

Declaration of a Corruption-Free Zone In the Prosecutor's Office from the Perspective of Legal Theory

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Abstract

This study aims to analyze the application of psychoanalytic and empiricist learning theories in human resource (HR) development and to examine the function of law in fostering compliance through the Integrity Zone at the Trenggalek District Attorney's Office. The urgency of this study lies in the importance of the integrity and professionalism of prosecution officials as a foundation for ensuring just legal certainty. This research employs a normative legal method with a statutory and conceptual approach. The findings indicate that effective HR management reflects a psychoanalytic aspect (internal mentality) influenced by empirical factors (work environment and infrastructure) as a driving force. This driving factor is then engineered through law to shape behavior. The novelty of this research is positioning the Integrity Zone not merely as an administrative program, but as an instrument of legal engineering that consciously applies learning theories to control and prevent behavioral deviations. In conclusion, administrative law, through the declaration of an Integrity Zone, serves as a strategic tool for building a culture of compliance and accountability within law enforcement institutions.

Keywords: *Integrity Zone; Legal Theory;*

1. INTRODUCTION

The integrity of law enforcement officials, particularly within the prosecutor's office, stands as a cornerstone of a state under the rule of law, ensuring the realization of justice and legal certainty.¹ However, empirical reality reveals persistent challenges. Numerous cases of misconduct involving officials have eroded public trust and raised critical questions about the effectiveness of proclaimed bureaucratic reform programs. In response, the government has promoted the development of Integrity Zones (ZI), aiming for Corruption-Free Areas (WBK) and Clean and Serving Bureaucratic Areas (WBBM) as a flagship strategy.² Nevertheless, ZI implementation is often perceived as a mere administrative formality, making it urgent to examine its conceptual foundations and its true effectiveness in shaping the behavior of officials.³

¹ Yulia Dessani, Bella Afrilia, and Sasmi Nelwati, "Building Pillars of Justice and Order: Uncovering the Challenges and Solutions of Equitable Law Enforcement in Indonesia," *Hakamain: Journal of Sharia and Law Studies* 2, no. 1 (2023): 117–28, <https://doi.org/10.57255/hakamain.v2i1.319>.

² Rizkian Fajar Sudiatar and Tri Hayati, "Implementation Of Development Of Integrity Zones Towards Wbk (Corruption-Free Area) And Wbbm (Clean Service Bureaucracy Area) In Implementation Of Government To Fulfill The Community's Rights To," *Jurisprudentie: Jurusan Ilmu Hukum Fakultas Syariah Dan Hukum* 9, no. 1 (2022): 89–105, <https://doi.org/10.24252/jurisprudentie.v9i1.26977>.

³ Prasetya Taruma Eka Kapti, Muhammad Kamil, and Salahudin Salahudin, "Implementation of the Integrity Zone Development Program towards a Corruption-Free Area and a Serving Clean Bureaucracy Region," *Journal of Local Government Issues* 2, no. 2 (2019): 134–48, <https://doi.org/10.22219/logos.Vol2.No2.134-148>.

Several previous studies have highlighted this issue from various perspectives. Research by Siska⁴ criticized the irony between massive integrity-strengthening programs and the continued prevalence of corrupt behavior among law enforcement officials. Its main contribution was to highlight the contradiction between policy and outcomes. However, the study did not delve into the conceptual dimensions of legal or learning theories that could explain why this failure occurs. Furthermore, research by Murdiana et al. investigated the implementation of the ZI policy at the Jambi Provincial BPN office, focusing on policy and bureaucratic hurdles.⁵ This study provides a valuable descriptive-empirical account of practical challenges but does not employ the function of law as a primary analytical framework for engineering compliance. Meanwhile, Triyuniadi's research assessed the internal readiness of human resources (HR) at the Central Java High Prosecutor's Office for WBK/WBBM. While its focus on employee readiness is highly relevant, it does not directly link this readiness to the function of law as an external instrument that shapes and directs behavior.

Addressing this research gap, this study offers a novelty by analyzing the development of the Integrity Zone not merely as an administrative program, but as a form of legal engineering. This approach utilizes a synthesis of learning theories, namely psychoanalysis, to understand internal mentality and empiricism to understand the influence of the external environment as an analytical tool to dissect how law is consciously used to shape human resources with integrity. Therefore, this study aims to analyze the adoption of these learning concepts in HR development and to examine the function of law in creating a climate of compliance through the ZI. To explore this in-depth, the research undertakes a case study at the Trenggalek District Attorney's Office, a work unit that has successfully achieved the Integrity Zone towards a Corruption-Free Area (WBK) predicate.

