

# Integrity Development Through PSM For Corruption Prevention Among Public Servant

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# Integrity Development Through PSM For Corruption Prevention Among Public Servant

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<sup>12</sup>**Abstract**--This article discusses the importance of fostering public service motivation (PSM) to build public servants with integrity for the prevention of corruption. Public service motivation is a characteristic of the public servants that should be owned and must exist among them. Public service motivation is often defined as the motivating force that encourages individuals to provide the best public service and meaningful to the community; or motivation that contains an individual service orientation that is intended for the benefit of society, orientation to help others, and passion to obtain intrinsic achievement or achievement-oriented service. Public service motivation among public servants is very important and it should be a serious concern and a main priority in order to realize the integrity public service and will ultimately be able to prevent corruption among public employees (state civil servants).

**Key words**--Public servant, integrity, public service motivation, corruption.

## I. INTRODUCTION

<sup>19</sup>The Presidential Regulation No. 81 of 2010 [1] on the Grand Design of Bureaucracy Reform of 2010-2025 emphasized that in 2011 all ministries and institutions and local governments were targeted to have a commitment in implementing the bureaucratic reform process. Then in 2014 the ministries and institutions and the local government were expected to gradually have the strength to start the process, so that in 2025 a professional and high integrity government bureaucracy could be realized. Furthermore, in the grand design of bureaucratic reforms it was also explained that the vision of bureaucratic reform was "The Realization of World Class Government". This vision became a reference in realizing world-class government, namely a professional and high integrity government capable of providing excellent service to the community and democratic government management that was able to face the challenges in the 21st century through good governance in 2025.

On the other hand, it was also stressed that bureaucratic reform aimed to create a professional government bureaucracy with adaptive characteristics, integrity, high performance, clean and free of corruption, collusion and nepotism, able to serve the public, neutral, prosperous, dedicated, and uphold the basic values and code of ethics of the state apparatus. This means that public service with integrity from bureaucrats to the community was the commitment and the ultimate goal of public service and at the same time it became everyone's dream.

But in reality, in terms of public services, the government had not been able to provide quality public services with integrity in accordance with the challenges faced, namely the development of increasingly advanced public needs and increasingly fierce global competition. This could be seen from the results of the integrity survey

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<sup>13</sup> conducted by the Corruption Eradication Commission (KPK) <sup>3</sup> in 2009. This survey founded and placed the quality of Indonesian public services at a score of 6.64 from a scale of 10 for central agencies and a score of 6.69 in 2008 for local public services units (Source: Appendix of the 2010-2025 Grand Design of Bureaucracy Reform).

Furthermore, the results of a 2012 public sector integrity survey conducted by the <sup>15</sup> Research and Development Directorate of KPK (Indonesia Commission for Corruption Eradication) showed that the level of integrity of public sector services was 6.43 (for central agencies) and 6.33 (for regional agencies) on a scale of 10 (Research and Development Directorate of KPK, 2013) [2]. In 2013 the level of integrity of public services for the central level increased to 6.80. Besides, the <sup>2</sup> results of the SPI 2017 Integrity Index for Ministries/Institutions have a range of 65.43-76.54 while for Regional Governments it is 52.91-77.39 in 2017 and 61.11-78.26 in 2018 from the interval scale 0-100 (Commission for Corruption Eradication, <sup>2</sup> 2019) [3]. Based on the finding of the Internal Integrity Assessment Survey, problems still occur in all aspects. Issues that still frequently arise are the presence of brokers, gratuities, the presence of corruptors in work units, nepotism in employee recruitment and promotion, and fraud the budget is in the form of unfavourable procurement and fictitious official travel. Although there had been an increase in the integrity score from previous years, the increase in integrity does not appear to be very significant.

