

VILLAGE GOVERNMENT STRATEGY IN BUILDING PUBLIC SERVICE MOTIVATION: A SYSTEMATIC REVIEW OF PHILOSOPHICAL PERSPECTIVES AND PUBLIC ADMINISTRATION THEORY

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Abstract

Village governments play a strategic role as the frontline of public service delivery; however, numerous studies indicate that the quality of public services at the village level continues to face fundamental challenges, particularly concerning the motivation of public officials. This research endeavors to rigorously analyze the strategic approaches employed by village governments in promoting Public Service Motivation (PSM) through the lenses of philosophical inquiry and public administration theory. The investigation utilizes a systematic literature review methodology, scrutinizing pertinent academic works pertaining to PSM, village governance, the philosophy of public service, and theoretical frameworks in public administration. The data were examined through thematic and narrative synthesis methodologies to discern patterns, trends, and existing gaps in the scholarly literature. The outcomes indicate that PSM has yet to be established as a fundamental analytical construct in the realm of village governance research, but instead emerges implicitly within dialogues surrounding governance, principles of good governance, and institutional enhancement.. The literature predominantly emphasizes structural and procedural approaches, while the motivational dimension of village officials remains underexplored. Furthermore, this review finds that philosophical foundations of public service and local wisdom play a crucial role in shaping the service orientation of village officials, yet these dimensions have not been systematically integrated into the PSM framework. This research asserts that the promotion of Public Service Motivation (PSM) within rural governmental entities necessitates a comprehensive strategy that incorporates structural, theoretical, and philosophical aspects. This investigation advances the discipline of public administration by broadening the discussion on PSM to encompass the realm of village governance, in addition to establishing a conceptual framework for subsequent scholarly inquiry and policy formulation.

Keywords: Public Service Motivation, Public Administration, Public Service Philosophy, Systematic Literature Review, Village Government.

A. INTRODUCTION

Village governance occupies a strategic position in Indonesia's public administration architecture because it is the closest institutional interface between the state and everyday citizen needs. The enactment of the Village Law (UU Desa) expanded villages' authority and resources to manage governance, development, and basic services, effectively repositioning villages as more consequential local government entities rather than merely administrative appendages. Yet, stronger jurisdiction does not automatically translate into better service quality as experienced by residents. Evidence from longitudinal village-level research shows

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that the reform agenda creates *potential* for improved responsiveness, but that potential is frequently moderated by uneven administrative capacity, accountability practices, and the persistence of informal power relations that shape how village institutions actually work in practice (Antlöv et al., 2016). Large-scale policy diagnostics similarly underline the extreme variation of village governance regimes ranging from exclusionary to more inclusionary arrangements despite operating under the same national regulatory framework, implying that the binding constraint is often implementation capability and incentive structures rather than formal rules alone (World Bank, 2023).

This gap directs attention to the “internal” dimension of village administration: the motivational and ethical drivers of officials who deliver public services. Public Service Motivation (PSM) is analytically useful here because it frames public service not simply as procedural compliance, but as a value-laden commitment to the public good that can strengthen persistence, initiative, and citizen-oriented behavior especially when local governance tasks become more complex under decentralization. Recent meta-analytic evidence using the Job Demands–Resources perspective indicates that job resources (e.g., supportive leadership, autonomy, clarity, development opportunities) and personal resources are positively associated with PSM, and that PSM is linked to desirable organizational outcomes (Tang et al., 2024). Complementing this, cross-cultural meta-analytic findings show a consistent positive association between PSM and work engagement, suggesting that higher PSM can plausibly translate into greater energy and dedication in frontline service contexts precisely the kind of behavioral mechanism needed when villages are expected to deliver more with constrained capacity (Ding & Wang, 2023). Taken together, these insights justify a governance-strengthening agenda that treats motivation as a core administrative asset: village strategies should not only fix structures and procedures, but also design work systems, leadership practices, and accountability environments that cultivate PSM as a durable foundation for service quality.