2. METHOD

This study employs normative legal research with an empirical dimension, positioning it within a socio-legal framework. The research is guided by a statutory approach to analyze the hierarchy and content of relevant laws, a conceptual approach to dissect core theories of law and human behavior, and a philosophical approach to explore underlying values through hermeneutic interpretation. To achieve this, the study draws on both primary and secondary data sources.⁶ Primary data were gathered through in-depth, semi-structured interviews with key informants, specifically the Head of the Trenggalek District Attorney's Office and the Chairperson of the Integrity Zone (ZI) Development Team, and through non-participant observation of the work environment and public service delivery processes. The secondary data consisted of primary

⁴ S T Burhanuddin, *Membedah Undang-Undang Kejaksaan: Kajian Terhadap Undang-Undang Nomor 11 Tahun 2021 Tentang Perubahan Atas Undang-Undang Nomor 16 Tahun 2004 Tentang Kejaksaan Republik Indonesia* (Jakarta: Fakultas Hukum Universitas Pancasila, 2022).

⁵ Normajatun Normajatun, Fika Fibriyanita, and Akhmad Nikhrawi Hamdie, "Implementasi Kebijakan Pembangunan Zona Integritas Di Kantor Badan Pertanahan Nasional Kota Banjarmasin," *AS-SIYASAH: Jurnal Ilmu Sosial Dan Ilmu Politik* 7, no. 2 (2022): 89, <https://doi.org/10.31602/as.v7i2.6222>.

⁶ Sudikno Mertokusumo, *Teori Hukum* (Yogyakarta: Cahaya Atma Pustaka, 2017).

legal materials, such as the 1945 Constitution and laws on the Prosecutor's Office; secondary legal materials, including academic literature and journals to provide theoretical grounding; and non-legal materials, such as official ZI documents from the office and scriptural texts to understand underlying moral norms. Data collection instruments included a semi-structured interview guide and an observation checklist with field notes. Subsequently, all data were analyzed using a qualitative, multi-stage process. First, a hermeneutic method was used to interpret legal and philosophical texts to uncover their normative prescriptions (*das sollen*).⁷ Second, thematic analysis was applied to interview transcripts and field notes to identify recurring patterns regarding the practical implementation of the ZI (*das sein*). In the final stage, these two sets of findings were synthesized and analyzed through the study's theoretical lenses of psychoanalysis and empiricism, culminating in a prescription for human resource management based on the integrated analysis.⁸ This study aims to analyze the application of psychoanalytic and empiricist learning theories in human resource (HR) development and to examine the function of law in fostering compliance through the Integrity Zone at the Trenggalek District Attorney's Office.

3. RESULTS AND DISCUSSION

3.1 Adoption of Learning Concepts Based on Psychoanalysis and Empiricism Theories in Developing Human Resources (HR)

In the context of human resource development, especially within state institutions such as the Attorney General's Office, it is essential to understand human resources not merely as a workforce but as individuals with the capacity to adapt, transform, and uphold integrity.⁹ According to Benjamin Bukit et al., human resources encompass the total human potential to act as adaptive and transformative beings, aimed at achieving sustainable and balanced welfare. A.A. Anwar Prabu Mangkunegara further emphasizes that human resource planning must consider three interests: individual, organizational, and national.¹⁰ For a law enforcement institution like the Attorney General's Office, these three interests converge in the form of public trust, institutional accountability, and national legal development.

The reform era demands a shift in how legal institutions manage their human capital. Reforming the bureaucracy, particularly within prosecutorial institutions, requires serious attention to human resource development to foster a clean, corruption-free government. This is where the mental revolution becomes significant, as it is a movement that calls for a fundamental change in mindset and character, especially among state officials. However, such a revolution cannot

⁷ Khirjan Nahdi, Herman Wijaya, and Muh Irfan, "Ontological Continuity And Processuality Of NWDI Mars In Hermetic Perspective," *Journal of Language, Literature, and Linguistic Research* 1, no. 1 (2025): 14–29.

⁸ Oleksandr Merezko, "Legal Hermeneutics and Methodology of Law," *Evropský Politický a Právní Diskurz*, no. 2 (2014): 4–10.

⁹ Bukit Benjamin, Tasman Malusa, and Abdul Rahmat, *Pengembangan Sumber Daya Manusia (Teori, Dimensi Pengukuran, Dan Implementasi Dalam Organisasi)* (Yogyakarta: ZAHR Publishing, 2017).