<sup>1</sup> On the other hand, Syamsir, et.al. (2019) [4] in their study found that the level of integrity of public servants in government institutions in Padang City was still in the category that is not so high (on an average score of 3.22 in the range of scores 1-4); and integrity was very influential on the performance of public servants with different levels in every aspect of performance. Besides, Thoha (2014) [5] has also stated that Indonesia's bureaucratic reform still seemed to lack progress and was not professional. Meanwhile according to Ramses (2014) [6], the tendency of political reform in Indonesia was not followed simultaneously with bureaucratic reform. Meanwhile, according to Prasojo and Rudita (2014) [7] discipline, integrity, loyalty, capability, and competency of public employees in Indonesia, which <sup>8</sup> had not been considered in working so far, had led to low work productivity. Wiranata (2015) [8] also <sup>8</sup> stated that efforts to improve the performance of the bureaucracy carried out by the government so far have not touched the mentality of the bureaucracy that had been the source of all the problems so far.

According to Dwiyanto (2014) [9] one of the efforts to return bureaucratic reform to the right track was by preventing corruption, and preventing corruption will succeed if bureaucratic reform was implemented by developing integrity systems in each ministry and government institution. Meanwhile, according to Maksum (2014) [10] bureaucracy was often accused of being a source of state performance bottlenecks in achieving various development goals and meeting people's expectations. Darto (2012) [11] and Hayat (2014) [12] also argued that poor public service organizations in Indonesia were influenced, among others, by leadership that was not credible, did not have high personal integrity and organizational vision.

Public services with integrity are indeed difficult to realize due to many factors and constraints. One factor that was assumed to be decisive in realizing public service with integrity was *public service motivation* (PSM) that were built up among public servants. <sup>28</sup> This paper discusses the important role of public service motivation and how to foster public service motivation among public servants in order to realize public services with integrity. Through <sup>42</sup>

the fostering of public service motivation, it is hoped that public service with integrity could be realized, so that it is ultimately expected to be able to prevent or anticipate the corruption, collusion, and nepotism (KKN) in the public sector.

## II. THE CONCEPT OF MOTIVATION AND PUBLIC SERVICE MOTIVATION

According to Thoha (2005) [13] motivation was a psychological process and became a basic element in a person's behavior. Basically, each person's behavior was generally stimulated by the desire or motivation to achieve several goals, including in their work. In the administration and management literature, motivation on the one hand could be divided into two types, intrinsic and extrinsic motivation. In this paper, public service motivation (PSM) was part of intrinsic motivation because it was a motivation that was intended to meet internal needs such as satisfaction at work, fulfillment of self-actualization, self-achievement, and so on.

In addition, according to Winardi (2002) [14] in a person's life there were various reasons why humans work. If we accepted the view that people worked to get rewards, then they could be broken down into two types, namely: 1) extrinsic rewards such as wages or salaries, promotions, and praise, and 2) intrinsic rewards such as a feeling of satisfaction with achievement in carrying out certain tasks that are very interesting and challenging. In the PSM literature the motivation of a public employee, especially a public sector employee, was also generally based on intrinsic achievements.

Furthermore, extrinsic motivation could be defined as the motivation or predisposition of an individual to interest in expecting external rewards. If it was related to things that occur in the implementation of service tasks in the public sector, then the extrinsic motivation could be realized in the form of motivation towards financial rewards, job security, pride in status and prestige, promotion, and so forth. While intrinsic motivation is the motivation or predisposition of an individual to the interests to expect internal rewards. If it was related to the things that exist in the implementation of service tasks in the public sector, then intrinsic motivation could be realized in the form of motivation to get inner or personal satisfaction through achievement, motivation to serve the community or the state. Perry and Wise (1990)[15] and several other experts suggested that intrinsic motivation like this should be owned by public employees in carrying out their duties as public servants.

The need for achievement was a need that was internal for an employee that allowed him to achieve inner or personal satisfaction as an embodiment of rational motives in public service motivation. One reason for individuals to want to serve in the public sector was because they wanted to be involved in public policy making. Through this involvement it is possible for an individual to have a pleasant and achievement personal experience to achieve inner satisfaction.