Several studies on village governance have revealed that decentralization and strengthening village institutions are insufficient to guarantee responsive and citizen-oriented public services. (Antlöv et al., 2016) assert that opening up space for village autonomy has the potential to lead to stagnant governance practices if not accompanied by the internalization of public service values within village officials. These findings illuminate the gap between structural reform initiatives and the resulting modifications in the operational implementation of village officials. Similarly, (Junaedi, 2023) found that the principles of good governance at the village level often stop at procedural aspects, without being accompanied by a sense of service and moral responsibility among village officials. Consequently, the primary problem lies not in the lack of a policy framework, but rather in the inadequate intrinsic motivation demonstrated by officials in implementing public services. This fact strengthens the argument that PSM is the “missing link” in village governance studies. In the absence of Public Sector Management (PSM), the concepts of transparency, accountability, and participation become mere normative rhetoric that fails to materialize in the daily practices of government ministries. Consequently, research efforts that prioritize PSM as a primary object of inquiry are crucial.

In public administration literature, PSM is understood as an individual's internal drive to serve the public interest, stemming from altruistic values, ethics, and an orientation toward the common good. However, most PSM studies still focus on the context of central bureaucracy or high-level local government, while the context of village governance has received relatively little attention. Indeed, rural communities exhibit very different social, cultural, and institutional attributes when compared to other public entities. Narbón-Perpiñá & De Witte (2018) in their systematic literature review asserted that the efficiency and

performance of public services cannot be explained solely through technocratic approaches like New Public Management but are heavily influenced by non-technical factors such as organizational culture and employee motivation. These findings provide an important basis for critiquing public administration approaches that overemphasize quantitative aspects of efficiency and performance. Within the village context, intimate social relationships, prevailing local norms, and the ethical justification of institutional frameworks assume paramount significance. Therefore, the PSM approach to village governance needs to be examined with a deeper consideration of the philosophical and theoretical dimensions of public administration.

Bourgon (2007) asserts that responsive and legitimate governance must be oriented toward creating public value, positioning officials as moral agents, not mere administrative implementers (Bourgon, 2007). The lens of public administration philosophy offers a prescriptive framework to explain the imperative for public institutions to serve the public interest. The ethos of public service emphasizes that service transcends mere bureaucratic functions; it embodies the state's ethical obligation to its constituents. In the Indonesian context, particularly in rural areas, the ethical and moral aspects of service are crucial.

From a public administration theory perspective, numerous frameworks exist for understanding the evolution of Public Service Motivation (PSM) strategies at the grassroots level. The paradigm of community-driven governance and development emphasizes the importance of community engagement and synergistic collaboration between local authorities and residents (Antlöv et al., 2016). However, procedural participation will be ineffective without officials genuinely motivated to serve. The theory of good governance, widely used in village government studies, also demands integrity, accountability, and an orientation toward the public interest (Junaedi, 2023). However, this theory is often applied normatively without delving into the motivational aspects of officials as the primary implementers of governance. On the other hand, criticism of the New Public Management paradigm suggests that the efficiency and performance orientation often neglects the value and ethical dimensions of service (Narbón-Perpiñá & De Witte, 2018). Therefore, integrating PSM into public administration theoretical frameworks is urgently needed to bridge the gap between norms, structures, and practices of public service in villages. Empirical research related to village governance shows that the institutional environment has a significant impact on the motivation of government officials. A study on the function of the Village Consultative Body (BPD) revealed that weak checks and balances mechanisms impacted the low ethical commitment and motivation of village officials in serving the community (Setyaningrum & Wisnaeni, 2019). This finding confirms that PSM is not only shaped by individual factors, but also by the institutional context and village governance. An institutional context lacking transparency and accountability mechanisms typically reduces the incentive to engage in service-oriented activities. Conversely, democratically functioning village institutions can create an ethical climate that encourages officials to work based on public service values. However, a significant number of these investigations have not clearly linked empirical results to the concept of Public Service Motivation (PSM) or the underlying philosophical principles of public administration. This indicates a research domain that has not been adequately addressed in the existing scientific literature.

Through a systematic literature mapping, important research gaps can be identified. First, studies of village governance tend to focus on structural, institutional, and regulatory aspects, while the motivational dimension of officials is relatively neglected (Antlöv et al., 2016; Junaedi, 2023). Second, studies of PSM in public administration are generally macro-based and not contextualized to the characteristics of villages as distinct social and cultural entities (Narbón-Perpiñá & De Witte, 2018). Third, the perspectives of public administration

philosophy and local values have not been systematically integrated in discussions of PSM at the village government level (Article on law and administration, ±2020). Thus, the novelty of this research lies in the attempt to systematically synthesize the literature on village government strategies in building PSM by integrating philosophical perspectives and public administration theory. This methodology is anticipated to produce a more comprehensive and contextually enriched conceptual framework compared to previous research efforts.

