Mitigating Misconduct Behavior and Psychology among Public Service Officers through Human Governance Components: Preliminary View from Malaysia and Indonesia

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Abstract

Purpose: This article shall examine the drivers influencing to mitigate the misconduct behaviour among public service officers. It shall also provide a preliminary view on the extent to which factors are able to deter misconduct amongst public officials in Malaysia and Indonesia.

Theoretical framework: There are two levels of variables included in the conceptual framework of the current study, which are the antecedent variables of human governance factors (i.e., leadership, religiosity, spirituality, culture, training and development, recruitment and selection, integrity and internal control policy, rewards, knowledge sharing) and mitigating misconduct behavior. The model has a direct relationship between human governance factors and misconduct behavior. Rotten Apple theory and Theory Planned Behavior shall form the basis of the conceptual framework for this study.

Design/methodology/approach: We plan to investigate the key attributes in human governance in order to mitigate the misconduct behaviour among public service officers in Malaysia and Indonesia.

Findings: This study illustrates that all the variables are vital in in mitigating misconduct behavior among public service officers. The public service officers will be involved in misconduct behavior when the organization fail to capture the problem. Based on the rotten apple theory, unethical behavior affects others in the same systems. Hence, the issue of ethical among public service officers need to be taken into consideration which will affect the reputation of organizational performance.

Research, Practical & Social implications: Future research should focus on the comparative discussion for both government agencies and private agencies. It is because human governance concept is not merely cover for the government sector, but it can be related to the private sectors and even MNC.

Originality/value: The proposed of nine elements of human governance can be used as a strategic tool to mitigate the issue of misconduct behavior among public service officers from Malaysia and Indonesia perspective. This is in accordance with the research conducted by previous researchers, which implied that to reduce the issue of misconduct behavior such as corruption, it is vital for the regulatory authorities to carry out the proper rules and initiatives related to misconduct behavior practices.

Keywords: Misconduct Behavior, Public Service Officers, Human Governance, Malaysia, Indonesia

1.0 INTRODUCTION

In order to address wrongdoing perpetrated by persons in positions of power, misconduct in public office is one of the concerns that needs a lot of attention. It was reported that misconduct in the form of corruption amongst civil servants was rampant and made up 46.3% of 4,860 persons arrested for graft offences from 2014 till 2019. A survey by Global Corruption Barometer 2020 shows that 71% of Malaysian view government corruption as a big problem. Out of all public institutions, the members of Parliament, Police and government officials ranked the highest for perception of corruption with 36%, 30% and 28% of Malaysians surveyed respectively (Shankar, 2020). The issues of ineffectiveness, weakness, non-compliance in managing programs, projects and activities

under various ministries or public departments or agencies are amongst the issues that have been disclosed in the Auditor General's Annual Report.

As a result, this article will look at the factors that can be controlled to reduce public servants' wrongdoing. It will also give a preliminary assessment of the effectiveness of various elements in preventing misconduct by public employees in Malaysia and Indonesia. While the Malaysian regulatory body has acknowledged the need to emphasize human governance (Salleh and Ahmad, 2008), there is still no documentation in accounting education (Salleh and Ahmad, 2010) that emphasizes the importance of incorporating human governance between Malaysia and Indonesia. There is currently a lack of empirical research on this idea.

Therefore, it becomes imperative to explore how the consciousness of this core issue by examining on the misconduct behavior among public service officers through human governance components from Malaysia and Indonesia perspectives. How are such issues framed? How do the significant of factors can be correlated in mitigating misconduct behavior among public service officers? How to develop a comprehensive framework which can be used as a tactical approach for misconduct behavior issue? The present study will establish causality of the relationships and proposing a conceptual framework which brings forth the issue of misconduct behavior context. By proposing a research model, this study endeavours to understand the importance of key attributes in the mechanism that mitigate misconduct behavior among public service officers.

2.0 LITERATURE REVIEW
This section discussed on the concept of misconduct and human governance in Malaysia and Indonesia. This section also provides some insightful information on how the theoretical framework is developed. The hypotheses development also included by the researchers based on previous scholars.