¹⁰ A A Anwar Prabu Mangkunegara, *Manajemen Sumber Daya Manusia Perusahaan* (Bandung: Remaja Rosdakarya, 2017).

succeed without first addressing the mental readiness of the apparatus, particularly how values such as integrity, accountability, and discipline are formed and maintained.¹¹

From a behavioural perspective, two foundational theories can guide human resource reform in the legal bureaucracy: psychoanalytic theory as developed by Sigmund Freud and empiricism as proposed by John Locke.¹² Freud's psychoanalytic model explains that human behavior is influenced by three psychological structures: the Id or instinct, the Ego or rational self, and the Superego or moral conscience.¹³ In the context of bureaucratic discipline and integrity, the Ego plays a central role in aligning personal desires from the Id with social and institutional norms upheld by the Superego. For instance, prosecutors must suppress personal interests or gratification when faced with bribery or power abuse, guided by an internalized ethical compass.

Empiricism, on the other hand, argues that all knowledge and consequently behaviour is shaped by experience. John Locke's tabula rasa theory illustrates how individuals are shaped by their environment and education. In bureaucratic terms, this means that fostering a culture of integrity, professionalism, and public service in the Attorney General's Office depends on consistent exposure to ethical standards, training programs, and a positive work environment. When prosecutors routinely experience transparent leadership, fair promotion systems, and public accountability, these experiences help internalize desired behaviours and reduce tolerance for misconduct.

In sum, both theories, when contextualized appropriately, underscore the importance of character building and behavioural consistency as the foundation for institutional reform. The psychoanalytic framework helps explain internal moral conflict and the necessity of strong internal controls, while empiricism supports the argument for structural reform through education, leadership modelling, and performance-based culture. Therefore, human resource development in legal institutions must be oriented not only toward technical competence but also toward psychological resilience and value formation, which directly impact performance indicators such as discipline, integrity, and quality of public service.

3.2 Correlation of Psychoanalytic Theory and Empiricism with Some Texts in the Qur'an Relating to Human Resource Issues (HR)

The psychoanalytic theory and the empirical view that human knowledge begins from a blank state align closely with the Islamic concept of *fitrah*. In Islam, every human is born pure and without prior knowledge, a notion that finds textual support in Surah An Nahl verse 78, which states that Allah brought humans out of their mothers' wombs "knowing nothing," but equipped

¹¹ Dimas Handrianto, Ipah Ema Jumiati, and Wily Mochamad Iqbal, "Implementasi Pelaksanaan Zona Integritas Pada Perwakilan BKKBN Provinsi Banten," *JIPAGS (Journal of Indonesian Public Administration and Governance Studies)* 7, no. 1 (2023), <https://doi.org/10.31506/jipags.v7i1.12544>.

¹² Matthew W Gosney, "Theory and Practice: A Historical Examination of the Assumptions and Philosophy of Human Resource Development" (University of Arkansas, 2014).

¹³ Oksana Pidgorna, "Psychoanalytic Models in Literature: Theory and Applied Aspect of Freudian Analysis," *Problem Space of Modern Society: Philosophical-Communicative and Pedagogical Interpretations. Part II*, 2019, 154.

them with hearing, sight, and heart as tools for development.¹⁴ These instruments form the basis of human capacity to learn, grow, and develop values both intellectually and morally.¹⁵

This divine provision of human faculties resonates with the view that human potential must be nurtured. The Qur'an presents various terms for humans, such as Bani Adam, al Insan, and al Basyar, to emphasize the diverse aspects of human nature, including reason, responsibility, and moral capacity. The appointment of humans as caliphs (Surah Al Baqarah 30) underscores the duty to maintain order, justice, and stewardship on earth. However, this role comes with the risk of deviation, such as greed, power abuse, and conflict, which must be counterbalanced with ethical awareness and legal norms.¹⁶

The verse in Surah Adh Dhariyat 51:56, which affirms that humans were created to worship, provides a theological foundation for ethical orientation. In practice, such moral grounding becomes crucial in legal institutions. The integrity of law enforcement agencies, including the Attorney General's Office, depends not only on regulatory compliance but also on the moral strength of their personnel. Thus, religion and human potential must be internalized as a basis for bureaucratic discipline and service integrity.¹⁷

The call for a mental revolution aligns with Surah Ar Ra'd verse 11, which emphasizes that change must begin from within. In the empirical perspective, inner transformation stems from repeated experiences, education, and ethical cultivation. This aligns with the spirit of bureaucratic reform that seeks not only structural change but also cultural transformation, starting from mindset, values, and personal responsibility.¹⁸

In the context of public service performance, this personal transformation directly influences institutional outcomes. According to Keith Davis, performance results from the interaction between ability and motivation, where ability is shaped by knowledge and skills, and motivation is a product of attitude and situational factors. Thus, the success of integrity zones and anti-corruption agendas hinges on nurturing the ethical dimension of human resources alongside technical competence.

In conclusion, the integration of religious values, empirical learning, and behavioural psychology provides a comprehensive conceptual foundation for reforming human resources within legal institutions. Strengthening character, internal motivation, and moral accountability is not only a

¹⁴ Dadan Nurulhaq, "The Concept of Human Ability (Qudratul Insan) in Islamic Education Process," *International Journal of Nusantara Islam* 8, no. 2 (2020): 165–71, <https://doi.org/10.15575/ijni.v8i2.10774>.