Departing from this research gap, the novelty of this research lies in the effort to not only expand the study of Public Service Motivation (PSM) into the context of village government but also systematically integrate the perspectives of public service philosophy and local values as determinants of the formation and strengthening of village officials' motivation. Unlike previous research, which tends to position PSM as a psychological construct or managerial variable, this research positions Public Service Motivation (PSM) as a normative and contextual construct shaped by the institutions, ethical values, and local culture of village government. Through the use of this methodology, this study provides a comprehensive conceptual paradigm to explain the underlying motivations associated with public service at the city governance level.

Based on the background, literature review, and research gaps outlined, the research question is formulated as follows: What are the strategies of village governments in developing Public Service Motivation, viewed from the perspective of philosophy and public administration theory, based on a systematic literature review? This study aims to develop a comprehensive conceptual synthesis of PSM in the context of village government, while also providing theoretical contributions to the development of values-based public administration and service ethics. Academically, this investigation advances the discourse surrounding Public Sector Management (PSM) by integrating philosophical perspectives.

B. LITERATURE REVIEW

This study employs a systematic literature review (SLR) design to comprehensively examine village government strategies in developing Public Service Motivation (PSM) from the perspective of public administration philosophy and theory. The SLR approach was chosen because it allows researchers to systematically and transparently map, critically evaluate, and conceptually synthesize previous research findings. This design is appropriate for addressing conceptual-theoretical and normative research questions, particularly in the context of village government, which is characterized by social, cultural, and institutional complexity (Antlöv et al., 2016; Narbón-Perpiñá & De Witte, 2018). This study is not designed to evaluate empirical hypotheses; rather, it seeks to develop a comprehensive theoretical framework related to Public Service Motivation (PSM) in the context of rural governance. Consequently, the primary emphasis of the methodology is directed at the quality, relevance, and depth of the literature review. Consequently, the findings of this study are anticipated to have substantive conceptual integrity and to provide meaningful theoretical advancement. The research data sources consisted of scientific journal articles, academic books, and proceedings relevant to the topics of PSM, village governance, public administration philosophy, and public administration theory. The literature search was conducted through credible academic databases, with an emphasis on widely cited literature that has made significant contributions to public administration discourse. Literature inclusion criteria included: (1) publications explicitly discussing PSM, public services, or civil servant motivation; (2) studies focusing on local or village governance; (3) studies containing theoretical, philosophical, or normative dimensions of public administration; and (4) publications relevant to the context of village governance and good governance. Exclusion criteria included literature that was popular in nature, had not undergone a

peer-reviewed process, or was not directly relevant to the research focus. The literature selection process was conducted systematically, involving a comprehensive evaluation of titles, abstracts, and content to ensure alignment with the research objectives (Junaedi, 2023).

Data examination was conducted using thematic analysis methodology in conjunction with narrative synthesis. Each selected literature was coded based on key themes, such as the concept and dimensions of PSM, the philosophical foundations of public service, relevant public administration theories, and village government strategies for building employee motivation. The coding procedure was repeated to ensure uniformity and comprehensiveness of the analysis. Next, emerging themes were analyzed comparatively to identify patterns, similarities, differences, and trends in thinking across authors (Narbón-Perpiñá & De Witte, 2018). Narrative synthesis was then used to combine the results into a cohesive conceptual framework. This approach enabled researchers to simultaneously link empirical, theoretical, and philosophical dimensions in the discussion of PSM in village government.

To ensure the reliability and replicability of the research, all stages of the SLR were systematically documented, from the literature search strategy and selection criteria to the analysis procedures. Methodological explanations emerged as a fundamental principle, facilitating the potential for this investigation to be replicated or further developed by other scholars in varying contexts and with varying focus areas. Furthermore, conceptual validity is maintained through triangulation of public administration theory perspectives, public service philosophy, and empirical findings on village governance (Antlöv et al., 2016; Setyaningrum & Wisnaeni, 2019). Utilizing this methodological framework, it is anticipated that the research will produce a synthesis of the existing literature characterized not only by descriptive elements but also by a critical and reflective analysis of the practices and theoretical underpinnings of village public administration. This method also strengthens the research's position as a theoretical contribution to the development of Public Service Motivation studies at the village government level.