2.1 CONCEPT OF MISCONDUCT IN MALAYSIA
The laws governing wrongdoing that falls under disciplinary matter are provided in the Public Officers (Conduct and Discipline) Regulations 1993 [PU (A) 395]. This regulation addressed how public employees were disciplined for their conduct and behavior while carrying out their official duties. Any employee of the Federation's public sector is subject to the regulations' requirements, and any violation makes the employee subject to disciplinary action. The appropriate disciplinary authorities of the agency, department, or institution where the public worker is employed will hear the case, and the offender will not face any criminal penalties.

2.2 CONCEPT OF MISCONDUCT IN INDONESIA
The Constitutional Court ruled on October 26, 2004, that the serious misbehaviour provisions of Article 158 and other pertinent sections of the Manpower Law violated the Indonesian Constitution and were therefore unconstitutional. The ruling has the legal repercussion that an employer cannot immediately fire an employee for serious misconduct. Instead, the Indonesian Criminal Procedure Law mandates that an employer report the occurrence to the authorities and then monitor the criminal proceedings. Employers are not permitted to terminate an employee until they have a district court criminal judgment finding them guilty (and only if the employee does not appeal the decision).

2.3 HUMAN GOVERNANCE DEFINITIONS
Human governance is a cultural feature made up of modal personality, behavioural features, systems of attitudes, beliefs, and values, psychological qualities, and basic personality attributes like education. (Wallace and Gernon, 1991). However, based on Salleh and Ahmad (2010) defined human governance as qualities of ethics, culture, religion, and belief systems to foster the trust culture that results in high ethical standards and moral behaviour. Human governance is more than what the senses, experience, common sense, and feelings can achieve or perceive (Hanapiyah, Daud, & Wan Abdullah, 2016).

On the other hand, human governance is more focused on the values and ethical behaviors. Meanwhile, human development is needed to achieve organizational goals compared to corporate governance. It serves as a technique to enhance the fundamental principles, ethics, and conduct of individuals inside an organization that serve as the individual's internal compass (Hanapiyah, Daud, Abdullah, 2016a). As this would unintentionally neglect an organization's ethical performance, governance cannot be reduced to a rule-based, box-ticking tool used by organizations to monitor and manage employees' behavior. Despite having fraud and ethical issues, Enron passed the test of corporate governance, demonstrating that corporate governance alone is insufficient (Arfah & Aizuddin, 2008). In addition, corporate governance is also tied to humans as directors who can abuse the governance act, including the misuse of authority through director interlocks (Alwi, 2021).

Human governance is deemed to be the core principle for professional conduct that is applicable in the administration scope (Salleh & Ahmad, 2010). Other forms of governance are important and essential in many professions, but the priority should be on human governance practice. The holistic approach of human governance is vital and ethical behavior should be a part of the influencing factors in its implementation and consideration (Salleh & Ahmad, 2010). As a multiracial country, employees in Malaysia have many different personal beliefs, religions, thoughts, cultures, and ways of working. These challenge organizations in matching individual values with organizational values. Thus, human governance is important as it works toward personalization, adaptation to others and a human behavior-oriented approach (Lim & Lee, 2016).

2.4 CONTRIBUTING FACTORS OF HUMAN GOVERNANCE
2.4.1 LEADERSHIP

A leader is an individual who is capable of taking ambiguous situations and interpreting and framing an understanding of the situation for their followers along with a plan for what needs to be done to move forward (Pierce & Newstrom, 2011). Leadership has become the main issue in many organizations. The role of leadership is not only to drive the organization to achieve the organization's goals, but the leader also needs to influence the employee in practicing a high quality of ethics, integrity, and behavior. Based on Musyimi (2016), practicing ethical leadership from top management will not only have effects on the firm's value but also on its employees' behavior and perception because unethical leadership might have a negative effect on employees' job satisfaction and performance (Wan Abdullah, Daud & Hanapiyah, 2020).