¹⁵ D P Usman, Arifuddin Ahmad, and Rahmi Dewanti Palengkey, "Fitrah Manusia (Peserta Didik) Dalam Perspektif Hadis," *Cendekia: Jurnal Ilmiah Pendidikan* 11, no. 1 (2023): 150–59, <https://doi.org/10.33659/cip.v11i1.274>.

¹⁶ Ash-Shabuni et al., *Ringkasan Tafsir Ibnu Katsir: Bersumber Dari Mukhtasar Tafsir Ibnu Katsir Karya Syaikh Muhammad Ali Ash-Shabuni* (Bandung: Jabal, 2018).

¹⁷ Shettima Mustapha and Babagana Umar, "Islamic Law: A Model for Sustainable Development," *South Asian Research Journal of Humanities and Social Sciences* 1 (2019): 152–59, <https://doi.org/10.36346/sarjhss.2019.v01i02.023>.

¹⁸ Lili Raflika et al., "Regenerasi Nilai Revolusi Mental Di Pondok Pesantren: Analisis Perspektif Al-Qur'an," *Innovative: Journal Of Social Science Research* 4, no. 3 (2024): 18752–61, <https://doi.org/10.31004/innovative.v4i3.12185>.

spiritual imperative but a strategic necessity to support bureaucratic reform and uphold the rule of law.

3.2 Legal Functions in Creating a Climate of Compliance through the Integrity Zone, and its Declaration in the District Attorney's Office of Trenggalek Regency in 2025

Article 24, paragraph (1) of the 1945 Constitution affirms that "Judicial power is an independent power to administer justice in order to uphold law and justice." While this article is often interpreted normatively, its implications for behavioral independence in legal institutions merit further exploration. In light of psychoanalytic and empiricist theories previously discussed, the phrase "independent power" must be interpreted not only as institutional autonomy but also as psychological autonomy: the freedom of thought, attitude, and action of legal actors who are constantly influenced by their environment. This behavioral independence is essential in shaping integrity-based human resources in law enforcement agencies.

However, behavioral freedom cannot stand alone. In psychoanalytic terms, the ego must mediate between instinctual drives (Id) and external social expectations (Superego). This balance in legal practice is achieved through normative structures, particularly administrative law. As Philipus M. Hadjon suggests, administrative law functions as a control mechanism over state administration. In Roscoe Pound's view, law is a tool of social engineering. Thus, the existence of administrative legal instruments such as the WBK/WBBM policy framework serves to engineer behavior, align personal integrity with institutional duties, and enforce bureaucratic discipline through normative reinforcement.¹⁹

The establishment of a regulatory framework, including TAP MPR No. XI/MPR/1998 and Law No. 28/1999 represent a legal effort to institutionalize moral integrity within state administration. The Indonesian Attorney General's Office (AGO) responded by launching reform initiatives such as the 2005 Renewal Program, followed by the issuance of six internal regulations in 2007. However, the effectiveness of these instruments must be critically examined. Despite formal compliance, empirical realities such as repeated cases of corruption, including the high-profile case of Prosecutor Urip Tri Gunawan highlight a discrepancy between legal structure and behavioral outcomes. This confirms that structural reform alone cannot generate compliance without an internalization of values.²⁰

Here, the development of mental attitudes becomes central. As emphasized in previous sections, the internalization of values must be rooted in the psychological transformation of legal actors, aligning with the theory of change in QS Ar-Ra'd:11 and empiricist views that behavior is shaped by learned experiences. Reform, therefore, requires a conducive environment to foster

¹⁹ Philipus M. Hadjon, *Hukum Administrasi Dan Good Governance* (Jakarta: Universitas Trisakti, 2012).

²⁰ V Z Syam and F Z Firmansyah, "Penguatan Hukum Administrasi Negara Pencegah Praktik Korupsi Dalam Penyelenggaraan Birokrasi Di Indonesia," *INTEGRITAS: Jurnal Antikorupsi* 7, no. 2 (2021): 325–44, <https://doi.org/10.32697/integritas.v7i2.817>.

repeated positive behavior, which administrative law seeks to provide through performance-based structures and codes of conduct.