C. RESEARCH METHODOLOGY

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D. RESULT AND DISCUSSION

Overview of Reviewed Literature

The results of the literature search and selection indicate that studies on Public Service Motivation (PSM) in the context of village governance are still relatively limited and scattered across various broad public administration themes. The literature analyzed consists of conceptual studies, normative studies, and empirical research that indirectly address the motivation of village officials through issues of governance, good governance, and strengthening village institutions. Most academic discourse positions villages as important yet controversial administrative entities in the implementation of public services. Studies on the urgency of village autonomy indicate that broad village authority does not automatically improve the quality of public services if it is not accompanied by the capacity and motivation of village officials oriented towards community interests (Purnama Yulianita & Wahyu Pradana, 2021). This literature originates from studies of public administration, public policy, and local governance (Antlöv et al., 2016; Junaedi, 2023). In general, the reviewed literature can be classified into four major groups: (1) conceptual literature on PSM; (2) literature on the philosophy and ethics of public service; (3) literature on public administration and governance theory; and (4) empirical literature on village government. This classification forms the basis for the thematic presentation of the SLR results.

Concept and Dimensions of Public Service Motivation in the Literature

The literature synthesis indicates that PSM is understood as the intrinsic motivation of public officials oriented toward the public interest and public values. The literature emphasizes that PSM is not simply a work motivation, but rather a reflection of a moral commitment to public service. In the field of public administration, Public Service Motivation (PSM) is intrinsically linked to altruistic principles, a deep sense of social accountability, and a commitment to collective welfare. A comprehensive literature analysis further demonstrates that PSM has a significant normative aspect, where the public sector is seen as serving the public interest, not merely enforcing regulations. However, most PSM studies still focus on national or regional-level bureaucracies, assuming formal organizational structures and established managerial systems (Narbón-Perpiñá & De Witte, 2018). In the literature discussing village governance, PSM often appears implicitly, for example through discussions of official work ethic, integrity, and service responsibility. This indicates that PSM at the village level has not been positioned as a primary analytical concept, but rather as a latent variable in village governance studies.

The Philosophical Perspective of Public Service in the Village Context

The reviewed literature demonstrates that the philosophy of public service provides an important normative basis for discussions of PSM. This paradigm views public service as an ethical obligation of the state towards its citizens, derived from the principles of justice, humanity, and social accountability. Within the village government sphere, the philosophical foundations of public service often conflict with customary values and traditional wisdom upheld by the community. Research focusing on public administration informed by local wisdom indicates that customary values and community norms significantly influence the attitudes and behavior of village officials. This literature highlights that the moral legitimacy of village officials derives not only from formal law but also from social acceptance and alignment with community values. In the legal-administrative scholarship reviewed, public service is conceptualized as an ethical endeavor that requires integrity and diligence from government officials. Consequently, the findings of the systematic literature review (SLR) indicate that public service motivation (PSM) in village governance is closely linked to the philosophical foundations and customary values that permeate village communities.

Public Administration Theories and Village Governance

The literature review shows that the public administration theories most frequently used in village governance studies are good governance, collaborative governance, and community-driven development. The literature emphasizes that villages are positioned as arenas of interaction between the state and society, where citizen participation is a crucial element of governance (Antlöv et al., 2016). However, existing scholarship indicates that the implementation of governance principles in rural communities often follows a procedural and administrative framework. Junaedi's (2023) analysis reveals that the principles of transparency and accountability in the village context have not been fully assimilated as intrinsic values of public service by village officials. Furthermore, criticism of the New Public Management paradigm in public administration literature highlights the tendency to emphasize efficiency and quantitative performance, which potentially overlooks the dimensions of officials' values and motivations (Narbón-Perpiñá & De Witte, 2018). In the village context, the literature demonstrates that a managerial approach alone is insufficient to explain official behavior, as social relations and community values play a significant role.

Village Governance Strategies in the Literature

The reviewed literature identifies various village governance strategies related to building employee motivation, although these are not always explicitly referred to as PSM strategies. This methodology includes improving local governance structures, increasing civic engagement, and implementing oversight and accountability frameworks. Studies on the role

of the Village Consultative Body (BPD) indicate that an effective oversight function can encourage village officials to work more responsibly and be oriented toward public service (Setyaningrum & Wisnaeni, 2019). Scholarly discourse further emphasizes the crucial role of village leaders in influencing the dynamics of a service-oriented organizational culture. Furthermore, Fahmi (2019) asserts that the role of village government is not merely administrative but also moral, as village officials serve as drivers of development and direct servants of the community. Furthermore, studies on village governance indicate that community involvement in village development planning and evaluation contributes to increased employee commitment to the public interest. However, the literature generally discusses these strategies from an institutional and procedural perspective, rather than as a systematic effort to build PSM.