The most obvious thing about leadership is the ability to inspire and influencing subordinate directly or indirectly with the main objective of promoting and managing organizational development (Hanapiyah, Daud, & Abdullah, 2020). Self-leadership (Manz, 1986; Neck & Houghton, 2006; Neck & Manz, 2010) is a process of self-evaluation and self-influence by behavioral and cognitive whereby people achieve the self-direction and self-motivation that each of employee needed to enhance the performance and shape their behaviors in positive ways. More precisely, enhance individual performance, self-leadership involves specific sets of strategies and normative prescriptions designed. Self-leadership strategies are divided into three primary categories which are behavior-focused strategies, natural reward strategies, and constructive thought strategies (Neck & Houghton, 2006).

2.4.2 RELIGIOSITY

Religiosity represents individuals' identification with and commitment to the values and principles of a religion (Bouarif, 2015). In the study of Park and Smith (2000), a group of actions that demonstrate the value of one's religion or beliefs are referred to as religiosity. From a different perspective, religion is defined as a commitment to uphold specific moral standards along with a believe in God. (McDaniel and Burnett, 1990). In this meaning, the phrase primarily refers to all major world religions, including Islam, Christianity, and Judaism. It entails adhering to norms established by sacred texts, having trust in a creed, and partaking in rituals. Simply put, one's level of religious fervour and piety might be described as his or her level of religiosity (Salleh, 2012). Regarding morality in the workplace, based on Bouarif (2015), Islam holds that performing work is an act of ibadah (worship) and should be done so with fairness, fidelity, and honesty. Islam places a high value on holding people accountable and interrogating them about how they acquired their riches and used it. Islam therefore gives obligations and duties more importance. Islam encourages people to operate with *ihsan* (effectiveness and efficiency). One's

religiosity is a measure of how obedient they are to the religion they adhere to, which frequently has outward behavioural features (Brien, Suhartanto, Sarah, Suhaeni, Setiawan, & Raksayudha, 2021).

2.4.3 SPIRITUALITY

Drawing from Karakas (2010) stated that instead of adhering to the doctrines, rites, or practises of a particular institution of organised religion, spirituality and religion can be distinguished on the basis of individualism, inclusivity, non-denominationalism, and universal human emotion. Through a deeper experience of consciousness, spirituality can help people develop their intuitive skills. Other than that, Nur (2003) found that self-described Christian companies exhibited higher level of satisfaction. East (2005) found a strong and significant relationship between workplace spirituality and a person's job satisfaction. Polley, Vora, & SubbaNarasimha (2005) debated that despite the intrinsic human benefit and potential organizational benefit of spirituality, spirituality at work was subject to dilemmas, costs, and outright negative effects. Evidence indicated that managers are grasping that prayer can be a source of accuracy or a lesser margin of error in their corporate decision making (Cavanagh and Hazen, 2008; Vasconcelos, 2009). McGee and Delbecq (2003) asserted that executives regard prayer as being beneficial to them because it helps them to keep their mental and emotional capacities at an optimal level, and they feel somehow inspired to make a right decisions.

2.4.4 CULTURE

Economists narrow the definition down to shared values and beliefs governing interaction among individuals (Greif 1994; Huntington 2000; Fernandez 2008; Barr and Serra 2010). In all definitions, culture is "shared" among group members, and indeed, the group may be defined by these shared values. We can further distinguish two channels through which culture operates: social norms and formal institutions (Elster 1989). Social norms are informal rules, driven by values and beliefs that govern interaction, and are both shared and sustained by group members. Institutions are formal rules governing individual interaction, and are also influenced by values and beliefs. According to Huntington (2000) discuss the link between formal institutions and culture. Formal institutions are readily observable, and provide some insight into culture, while informal rules are more difficult to observe. Indeed, social norms and institutions can be in harmony, or in direct conflict with each other.

2.4.5 TRAINING AND DEVELOPMENT

The process of acquiring or transferring the knowledge, skills, and abilities (KSA) required to complete a particular activity or task, also known as training and development. As a result, training and development has advantages that are strategic in nature and hence considerably wider for both businesses and employees (Niazi, 2011). A thorough training and development program aids in determining the information, abilities, and attitudes required to accomplish company goals and create competitive advantage (Peteraf 1993). In fact, at the beginning of the twenty-first century, human resource managers claimed that problems with training and development were one of the biggest concerns they had to deal with (Stavrou, Brewster, and Charalambous, 2004).

