ensures that these values remain in practice in government administration. Thus, government officials' compliance develops as a result of a systematic policy implementation process supported by regulations, organizational leadership, and integrated bureaucratic governance.

The implementation of the Civil Service Code of Ethics policy at the National Unity and Politics Agency of Tanah Datar Regency demonstrates that employee compliance is built through a gradual and interconnected process. Policy communication serves as a platform for internalizing the code of ethics values, enabling employees to understand the standards of behavior expected by the organization. This understanding is then reinforced through coaching that fosters commitment, responsibility, and awareness

among employees in implementing the code of ethics in their daily tasks. Furthermore, monitoring and evaluation ensure that these values are consistently implemented through monitoring mechanisms, ongoing coaching, and corrective action when deviations are identified.

These dynamics demonstrate that policy implementation is not simply understood as a process of enforcing the provisions stipulated in Tanah Datar Regent Regulation No. 58 of 2020, but rather as a process of building a culture of compliance within the organization. Apparatus compliance is born from the continuous interaction of effective communication, capacity-building-oriented coaching, and oversight supported by bureaucratic structures and the use of digital technology. The combination of these three mechanisms means that policy implementation not only serves to maintain compliance with regulations but also strengthens integrity, professionalism, and accountability as core values in governance.

From the perspective of Edwards III policy implementation, the effectiveness of code of ethics implementation is not determined by a single dimension operating in isolation, but rather by the interrelationship between communication, resources, disposition, and bureaucratic structure in shaping the behavior of civil servants. This finding indicates that the success of code of ethics policy implementation is more determined by the organization's ability to integrate these four dimensions into civil servant management practices than simply relying on regulations as a normative instrument. Thus, code of ethics policy implementation becomes an institutional process that not only results in administrative compliance but also encourages the formation of an organizational culture oriented towards integrity and public service.

IV. CONCLUSION

The implementation of the Civil Service Code of Ethics policy at the National Unity and Politics Agency of Tanah Datar Regency demonstrates that the formation of civil servant compliance is a process built through the integration of policy communication, coaching, and ongoing monitoring and evaluation. Policy communication serves to internalize the values of the code of ethics to civil servants, coaching strengthens commitment and responsibility in implementing these values, while monitoring and evaluation ensures compliance is maintained through monitoring mechanisms, continued coaching, and corrective actions. Thus, policy implementation is not only oriented towards enforcing regulations, but also on the formation of an organizational culture that supports the integrity, professionalism, discipline, and accountability of civil servants.

From the perspective of Edwards III's policy implementation, the effectiveness of the code of ethics is determined by the interrelationship between communication, resources, disposition, and bureaucratic structure, which mutually reinforce each other in encouraging compliance by officials. These four dimensions do not operate in isolation but rather form an implementation mechanism that enables the policy to be translated into organizational practice. Therefore, the successful implementation of the code of ethics policy is not solely supported by the existence of regulations, but requires strengthened communication that reaches all officials, continuous development, and an adaptive oversight system supported by effective bureaucratic governance.

This research implies that strengthening civil servant compliance is more effective through a preventative approach that integrates communication, coaching, and supervision rather than relying on imposing sanctions after a violation occurs. This approach can serve as a reference for regional apparatus organizations in developing the implementation of a code of ethics policy that not only ensures administrative compliance but also strengthens a culture of integrity as the foundation of professional and service-oriented governance.

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