Thematic Synthesis of Literature Findings

Based on thematic analysis, the results of this SLR grouped the literature findings into several main themes. The first theme is PSM as a latent dimension in village governance, where official motivation is implicitly present through discussions of work ethic and integrity. The second theme is the dominance of structural and regulatory approaches in village governance studies, with minimal discussion of the motivational dimension of officials. The third theme is the role of local values and service ethics as the philosophical foundation of PSM in villages. The fourth theme is the limited integration of PSM into village public administration theory, where PSM has not yet become a primary analytical framework. These four themes demonstrate a consistent pattern in the reviewed literature and serve as the basis for mapping the research findings. The ethical dimension of public service can also be traced in classical and contemporary political philosophy, which emphasizes the relationship between power, morality, and public responsibility (Oakes, 2006; Tully, 2002).

Primary Literature Synthesis Table

<i>Author & Year</i>	<i>Focus of Study</i>	<i>Context</i>	<i>Key Findings Related to PSM</i>
Antlöv et al. (2016)	Village governance and development	Village government	The motivation of civil servants is influenced by participation and governance, but is not discussed as explicit PSM.
Narbón-Perpiñá & De Witte (2017)	Public sector performance and efficiency	Public administration	Criticism of the managerial approach, the importance of values and motivation of civil servants
Junaedi (2023)	Good village governance	Village government	The principle of governance has not been internalized as a service value
Setyaningrum & Wisnaeni (2019)	Functions of BPD	Village government	Institutional supervision influences the responsibility of the apparatus
Artikel hukum-administrasi (±2020)	Public service ethics	Local public administration	Public service as a moral and ethical practice

Source: Processed by Researchers, 2026

Summary of Systematic Review Results

Overall, the SLR results indicate that the literature on village governance has extensively discussed institutional, governance, and regulatory aspects, but there is still little explicit and

systematic examination of Public Sector Management (PSM). Public Sector Management (PSM) often manifests as a latent consequence of effective governance, exemplary leadership, and strong institutional oversight. The literature also indicates that philosophical dimensions and local values play a significant role in shaping the motivation of village officials, although they have not been conceptually integrated within the PSM framework. These results provide a descriptive overview of the position of PSM in the village governance literature and serve as a basis for further discussion in the discussion section.

This discussion aims to interpret and elaborate on the results of a systematic literature review on village government strategies for developing Public Service Motivation (PSM) from the perspective of public administration philosophy and theory. Unlike the descriptive nature of the results section, this discussion develops a conceptual understanding by linking the literature findings, uncovering their theoretical significance, and positioning them within the scientific landscape of public administration and village governance. This comprehensive discourse is fundamentally anchored in existing scholarly literature, including Antlöv et al. (2016), Narbón-Perpiñá and De Witte (2017), Junaedi (2023), Setyaningrum and Wisnaeni (2019), and legal-administrative studies related to public service ethics.

The findings and discussion in this study confirm the research's original contribution to the development of public administration studies, particularly Public Service Motivation. This research demonstrates that PSM in village government cannot be understood solely through a structural or managerial approach but must be viewed as the result of an integration of the institutional framework, public service values and ethics, and local wisdom. Studies on local power relations in villages show that the behavior of village officials is strongly influenced by local social and political structures, which in turn shape their public service orientation (Marzellina Hardiyanti, 2022). From a public value perspective, (Bourgon, 2007) emphasizes that public officials must be positioned as moral agents responsible for creating public value, not merely implementers of administrative policies. Thus, this study broadens the theoretical horizon of PSM by explicitly linking it to the philosophical dimensions and socio-cultural context of villages, which have been relatively neglected in the literature.

Public Service Motivation as a Marginalized Element in Village Governance Studies

One key finding from the SLR is that Public Service Motivation (PSM) has not been positioned as a central concept in village governance studies. The reviewed literature shows a strong tendency to discuss villages from a structural, regulatory, and institutional perspective, while the motivational dimension of village officials often appears only implicitly. Antlöv et al. (2016) highlight various issues in village governance, including institutional capacity and community participation, but discussions of official motivation remain in the background of the analysis. This suggests that village reform is more often understood as a matter of institutional design than as a matter of shaping the values and service orientation of officials.