2.4.6 RECRUITMENT AND SELECTION

Based on Griffin, (1997) "*Securing the right people for particular jobs, and it may take the form of advertising for large groups of employees or taking out a lightly skilled individual for specific work*" is the definition of recruitment. In the differences point of view, Monday and Noe (2005) "*recruitment is a process of attracting individuals on a timely basis, in sufficient numbers and with appropriate qualifications, developing their interest in an organization and encouraging them to apply for jobs within it*". Clear knowledge of the job helps the potential employees to put in their best when employed (Omisore & Okofu, 2014). Recruitment, as defined by Opatha (2010), is the process of locating and attracting individuals who are appropriately qualified to fill open positions in the organization. It is a series of measures an organization takes to entice applicants with the necessary skills and attitudes. Creating a pool of qualified candidates for open positions inside an organization is the process of recruitment. Recruitment, to put it simply, is the process of locating, recruiting, and selecting the best individuals for employment by evaluating their knowledge, abilities, skills, and attitudes before deciding whether to accept them into the business.

2.4.7 INTEGRITY & INTERNAL CONTROL POLICY

The process of internal control system in the organization, according to Aramide & Bashir (2015), covered actions for effective and efficient operation, dependability of financial accountability, and compliance with relevant legislation and regulation. In many nations, the management of public assets could use significant improvement. The New Public Management (NPM) movement, an international public reform movement, is working to promote good management practices that will work toward efficiency, effectiveness, and proper accountability, which can only be achieved through effective internal control systems (Campbell, 2008). According to Mawanda (2008) internal controls are processes designed and affected by those charged with governance, management, and other personnel to provide reasonable assurance about the achievement of an entity's objectives. To influencing management performance, internal control plays a direct role, and they are charged to provide a reasonable assurance of the reliability of financial reporting, the compliance with laws and regulations and to uphold good corporate governance (Abdulkadir, 2014). According to Nawawi and Salin (2018), the corporation typically has enough policies and SOPs in place to prevent internal fraud, malfeasance, or any other kind of misconduct within the organization. However, they lose their effectiveness and function when responsible individuals disobey or ignore the rules and procedures, regardless of whether this is due to negligence, a lack of understanding, or a blatant desire to operate dishonestly. Internal control policy is thus one of the crucial components of human governance to foster and enhance the high caliber of personnel within the company.

2.4.8 REWARDS

Malhotra et al. (2007) define rewards as '*all forms of financial return, tangible services and benefits an employee receives as part of an employment relationship*'. It is without doubt that every employee expects some level of reward after delivering a function or task. Employees expect employers to deliver or execute designated duties to their satisfaction whilst employees also expect their employers to assure them of adequate wages and salaries (rewards) after they dutifully deliver what is expected of them. According to the oxford dictionary, performance, which originates from the word '*perform'*, is to carry out, accomplish or fulfil an action, task or a function. The reward for executing a task or a function is what is termed as motivation. Even though people work for salary or wages (rewards), there are numerous ways of rewarding (motivating) employees according to the task or function performed. Rewards basically falls into two categories which are extrinsic and intrinsic rewards. Shanks (2007) notes that extrinsic rewards are '*a host of external things that managers can provide that may serve as incentives for employees to increase productivity*'. These include money, benefits, bonuses, promotions, flexible schedules etc. Thus, rewards can be considered as one of the important elements for human governance to develop and improve the high quality of employees in the organization.

2.4.9 KNOWLEDGE SHARING

Knowledge sharing may be defined in various ways depending on the context in which it is considered. It can be said that knowledge sharing as individuals sharing organizationally relevant experiences and information with one another. Hooff and Ridders (2006) had also explained that conceptualization of knowledge sharing portrays it as a "process where individuals mutually exchange their implicit (tacit) and explicit knowledge to create new knowledge". According to Vries, Hooff and Ridder (2006), this definition implies that every knowledge sharing behaviour consists of the supply of new knowledge and the demand for new knowledge. The ability to apply knowledge sharing within organizations allow continuous efforts undertaken by management in producing innovative and creative workers. It is to ensure that the organization can produce a new product or idea that more profitable. Other than that, it is also can reduce misconduct among staff in organization (Tompang &Yunus, 2017). Mura et al. (2013) had stated that sharing best practices and mistakes allowed the professional first to socialize the idea with colleagues and create the field to attract their attention on its advantages, and then to translate the new idea and to translate the intuition into a workable solution. Therefore, knowledge sharing can be considered as one of the important elements for human governance to develop and improve the high quality of employees in the organization.