Meanwhile, Perry and Wise (1990) [16] defined public service motivation as an individual's predisposition to respond to motives that are primarily and uniquely found in public institutions. While Brewer and Selden (1998) [17] explained that public service motivation was a motivational force that drives an individual to provide meaningful public services, while Rainey and Steinbauer (1999) [18] defined public service motivation as altruistic motivation that was general aimed at serving the community, state, or human interests. In addition, in an effort to

synthesize the definition of customer motivation public service, Vandenaabeele (2007) [19] defined public service motivation as trust, values, and attitudes that go beyond self-interest and organizational interests, who care deeply about the interests of larger political entities and which encourage individuals to act appropriately. From these various definitions it could be seen that public service motivation was part of the intrinsic motivation that should exist and developed among public employees and become their hallmark as public servants. It means that a public employee will not be able to provide good public services without being based on high PSM level.

The concept of "public service motivation" in public agencies was a special motivational concept and it was related to its existence in the context and world of service to the public interest. Giving the label "public service" to the term public service motivation was because this term was intended and should be in public agencies that have a duty to serve various interests of the community. Therefore the concept of public service motivation was always associated with qualities that attach importance to others (altruism), attitudes to feel the feelings of others (empathy), moral beliefs, self-sacrifice, responsibility for duties, loyalty to the state, love for the homeland, and other prosocial desires.

The concept of public service motivation (PSM) was indeed defined differently by researchers. However, there are the same characteristics of the various definitions, namely that PSM was closely related to one's motivation or desire to serve the public interest. Motivation of this public service included four dimensions, namely: 1) attraction to public policy making, 2) commitment to public interest and civic duty, 3) compassion, and 4) self-sacrifice (Perry and Wise, 1990) [20].

Almost all of studies in developed countries have shown that individuals with greater PSM values tended to work for government (Ertas, 2014) [21], because government jobs offer more public service opportunities. In addition, Rose (2013) [22] also argued that PSM research has demonstrated the association of PSM with interest in government and non-profit careers. This is understandable because the economic conditions in developed countries are generally stable. However, in developing countries, such as Indonesia, the need for financial matters is still a top priority in people's lives, including for public employees. This of course will have an impact on their motivation to work in the public sector. That is, those who work in the public sector will tend to work more to meet economic (financial) needs; and of course this will be able to motivate them to get involved in corruption.

In public service motivation literature, PSM was generally assumed to have a positive effect on job performance (Taylor and Taylor, 2011 [23]; Schott, Van Kleef, and Steen, 2015 [24]; Van Loon, 2015 [25]). Likewise, many other studies have found that work motivation has affected job performance of employees in their work (Shahzadi, et.al., 2014 [26]; Omollo, 2015 [27]; Shariq, 2016 [28]; Ali, 2016 [29]; Mohamud, Ibrahim, and Hussein, 2017 [30]; Barkley, 2017 [31]; Aluf, et.al., 2017 [32]; Nabi, 2017 [33]; Buberwa, 2017 [34]; Obiebi and Irikefe, 2018 [35]; Olusadum and Anulika, 2018 [36]; Almusaddar, Bamzan, and Raju, 2018 [37]; etc.). This means that public employees who have high levels of PSM would tend to provide the best service to the public and would not be so deluded by extrinsic rewards, such as financial rewards. But on the contrary, those who have low PSM levels would tend to expect extrinsic or financial rewards, so this will most likely be able to encourage them to do various ways to get as much financial rewards as possible, including through corruption.

### III. THE PROBLEM OF PUBLIC SERVICE MOTIVATION AMONG INDONESIAN PUBLIC SERVANTS

Public servants have very important and strategic roles and positions in the system and process of carrying out governmental tasks in Indonesia. In accordance with their important and strategic roles and positions, they should be performed professionally, highly motivated, and have integrity in providing services to the community. The role of motivation was very important in the performance of tasks and improving the work performance of a public servant.

The ideal and rightfully motivation owned by every public employee in providing services to the community was a motivation based on values that refer to the public interest, such as motivation or desire to serve the state and society, an attitude of self-sacrifice for the public interest, a sense of responsibility, high concern for the fate of others, and so on. This kind of motivation should be owned by every public employee in providing services to the community, so that public services with integrity could be realized among these public employees.