This situation has significant theoretical consequences. In the domain of public administration, the efficacy and caliber of services are influenced not only by regulations and organizational frameworks, but also by the intrinsic motivation of public stakeholders. When PSM is not used as the primary analytical framework, understanding of village official behavior is fragmented. These findings reinforce the argument that PSM is a “missing variable” in village governance studies. Consequently, this discourse supports the idea that improving village governance requires a shift in emphasis from superficial structural modifications to cultivating intrinsic motivations within the administrative apparatus that align with the public interest.

Dominance of the Structural Approach and Critique of the Managerial Paradigm

The SLR results indicate that structural and procedural approaches dominate the literature on village governance. The principles of effective governance, including

transparency, accountability, and participatory engagement, are often used as important metrics for evaluating the success of rural communities (Junaedi, 2023). However, the literature review also revealed that these principles are often practiced administratively without internalizing the values of public service within the apparatus. This aligns with Narbón-Perpiñá and De Witte's (2017) critique of the managerial paradigm in public administration, which overemphasizes efficiency and quantitative performance. Box's (1999) critique of the "government like a business" approach asserts that public service cannot be reduced to efficiency alone, as it is rooted in the values of democracy, justice, and service ethics.

In the village context, the dominance of the structural approach becomes even more problematic because villages are not simply administrative units but social communities with strong personal relationships. When village governance is reduced to formal procedures and compliance, the ethical and motivational dimensions of village officials tend to be neglected. This discussion demonstrates that PSM cannot be built solely through regulations and oversight mechanisms, but requires the internalization of service values as part of the village official's identity. Thus, these findings extend the critique of the managerial paradigm by emphasizing the relevance of PSM as a more value-oriented alternative approach.

Considering the synthesis of the existing literature, it can be concluded that the strategies used by village governments to foster Public Service Motivation (PSM) have so far been characterized by indirectness and fragmentation. The literature primarily discusses strengthening village governance from a structural and procedural perspective, while strategies explicitly aimed at building intrinsic motivation among village officials have not been systematically formulated. Therefore, this section elaborates on village government strategies for building PSM explicitly by integrating institutional dimensions, public service values and ethics, as well as leadership and local wisdom.

Philosophical Perspectives of Public Service and Their Relevance to Village PSM

The literature on political philosophy emphasizes that the legitimacy of public power must be rooted in justice and respect for human dignity, which serve as important normative foundations for public service motivation among officials (Thomas Christiano and John Christman, 2009). A significant contribution of this research lies in its focus on the philosophical framework of public administration as a critical lens for understanding Public Service Motivation (PSM) in the context of village governance. The reviewed literature demonstrates that public service has a moral dimension that cannot be reduced to mere administrative activities. A legal-administrative examination of the ethical dimension of public service supports the assertion that the public sector bears a moral obligation to the community, intrinsically linked to the principles of justice and humanity. Within the village framework, this moral obligation is often linked to customary values and ancestral wisdom. This discourse validates that Public Sector Management (PSM) in villages is closely linked to these philosophical foundations.

Village administrative bodies function beyond mere implementers. Village officials function not only as implementers of state policy but also as integral components of a social community characterized by ethical relationships with its constituents. This perspective enriches the understanding of PSM by incorporating cultural and ethical dimensions often overlooked in mainstream public administration studies. Consequently, this discourse explains that establishing Participatory Strategic Management (PSM) in rural communities requires a methodology aligned with customary values and community conventions, not simply the implementation of contemporary management frameworks.

Integration of Public Administration Theory and Public Service Motivation

The results of the SLR indicate that public administration theories used in village governance studies have not been explicitly integrated with the concept of PSM. Theories of governance and community-driven development are often used to explain participation and collaboration between village governments and communities (Antlöv et al., 2016). However, these theories tend to emphasize institutional interaction mechanisms rather than individual motivations of village officials. Contemporary developments in public administration demonstrate that innovations in governance and public communication must be accompanied by the value orientations and motivations of village officials, ensuring they are not merely technical (Mergel, 2013). This discussion proposes that integrating PSM into a theoretical framework of public administration can provide a more comprehensive understanding of village official behavior.