The Grand Design of Bureaucratic Reform 2010–2025 and the issuance of Permenpan RB No. 52/2014 (later amended by No. 10/2019) further developed this framework, especially through the concept of Zona Integritas. ZI is not merely a label but a behavioral policy tool designed to produce public institutions that internalize integrity, accountability, and service orientation. The six lever components change management, performance accountability, supervision, HR structuring, management structuring, and public service quality are clearly aligned with Roscoe Pound's theory that law must shape society through functional mechanisms that change behavior.²¹

A concrete example of this is the success of the Trenggalek District Prosecutor's Office (Kejari Trenggalek), which was designated a WBBM (Clean and Serving Bureaucratic Area) in 2023. Its achievement was not solely due to regulatory compliance, but also to the implementation of change-oriented leadership, internal monitoring, and employee development. Based on field observations and interviews, Kejari Trenggalek emphasized value internalization through routine reflection, integrated evaluation mechanisms, and a work culture that minimized external coercion. This behavioral conditioning reflects the empirical theory of learning as well as the psychoanalytic idea that discipline must arise from within, rather than through fear-based sanctions alone.

In this case, administrative law served as a framework to reinforce psycho-social development within the bureaucracy. The alignment between legal structure, behavior, and internal motivation at Kejari Trenggalek provides a replicable model for other agencies. It also offers evidence that legal design, when grounded in behavioral theory, can shape professional culture and reduce corruption-prone behavior.

Thus, this analysis confirms that strengthening legal institutions requires not only normative reform but also behavioral transformation. The synergy between psychoanalytic insight, empirical learning theory, and administrative law as a tool of social engineering forms a holistic strategy for achieving meaningful legal reform. The law must not only command obedience but also enable transformation from the psyche to habits, to institutional culture.

Trenggalek Regency is located on the southern coast of Java Island, consisting of 14 sub-districts with an area of 1262.40 KM² inhabited by 731125 people. The Trenggalek District Attorney's Office (Kejari Trenggalek), as one of the work units that received the WBK predicate in 2025 from Kemenpan RB, has committed to realizing a Corruption-Free Area through bureaucratic reform, especially regarding handling corruption and improving the quality of public services.

²¹ Kejaksaan Negeri Tanggamus, "Bureaucratic Reform in the AGO," accessed March 28, 2025, <https://kejari-tanggamus.kejaksaan.go.id/reformasi-birokrasi-kejaksanaan-agung/>.

Trenggalek Muhammad Akbar Yahya, as the head of the Kejari, has a motto: "leaders must be able to work, innovate, have integrity, and work hard to achieve success and success"

As has been described, that related to the issue of ZI development which is centered on the implementation of 6 programs, among others: Change Management, Structuring Management, Structuring HR Management, Strengthening Supervision, Strengthening Performance Accountability, and Improving the Quality of Public Services which are concrete as a prototype of an accountable law enforcement agency, actually Kejari Trenggalek only needs to move a concept into a real form through the implementation of orderly, disciplined and serving behaviour. In fact, Kejari Trenggalek is making serious efforts to realize this. The development of orderly, disciplined, and serving behaviour in various public service sectors that are part of the responsibility of the Trenggalek Kejari starts from the mental and spiritual changes of all employees. In addition to mental aspects, facilities and infrastructure, including information technology support, are optimized for use as a means of controlling the implementation of management towards orderly, disciplined, and serving behaviour.

Ad. 1 Change Management

Change management is intended to make changes in accordance with the aim of realizing the integrity zone. These changes include work mechanisms, work patterns, and work culture, this is done systematically. The first step taken by the Trenggalek District Attorney's Office in its efforts to realize the ZI work unit towards WBK/WBBM begins by providing a legal basis with the issuance of the Decree of the Trenggalek Kajari No. Kep 03/M.5.30/Cr.5/01/2024 concerning the Establishment of an Effective Work Team with the intention of coordinating the change process by implementing activities, programs, and also an innovation in 6 areas of change, which are 6 leveraging components with division based on the duties and functions of each field comprehensively. Furthermore, the Effective Work Team carries out its duties as an initiator and driver of ZI Development, a party that encourages innovation, identifies the initial state of the work unit in accordance with the Evaluation Work Report (LKE), to compile the Action Plan Document and the Integrity Zone Development Plan.

In ZI Development, the Effective Working Team mobilizes activities to spur an orderly and disciplined attitude through the preparation of banners and various other supporting tools for socialization, including preparing integrity pact documents, preparing statements of joint commitment in ZI Development, communicating collaboratively, monitoring information from the centre through group telegrams regarding the Development of Bureaucratic Reform in group telegrams, as well as creating, planning and monitoring the actions of change agents.

With regard to change management, one of the processes that is an important phase to strengthen the commitment of employees in realizing ZI is to sign the integrity pact carried out by all employees of the Trenggalek State Prosecutor's Office, starting from the Head of the Trenggalek

State Prosecutor's Office containing 6 commitment points regarding readiness to:²² a. Actively participate in the Trenggalek District Attorney's Office work unit, becoming a work unit towards WBK / WBBM; b. Commit to not practicing KKN; c. Commit to no communication that leads KKN; d. Committed not to hand over and/or receive anything related to and can be classified as bribery and/or gratification; e. Submitting reports to the authorities in the event that there are indications of KKN practices; f. If I violate the things I have stated in this integrity pact, I am willing to be subject to sanctions in accordance with applicable laws and regulations.