However, a serious problem that faced and entrenched among public employees in Indonesia today was the problem of poor bureaucratic performance. This condition is thought to be related to the problems of public service motivation that are built up among these public employees, besides weaknesses in other aspects such as work ability, working environment conditions, motivation to become employees among public employees, and so on.

Based on several studies and literature, there were indications that the motivation of an individual to become a civil servant in Indonesia was very diverse when they were recruited as Candidates for Public Employees (Muslim, 2006 [38]; Sudjatmoko, 2006) [39]. It means that besides they were motivated by intrinsic factors, such as the desire to serve the community, gain job satisfaction, recognition or self-esteem, work performance, and so on, there were also indications that they were motivated by various extrinsic motivations such as financial factors, job security, status and prestige, and so on. The diversity of motivation to become employees would of course lead to diversity in the motivation of these employees to serve the public at various government agencies in Indonesia. Finally, this will certainly have an impact on the implementation of their duties as public servants. This means that those who were motivated to get financial rewards or other extrinsic rewards were assumed to be more likely to commit corruption.

In addition, the motivation of public services that had been fostered among public employees has been more likely to lead to fostering extrinsic motivations that were more concerned with external rewards (Syamsir and Jumiati, 2013 and 2014) [40]. Therefore the development of public service motivation among public employees should have started, or at least anticipated, since they were recruited as a candidate for public service. The process of recruiting and selecting public employees candidates must be reformed and reformulated. It means that the process of recruiting public employees had to consider the importance of the mental attitude and motivation needed for a public employee as parts of selection and evaluation process. This assessment should become a serious concern and is carried out honestly and responsibly. GPA scores of a public employee should not only consider aspects of academic achievement of the candidates. However, aspects of integrity, loyalty, and motivation of public services

must be the main consideration in their graduation to become public employees. Consideration of the fulfillment of these aspects in the recruitment was expected to be able to prevent corrupt behavior among civil servants.

On the other hand, according to Syamsir and Jumiati (2013 and 2014) [41], those who have already been accepted as public employees also need to foster their public service motivation by using certain approaches, such as the mystery shopping model, in order to detect their integrity, loyalty, and their public services motivation. It means that this technique needs to be done regularly in order to see and assess which of the employees still have integrity, loyalty, and good public services motivation and which of them who have begun to decrease in their integrity, loyalty, and public service motivation. Based on the results of the assessment through mystery shopping technique, in the next stage we could then take and determine the steps for their coaching through various approaches, especially religious approach. This religious approach could be done through education and training of mental attitudes according to the guidance of religious teachings, beside the culture and regulations approaches, that apply routinely and periodically by each agency.

#### **IV. THE CONCEPT AND CHARACTERISTICS OF PUBLIC SERVICE WITH INTEGRITY**

Actually it was rather difficult to find an exact definition and be able to explain the integrity. But in general integrity could be defined as a match between heart, speech and action. Integrity could also be defined as the ability to always uphold moral principles and refuse to change them even though the conditions and situations faced were very difficult, as well as many challenges that attempt to undermine the moral and ethical principles held by someone. Therefore it could be understood that the opposite of integrity was hypocritical (LAN RI, 2013) [42]. People with integrity, if they act, then their actions were in accordance with the values, beliefs, and principles that they hold firmly. Integrity could also be interpreted as honesty, sincerity, purity, straightforwardness that could not be falsified and not pretense. Integrity was not only honest with others, but more important than anything was honest with yourself, because the voice of truth was in the heart of your heart.

According to Alfred John (in LAN RI, 2013) [43] integrity was an important part of one's personality. Someone who is good (has good ethics and morals), without integrity, was likely to only benefit himself and not be able to bring benefits to others. Whereas the UN (in LAN RI, 2013) [44] defined integrity as an honest, fair, impartial attitude (in public affairs, governance, and bureaucracy). Integrity refers to honesty, truth and justice. In the context of government and bureaucracy, integrity was intended as the use of official power, authority and authority by public officials for legitimate purposes (justified) according to law.