By integrating PSM, public administration theory explains not only "how" village governance is implemented but also "why" village officials are willing to serve the community sincerely. The hybrid governance approach suggests that public governance in rural areas is often a combination of formal institutions and informal norms, which influence the motivation and behavior of village officials (Christensen & Læg Reid, 2011). This discussion suggests that PSM can serve as a conceptual bridge between institutional structures and individual behavior. This integration has theoretical significance because it enriches public administration theory with stronger motivational and ethical dimensions, particularly in the context of village governance.

Village Governance Strategies from a PSM Perspective

A discussion of the SLR results indicates that village governance strategies found in the literature, such as institutional strengthening, oversight by the Village Consultative Body (BPD), and increased community participation, can be interpreted as indirect strategies for building PSM. Setyaningrum and Wisnaeni (2019) demonstrated that the BPD's oversight role facilitates increased accountability of village officials. From a Public Service Motivation (PSM) perspective, this mechanism can be interpreted as an initiative aimed at building an institutional framework that promotes a public service orientation. Collaborative and participatory strategies in local governance have been shown to strengthen officials' commitment to the public interest, which conceptually aligns with strengthening Public Service Motivation (Bryer & Zavattaro, 2011).

Rural development studies indicate that the quality of village governance is strongly influenced by local capacity, leadership, and the moral orientation of village actors, although this is not always explicitly linked to the concept of PSM (Bebbington et al., 2006). However, this discussion also indicates that these strategies have not been explicitly designed to build PSM. This means that Public Sector Management (PSM) often manifests as a consequence of institutional policies, rather than a deliberately designed strategic objective. This finding underscores the need for a paradigm shift in the formulation of village government strategies, from an approach focused on structural compliance to one that explicitly targets the development of public service motivation and ethos among village officials.

The first strategy, institutionalization, is the initial foundation for building Public Service Motivation among village officials. The literature shows that public service motivation does not develop in a vacuum but is shaped by the institutional environment that regulates the behavior, values, and incentives of village officials. In the context of village governance, strengthening institutional functions such as the Village Consultative Body (BPD), public accountability mechanisms, and a transparent village management system play a crucial role in creating an ethical climate for service. When local government structures operate under democratic principles and a commitment to accountability, an institutional framework is needed to reconceptualize their function as facilitators of public service, rather than merely

bureaucratic implementers. Consequently, the strategic approach of these institutions is not only concerned with structural arrangements but also acts as a channel for the internalization of public service values that support Public Service Motivation (PSM).

The second strategy for developing village apparatus PSM is the internalization of public service values and ethics. Scholarly discourse on the philosophy of public administration argues that the provision of public services is a moral imperative fundamentally anchored in the principles of justice, collective welfare, and social accountability. In the domain of village government, these principles are often manifested in a normative sense; however, consistent internalization in the implementation of government officials has not yet been achieved. Therefore, the strategy for developing PSM needs to be directed at fostering ethical awareness among village officials by instilling the value of public service as the meaning of their work. This particular strategy positions PSM as an inherent motivation that develops from a comprehensive understanding of officials and their ethical function in serving the village community.

A third strategy prominent in the literature is the role of village leadership and local wisdom in shaping Public Service Motivation. Village leaders and regional elites play a crucial role in cultivating an organizational culture that prioritizes public service. Leadership that exemplifies participatory principles and is deeply rooted in customary values can enhance the moral legitimacy of village administrative officials. Furthermore, customary knowledge and social norms prevalent in village communities act as a contextual foundation for ethical service delivery. The integration of local values into village administration practices strengthens community participation (PSM) because officials are not only administratively but also morally accountable to their social communities. Social innovation and rural entrepreneurship are also influenced by the motivation of local actors to serve the community's interests, reflecting the dimensions of PSM in the context of village development (Dhewanto et al., 2020).

Table 1. Matrix of Strategy, Mechanism, and Impact Dimensions on Public Service Motivation (PSM) in Village Governance

<i>Strategy Dimensions</i>	<i>Main Focus</i>	<i>Mechanism</i>	<i>Impact on PSM</i>
Institutional	Accountability and governance	BPD, transparency, participation	PSM as role orientation
Values & Ethics	Public service morality	Internality of values, service ethics	PSM as intrinsic motivation
Leadership and Local Wisdom	Moral and cultural legitimacy	Exemplary leaders, local values	PSM as a social commitment

Source: Processed by Researchers, 2026

Theoretical Significance and Scholarly Contribution

Theoretically, this research makes an important contribution to the development of public administration and village governance studies. First, it broadens the dialogue surrounding Public Service Motivation (PSM) by placing it within the framework of village governance, an area that has so far garnered limited scholarly focus. Second, it integrates the perspectives of public administration philosophy and local values into the discussion of PSM, thereby enriching the conceptual understanding of public service motivation. Third, it offers a systematic synthesis of the literature that connects public administration, governance, and PSM theories within a single analytical framework.