The signing of the integrity pact is a form of moral commitment by seriously building a strong mental attitude in carrying out duties and obligations based on law and conscience. For example, the orderly and disciplined attitude is contained in daily obligations which, among others, are carried out through morning apples every Monday and Friday, conducting online attendance, participating in spiritual food activities, and sports activities which are held regularly every week. At the level of change management, Kejari Trenggalek also prepared a website and social media as a basis for public services in accessing service information as an action plan for ZI Development.

Ad. 2. Governance Arrangement

The purpose of Structuring Governance is to be able to further streamline and improve the effectiveness of systems, processes and work procedures that are clear, effective, efficient and measurable in ZI towards WBK/WBBM which begins with the preparation of Permanent Operational Procedures or Standard Operational Procedures (SOP) for main activities, increasing the use of information technology to be used to increase efficiency and effectiveness, can be cheaper and younger, also show transparency, optimize the use of the National Public Service Information System (SIPPN) and follow-up on complaint services.

In connection with the structuring of governance, which is related to services to the community to be more certain and measurable, the Trenggalek District Attorney's Office has SOPs which include SOP for Ticket Services, SOP for Free Evidence Collection, SOP for Free Legal Services, and Prosecutors Enter School. The Government Administration SOP book (SOP AP) is registered and has a register number in the Trenggalek District Attorney's Library. In addition, the Trenggalek District Attorney's Office, in the process of implementing the governance arrangement, has carried out various application developments to support administrative and management systems related to dosir issues, finance, case handling, CMS, Mobile Attorney's Office, to ticket application services.

Structuring governance is a reflection of the orderly arrangement in the implementation of the duties and obligations of the Trenggalek District Prosecutor's Office as a professional and accountable public service institution in order to meet the service needs of the community more

²² Integrity Pact of the Trenggalek District Attorney's Office, signed January 11, 2024.

easily. This is a demand in the modern era, in a democratic rule of law, in meeting the service needs of its citizens

Ad. 3. Structuring the Apparatus HR Management System

Structuring the Apparatus HR management system is carried out since the planning of employee needs is based on organizational needs. Then, the application of internal mutation patterns in order to develop employee careers is an important step in aligning organizational interests with the development of human resources of employees both in general and individually. To improve skills, efforts are also made to develop competency-based employees by conducting Training Need Analyses (TNA).

The arrangement of human resource management is also carried out through the method of determining individual performance with appropriate supervision in stages at each level of the position. This is also accompanied by an increase in disciplinary rules, supervision of the code of ethics of employee behaviour through inherent supervision and through the Mobile Prosecutor's Office attendance recapitulation admin, as well as the availability of a Personnel Information System through the Prosecutor's Office Personnel Management Information System Application (SIMKARI). As stated earlier, the concept of empiricism is more concerned with the intersection of human life processes with their experiences. Moving on from the empirical concept, what humans face is transformed from mere experience into a form of engineering through legal means used to mobilize obedience and compliance of state officials with the aim of controlling, preventing, and limiting the possibility of irregularities by means of information technology

Ad. 4. Strengthening Accountability

The concept of accountability is the act of being responsible, explaining, answering, and other similar actions that must be carried out by individuals/legal entities/organizational leaders to parties who are entitled/obliged to obtain their accountability.²³ Accountability itself is the ability to provide accountability for the management of public resources, including state money, by ensuring that these resources are used as stipulated in the rules and objectives that have been set.²⁴

Observing the understanding of accountability, the application of accountability in the Trenggalek State Attorney's Office appears to be visible. The application of accountability in the Trenggalek State Attorney's Office is carried out with the direct involvement of the head of the work unit in the performance management process, providing direction, setting targets and setting strategies through the preparation of IKU (Main Performance Indicators), Renja (Work Plan), Renstra (Strategic Plan) and increasing performance accountability through E-Sakip reporting (Government Agency Performance Accountability System), E-Monev, E- Smart

²³ Januar Eko Prasetyo, "Tazkiyatun Nafs: Kajian Teoritis Konsep Akuntabilitas," *Jurnal Analisa Akuntansi Dan Perpajakan* 1, no. 1 (2017), <https://doi.org/10.25139/jaap.v1i1.108>.

²⁴ Dedeng Yusuf Maolani et al., "Penerapan Sistem Akuntabilitas Publik Dalam Mewujudkan Good Governance Di Indonesia," *Jurnal Dialektika: Jurnal Ilmu Sosial* 21, no. 2 (2023): 1–7, <https://doi.org/10.63309/dialektika.v21i2.137>.