Thus it could be understood that integrity was harmony between what was said and what was done by someone. His actions were in accordance with moral demands and ethical principles and in accordance with the rule of law and do not wrong the public interest. Integrity referred to the quality of trustworthiness in a human being in which there were individual qualities such as honest character, trustworthiness, responsibility, maturity, courtesy, willingness to be kind and so on. From various notions of integrity as stated above, it could also be understood that

integrity was one of the solutions to reduce corrupt behavior that has been increasingly widespread and symptomatic among bureaucracy or public employees in Indonesia.

The characteristic of a person with integrity was his only words and actions. Someone who has integrity was not a human type with many appearances that were adjusted to his personal motives and interests. According to Wuryanano (2011) [45] people who have integrity were people who apply a norm system to assess life, so that life was like an "open book". He had nothing to hide or to fear. Self-integrity had a high influence on everyone's life. Self-integrity would form a strong reputation or self-achievement in each other. People who were directed towards their lives will farther and have faster achievement in life compared to those who were not directed. Self-integrity was not limited to what we do, but rather showed who he really is.

Integrity scores in public services included the quality characteristics in public services, such as the presence or absence of bribes, the presence or absence of Standard Operating Procedures (SOP), the suitability of the service process with existing SOPs, information disclosure, fairness and speed in service delivery, and the ease of public complaints. (Source: Appendix of the Grand Design of Bureaucratic Reform 2010-2025). Integrity in public service was one of the goals of bureaucratic reform in Indonesia. In the appendix to the grand design of bureaucratic reform, it was explained that in 2025 it was hoped that good governance had been realized with a government bureaucracy that was professional, had high integrity, and served the public and servants of the state.

## V. THE URGENCY OF PUBLIC SERVICE MOTIVATION (PSM) IN REALIZING THE PUBLIC SERVICES WITH INTEGRITY

In the previous section it was mentioned that the diversity of motivation to become employees would lead to the diversity of motivation of public employees in serving the public at various government agencies in Indonesia. This condition will ultimately also had an impact on the implementation of duties or work which was its obligation as a public servant. Therefore, fostering the motivation of public services among the public servants should have started, or at least began to be anticipated, since someone was recruited as a prospective public employee. The process of recruiting and selecting public employees must be reformed and reformulated, among others by considering the importance of assessing the mental attitude and motivation needed for a public employee. Graduation of a public servant should not only consider aspects of academic achievement of the candidates. However, aspects of integrity, loyalty, and motivation of public services must be the main consideration in their graduation to become public employees.

Various problems in the recruitment and selection of public employees in Indonesia so far had been raised by several researchers. Eko Prasajo (2006) [46], for example, argued that the failure of the government to carry out bureaucratic reforms related to the recruitment and selection process of employees in Indonesia had given birth to bureaucrats who were characterized by moral hazard and gaps in the ability to carry out their duties and responsibilities. The recruitment and election process had not been carried out professionally. Besides, it was still tinged with collusion, corruption and nepotism.

In addition, the process of recruiting and selecting public employees has so far tended to be characterized by the lack of seriousness of the government and did not reflect a good intention to reform the bureaucracy and obtain quality public employees. Agus Dwiyanto (2004: Kompas 4 December 2004) [47] argued that so far the ASN recruitment system was unclear, not transparent, and loaded with corruption, collusion, and nepotism. In addition to non-competency-based elections, city/district governments also often manipulated public employee formation quotas. This condition was supported by Eko Prasajo (2006) [48] who stated that the core problem of the bad bureaucracy or state staffing in Indonesia basically consisted of two important things. First, the internal problems of the state staffing system itself could be seen from the subsystems that made up the state staffing. This subsystem included the employee recruitment and selection process. Second, external issues that affected the functioning and professionalism of state staffing. This could be seen in terms of external forces that encouraged political intervention in the recruitment and selection process of civil servants.