2.5 GAP IN THE LITERATURE

The public administration discussion is further weakened by several terminology and concepts that are used consistently (Oman & Arndt, 2013). Since 2008, researchers and practitioners working on human governance have concentrated on enlarging and accomplishing the goal. In addition to corporate governance, human governance—which places a greater emphasis on the law's spirit to guide people—is also crucial. Therefore, more attention and focus might be placed on the growth of the human as an employee in the business by developing the measurement of human governance factors. A useful employee with high integrity, moral character, ethics, and behavior makes for a successful firm.

2.6 UNDERPINNING THEORIES

From the theoretical perspective, rotten apple theory and theory of planned behavior recognize the lack of governance structure in improving the quality of integrity, human value, ethics, attitudes, moral conduct, and behavior. Thus, this study intents to apply rotten apple theory and theory planned behavior to assess the proposed theoretical framework.

2.6.1 ROTTEN APPLE THEORY

Rotten apple theory is a theory that uses the analogy from the saying, 'one rotten apple spoils the rest of the barrel,' to show how certain criminal acts or unethical behaviors influence others in the same systems (Kaptein, 2012). Rotten apple theory that justifies that corruption depends on leadership, individual characteristic, ethical and moral failure, and also the culture of organization itself (Chandrasekaran & Raza, 2015). Rotten apple theory is widely used to describe police misbehavior and the issues of corruption (Chandrasekaran & Raza, 2015). In addition, corruption can be built from leadership, individual characteristics as well as an ethical and moral failure, as well as organizational culture (Chandrasekaran & Raza, 2015). The rotten apple theory became the easy way to explain corruption, especially by the administration; it is a basic explanation that allows the organization and senior management to blame the individual behaviour (Chandrasekaran & Raza, 2015). The variables related to the rotten apple theory are leadership, integrity, religiosity, spirituality, and culture. All these variables are important in the development of the character of employees in the organization. These factors will shape the abilities, attitudes, and experiences that are diverse in dealing with problems and carrying out their roles and tasks (Hidayah, 2018). It is important to develop a positive culture in the organization. These variables will also influence each other and change the behavior of employees. The theory is well accepted by many organizations as it focuses on the individual factors of white-collar crime, misconduct, and unethical behaviour. As the focus is on individual level, organization can avoid responsibility and only consider organizational problem when group or systemic corruption erupts (Punch, 2003). Furthermore, when serious misconduct occurred and repeated, there seems to be a tendency to consider crime because of bad practice, lack of resources or mismanagement, rather than acts of criminals.

2.6.2 THEORY PLANNED BEHAVIOUR (TPB)

The Theory of Reasoned Action gave rise to the Theory of Planned Behavior (Ajzen, 1985). It has to do with how someone interprets their social environment. The theory of planned conduct has been used to explain a variety of social science fields and is highly prognostic (Lecuna, 2016). The theory of planned conduct makes use of attitudes, subjective norms, and perceived behavioral controls to predict intention with great accuracy. Training and development, recruitment and selection, integrity and internal control policy, rewards and information sharing are variables connected to the notion of planned behavior. These five aspects of value development will affect how an employee feels about their role in the company. Other than that, with quality and effective training, recruitment, knowledge sharing, rewards and integrity and internal control, employees perceived behavioral control will increase.