Ministry of Finance and so on. All forms of performance accountability from each of these fields are acutely presented in the available applications. For example, financial reporting is presented in the E- Monev application, and accountability reporting is presented through the E-Sakip Application.

Ad. 5. Strengthening Supervision

Strengthening supervision is carried out through campaign activities to the public regarding gratification control, complaints desks, manual suggestion boxes, and online complaint applications. Gratification control begins with the establishment of a Gratification Control Unit (UPG) in accordance with Attorney General Regulation No. 3 of 2019 concerning Gratification Control within the Indonesian Attorney General's Office. In terms of implementing gratification control, the Trenggalek District Attorney's Office optimizes the SPIP (Government Internal Control System) application facility. In addition, there are also media and facilities to accommodate public complaints to improve service quality and cultivate anti-corruption.

Such strengthening of supervision illustrates the fulfillment of one of the components of good governance, namely the existence of public participation as a stakeholder in terms of running the wheels of the organization. Internally, strengthening supervision is also carried out through the implementation of the Whistle Blowing System. The Whistle Blowing system is an effort made to strengthen supervision that is confidential and trustworthy, where the source of information is the internal party of the Trenggalek District Attorney's Office itself.

Ad. 6. Improving the Quality of Public Services

In its efforts to improve the quality and innovation of public services, the Trenggalek District Attorney's Office regularly strives to meet various needs and expectations based on: a. Service standard edict; b. A culture of service excellence; c. Complaint management; d. Community satisfaction assessment, and e. Utilization of information technology.

It is difficult to deny that the fulfilment of needs and expectations, especially internally at the Trenggalek District Attorney's Office and generally for the wider community, is related to physical things, starting from the building, followed by adequate facilities and infrastructure.²⁵ The established service standards that have been met by the Trenggalek District Attorney's Office for the community are the existence of a One-Stop Integrated Service Building (PTSP), supported by other supporting facilities and infrastructure, namely Mosque, library, disability toilet, guest room, examination room and legal service room, waiting room, smoking room, lactation room (breastfeeding), children's room, health clinic, stickers, integrity zone banners and service information banners.

²⁵ Muchlas Abdi Pratama, Amalia Wiliani, and Anita Diana Sari, "The Solution To The Ambivalence Of The Presence Of Foreigners To The Indonesian Public Welfare: Inevitability Of Immigration Toward WBK/WBBM," *Jurnal Ilmiah Kajian Keimigrasian* 3, no. 2 (2020): 36–50, <https://doi.org/10.52617/jikk.v3i2.117>.

Service improvements are also evident in the availability of legal service corners, free evidence delivery services (LATI), and the Trenggalek District Attorney's Office complaints application. Indeed, to meet the expectations of a truly ideal fulfilment of the building needs and facilities and infrastructure coveted by the community is a vital thing. However, all of this is not an easy thing during the difficult economic development situation, especially regarding the issue of budget fulfillment. However, Muhammad Akbar Yahya added that in order to fulfil the needs of the public, the most important thing is a mental change and not merely on the physical aspects that are good and luxurious. According to him, these facilities do not need to be good or luxurious as long as they exist and are suitable for use.²⁶

The declaration of ZI, followed by WBK and finally WBBM in the Prosecutor's Office, is one of the focuses of the national strategy (Focus Stranas) in preventing corruption, namely within the scope of law enforcement and bureaucratic reform, in addition to the licensing and commercial administration sectors and state finances.²⁷ In essence, the implementation of the Change Management program, Structuring Management, Structuring HR Management, Strengthening Supervision, Strengthening Performance Accountability, and Improving the Quality of Public Services contained in the formulation of the ZI, WBK and WBBM concepts is an effort to realize accountability, responsiveness, transparency, responsiveness, strengthening the supervisory system, to upholding citizens' rights towards excellent agency performance in the frame of good governance.²⁸

One thing that needs to be underlined, in the context of carrying out laws and responsibilities for state civil apparatus, especially law enforcers, is that without the declaration of ZI, WBK and WBBM, realizing accountability, responsibility, transparency, responsiveness, strengthening the supervisory system, to upholding the rights of citizens towards excellent agency performance is actually an obligation because it is a mandate as stated in the TAP MPR, and the law whose implementation will be legally and morally accountable to God Almighty.²⁹ The follow-up to the mandate of the TAP MPR and the law should be interpreted as a trigger so that the implementation of responsibilities and obligations can continue to be carried out consistently and continuously.³⁰ Thus, when the achievement of the implementation of the ZI area, towards WBK and WBBM, has been achieved, the predicate attached to the work units in the future will

²⁶ Interview with the Chief State Attorney of Trenggalek, Muhammad Akbar Yahya, S.H., M.H.