This scholarly contribution is unique because it not only synthesizes the existing literature but also reconfigures the perspective on Public Service Motivation (PSM) within the context of village governance studies. Consequently, this investigation offers a theoretical

foundation for the development of a more contextually relevant PSM model or conceptual framework that aligns with the unique characteristics of villages.

Research Implications

The consequences of this investigation can be seen at two different levels: theoretical and practical. From a theoretical perspective, this research encourages public administration scholars to position Public Service Motivation (PSM) as a crucial variable in examining village governance. The integration of PSM with governance theory and public service philosophy opens up opportunities for developing a multidimensional approach to analyzing village governance.

From a pragmatic perspective, this research sheds light on significant implications for developing policies and strategies related to village governance. The discussion suggests that developing PSM is not solely achieved through regulation and oversight but also requires the internalization of public service values through leadership, organizational culture, and strengthening local values. Consequently, local government entities and policymakers can utilize these insights as a basis for formulating development initiatives for village administrative structures that align with the principles and ethical standards of public service.

Research Limitations

Despite the substantial theoretical advances presented, this study is not without limitations. First, it is based entirely on a literature review without field data, so the findings are conceptual in nature and do not empirically test the relationship between village governance strategies and PSM. Second, the limited literature that explicitly addresses PSM in the village context limits the depth of analysis to certain aspects. Third, this investigation is based on existing and relevant scholarly work, thus precluding the inclusion of alternative perspectives outside this corpus. Nonetheless, these limitations simultaneously create avenues for future investigations to advance and empirically validate the conceptual insights derived from this study.

E. CONCLUSION

This study seeks to rigorously analyze the governance methodologies used in villages to enhance Public Service Motivation (PSM), utilizing a philosophical inquiry framework and theoretical constructs within the public administration domain. Based on a systematic review of the literature and the discussions conducted, it can be concluded that PSM has not been a primary focus in village governance studies, although values related to public service motivation have been implicitly present in discussions of governance, good governance, and village institutional strengthening. The literature indicates that public service issues in villages are more often understood as structural and procedural issues, while the motivational dimension of village officials tends to be marginalized.

The main contribution and innovative aspect of this study is summarized in the formulation of a conceptual integration of Public Service Motivation, situated within a rural governance framework. This study not only extends the application of PSM to the lowest level of local government but also integrates public service philosophy and local values as the normative foundation for the formation of village officials' motivation. Through this methodological framework, the study presents a new perspective, affirming that Public Service Motivation (PSM) goes beyond mere work incentives; This, in fact, reflects the ethical and social obligations of administrative bodies in their service to village communities.

The main conclusion drawn from this study is that the strategies used by village governments to promote PSM have been indirect and have not been clearly articulated as components of a strategic agenda. Institutional strengthening, increased community participation, oversight mechanisms, and village leadership do contribute to increased

accountability of officials, but these contributions have not been conceptually understood within the PSM framework. Furthermore, this study demonstrates that Public Service Motivation (PSM) in village governance is closely linked to the philosophical foundations of public service and the customary values inherent in village communities. Local ethical aspects, moral principles, and traditional wisdom serve as important foundations that distinguish the village environment from other public institutions.

In terms of scholarly contributions, this study makes a theoretical contribution by reconstructing the position of PSM in village governance studies and integrating it with philosophical perspectives and public administration theory. The resulting literature synthesis indicates that PSM can serve as a conceptual bridge between institutional structures, public service values, and village official behavior. Consequently, this research contributes to the field of public administration by providing a comprehensive and contextual framework for understanding public service delivery in a village context.

Given these findings, the study proposes several avenues for future development. First, future research should develop empirical studies to directly test the relationship between village governance strategies and village apparatus PSM. Second, a conceptual model of PSM specifically designed for the village governance context, taking into account philosophical dimensions and local values, is needed. Third, interdisciplinary studies combining public administration, philosophy, and local cultural studies have the potential to deepen understanding of public service motivation at the grassroots level. With these research directions, it is hoped that the study of PSM in village governance can develop more systematically and make a tangible contribution to improving the quality of public services..

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