3.0 PROPOSED THEORETICAL FRAMEWORK
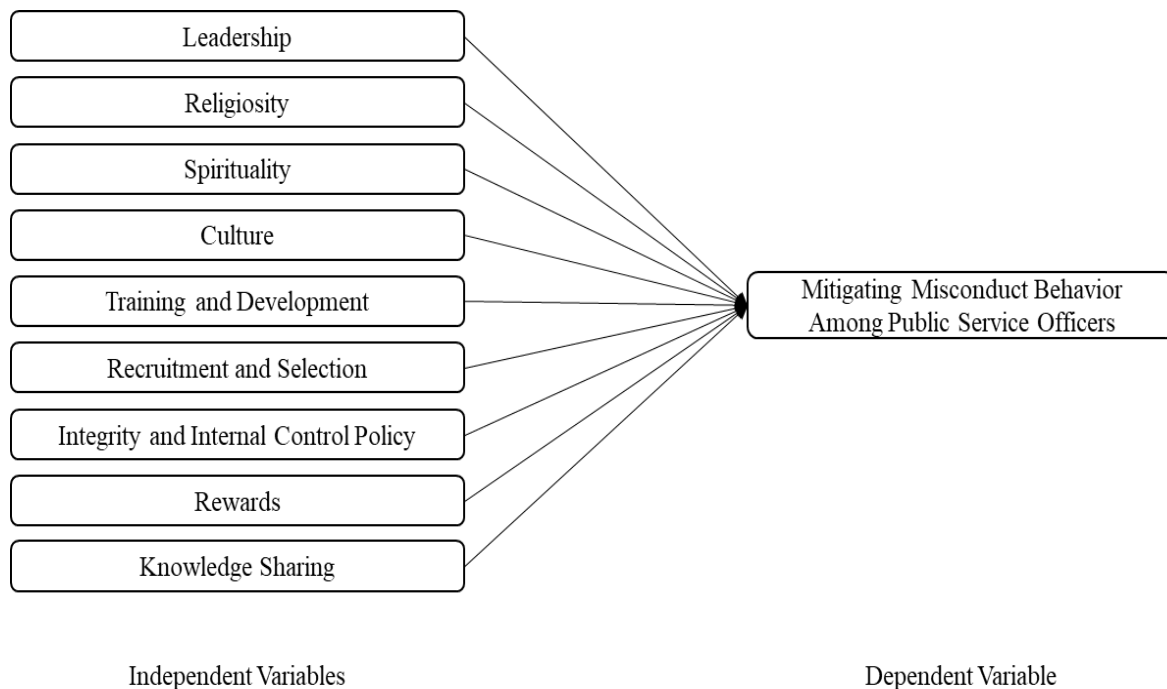
Figure 3.1: Conceptual Framework

The research framework is developed in this current study because it can provide the basis for aim of this study. There are two levels of variables included in the conceptual framework of the current study, which are the antecedent variables of human governance factors (i.e., leadership, religiosity, spirituality, culture, training and development, recruitment and selection, integrity and internal control policy, rewards, knowledge sharing) and mitigating misconduct behavior. The model has a direct relationship between human governance factors and misconduct behavior. Rotten Apple theory and Theory Planned Behavior shall form the basis of the conceptual framework for this study.

The independent and dependent variables of the current investigation are shown in a graphical representation of the conceptual framework in Figure 3.1. The nine human governance factors are divided into these components. The arrows also show that the goal of the current study is to determine whether human governance elements have an impact on misbehavior behavior. Misconduct behavior has been the subject of numerous research, yet much remains to be done in various aspects of this construct.

4.0 CONCLUSIONS

This study demonstrates how important all of the variables are in reducing misconduct among public service officials. When the organization fails to identify the issue, the public service officers will engage in dishonest activity. The rotten apple hypothesis states that unethical action has an impact on others within the same systems (Kaptein, 2012). Therefore, it is important to analyze how public service officers' ethical behavior affects the functioning of their organizations. From the perspectives of Malaysia and Indonesia, the suggested nine characteristics of human governance can be employed as a tactical weapon to reduce the problem of misbehavior behavior among public service personnel. This is in line with the findings of a study done in 2017 by Norziaton and Zulkifli, which suggested that to address the problem of misconduct behavior, such as corruption, it is essential for the regulatory authorities to implement the right regulations and efforts linked to misconduct behavior practices. The development of employees' internal values to practice and implement high standards of ethics,

morality, and moral conduct in the firm must also be taken into consideration by the organization. Future studies should concentrate on the comparison of both public and private institutions. It's because the concept of human governance encompasses not just the public sector but also the commercial sector and even multinational corporations (MNCs).

5.0 GRANT INFORMATION

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