According to the author's opinion, as one of important steps towards bureaucratic reform, one aspect that really needed to be considered by the government apparatus in the planning or recruitment and selection system of new employees was the motivational aspect of prospective employees to enter the new workforce as public employees. This aspect of motivation to become a public employee really needed to be considered because good and sincere motivation of prospective employees to become public employees and state apparatus would greatly determine the level of quality and productivity of their performance later when they have become public employees. It means that people who wanted to become public employees based on motivation to serve the community or high public service motivation were certainly expected to be better quality and productivity in their work compared to people with low public service motivation or motivation to get wealth, expect compensation, pension insurance, or status and prestige in society.

The conditions described above were clearly very ironic when it was related to the government's desire to realize public services with integrity. How is it possible that the government would be able to realize public services with integrity while the selection process has already begun in wrong and inappropriate ways. How is it possible for the state apparatus and public servants with integrity to be realized if the human resources recruited and selected did not meet the requirements, both in terms of capability and high and sincere public services motivation.

In the recruitment and selection phase of public employees so far, there are indications that the government considers the aspects of ability more than the aspects of interest or motivation. Whereas to become a public employee, the aspect of public service motivation really needed to be considered. By considering the motivational aspects of public services when a person was recruited as a public employee, it was expected that public servants with integrity could be realized.

Public service motivation (PSM) had an important role in carrying out the duties of a public employee and improving the work performance of a public employee. PSM was also very useful in increasing their work productivity, accountability and responsiveness. In one of their studies, Perry and Wise (1990) [49] suggested that PSM was closely related to the job performance of a public employee. It means that if a public employee had a high PSM, it was very likely that he had high work performance in delivering public services. This will ultimately reduce

the risk of corruption in the public sector. On the other hand, Perry (2000) [50] stated that the main driver for someone to work in the public sector was the existence of various interests that draw their attention to public services. It means that the motivation of workers in the public sector put more non-financial reward factors higher than financial rewards.

Thus, based on some expert opinions and based on various research findings, especially those conducted in developed countries, it was generally understood that people who wanted to work in the public sector or those who wanted to work as civil servants were more concerned and motivated by intrinsic reward. Motivation to get extrinsic rewards for employees in the public sector was not so important compared to rewards that are intrinsic. Therefore, according to Crewson (1997) [51], people who had strong motives or desires for public services would be more attracted to careers in the public sector that provide opportunities for them to fulfill these motives. This motif would enable an individual to achieve achievements in life through service to the community.

Based on various statements and arguments as described above, it could be understood that fostering public service motivation among public employees was an important effort and step to take in order to realize public service with integrity. In other words, "public service motivation" was one of the prerequisites for realizing "public service with integrity". Furthermore, public service with integrity was expected to be able to prevent corruption, collusion, and nepotism among public sector employees.

## VI.CONCLUSION

Based on the previous description it could be understood that public service motivation (PSM) is very important to consider and it is necessary to foster the PSM among public employees in order to realize public service with integrity. Therefore reformulation of recruitment and selection of public employees needed to be done by considering the evaluation of aspects of public service motivation. This needed to get serious attention in order to realize public services with integrity in Indonesia. Prevention of corruption, collusion and nepotism would also be very depended and determined by this public services with integrity.

In order to realize a public service with integrity, human resource factors as implementing public services were very important to be fostered and prepared. Human resources determined the success of the performance and quality of service of an organization in addition to management, facilities, or leadership in the organization. It means that integrity in public services in various government agencies was highly depended on the perfection of the bureaucratic apparatus, one of which was related to the level of public service motivation they had.

Employee recruitment and selection system that does not meet the standards, among others, occurred because of the lack of attention to the evaluation aspects of public service motivation of public employee applicants. This was thought to have an impact on the low integrity of public services in Indonesia. In addition, the low integrity in public services in Indonesia was also caused by a model of fostering employee performance that was less emphasized on fostering public service motivation. Fostering public service motivation needed to be a serious concern and priority in order to realize public services with integrity in Indonesia.

This brief article about *Integrity Development through PSM for Corruption Prevention Among Public Servant* was expected to be able to give thoughts contribution for related agencies, especially the Local Government, in order to realize public services with integrity in order to prevent corruption, collusion and nepotism. Besides that, this paper was expected to be an alternative in realizing public service with integrity through fostering public service motivation for public employees who had been "recruited" to become public employees.

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