²⁷ See Article 3 of Presidential Regulation No. 54/2018 on the National Strategy for Corruption Prevention.

²⁸ Vita Mahardhika et al., "Implementation of Service Standards in the Framework of Increasing the Quality of Public Services in the Faculty of Social Sciences and Law State University of Surabaya to Achieve the Integrity Zone of Area Free of Corruption," in *International Joint Conference on Arts and Humanities 2023 (IJCAH 2023)* (Atlantis Press, 2023), 1474–83. https://doi.org/10.2991/978-2-38476-152-4_150.

²⁹ Bima Setia Budi Nila and Rodi Wahyudi, "Factors Affecting The Achievement Of The Integrity Zone Predicate For A Clean And Serving Bureaucracy (Wbbm) In The Office Of The Pekanbaru City Land Agency," *Indonesian Journal of Social Sciences, Policy and Politics* 2, no. 2 (2024): 54–61, <https://doi.org/10.69745/ijsspp.v2i2.85>.

³⁰ Mardisonatori Mardisonatori and Herman Bakir, "Regulation of the Authority to Make MPR Decrees Before and After Reforms in the 1945 Constitution of the Republic of Indonesia," *Cognitionis Civitatis et Politicae* 1, no. 5 (2024): 267–82, <https://doi.org/10.70177/politicae.v1i5.1634>.

continue to be evaluated, so that there is an effort by those with the predicate to continue to maintain it.

However, according to Julia Hapsari's research, adequate budget support can be used as an indicator to measure the level of success of an organization. This is because an adequate organizational budget has an impact on the length of time to achieve organizational goals.³¹ This condition is a dilemma.³² Because on the one hand, in terms of the implementation process of achieving the ZI, WBK, and WBBM predicates, budget problems are often an obstacle to achieving accountable, responsive, responsive services as required. It is understood that the size of adequate service standards is closer to the preparation of information technology-based community service facilities and infrastructure, and the One-Stop Integrated Service (PTSP) building.

On the other hand, not all financing in the declaration of ZI, WBK, moreover WBBM in each work unit, from the central level to the regions, receives adequate budget support.³³ The demand for the realization of excellent public services (both from internal and external parties) is quite large, especially for areas that have a high level of community dynamics. It is feared that it tends to cause patterns of declaration of ZI, WBK, and WBBM areas to become a contestation arena. Work units are ultimately busy struggling to prepare budgets here and there to achieve the ZI predicate towards WBK/WBBM. In fact, budget-related unpreparedness should not necessarily hamper service patterns, work culture, and a climate that builds the spirit of productivity to be hampered by not or not yet achieving the title of ZI area, towards WBK and WBBM.

The impact of the problem, which is also quite crucial, is due to each work unit having to solve budget problems independently to achieve the ZI predicate towards WBK and WBBM. The problem of the absence of a budget sourced from the APBN to realize ZI towards WBK/WBBM is experienced by the Trenggalek Kejari. Instead, Kejari Trenggalek uses grant funds from the Trenggalek District Government. Some other possibilities that can be done to find solutions are the use of Corporate Social Responsibility funds or CSR programs that raise concerns of fraud or conflict of interest that disturb the independence and independence of law enforcement officials in carrying out their duties in the future. If these things happen, instead of achieving the ZI predicate towards WBK/WBBM, which is intended to realize equitable legal certainty based on good governance, what happens is far from the fire. Due to the government's unpreparedness in anticipating the needs that arise because of the importance of making efforts to prevent corruption, collusion, and nepotism, especially in the law enforcement sector, as the driving

³¹ Julia Hapsari, Hartuti Purnaweni, and Budi Puspo Priyadi, "Implementasi Pembangunan Zona Integritas Menuju Wilayah Bebas Korupsi Dan Wilayah Birokrasi Bersih Melayani Di BBWS Pemali Juana Semarang," *Dialogue: Jurnal Administrasi Publik* 1, no. 1 (2019), <https://doi.org/10.14710/dialogue.v1i1.5222>.

³² Kristanto Adi Buwono and Grahadi Purna Putra, "Juridical Analysis of the WBK/WBBM Predicate at the UPBU Class III Office in Terms of Public Service Law," *Journal of Law and Regulation Governance* 3, no. 1 (2025): 389–400, <https://doi.org/10.57185/jlarg.v3i1.81>.

³³ Pompong B Setiadi and Sri Rahayu, "Application Of Ziwbwm In Government Agency," *Best Journal of Administration and Management* 1, no. 1 (2022): 61–65, <https://doi.org/10.56403/bejam.v1i1.38>.

force of change, the potential for a decrease in quality in the law enforcement sector is a very likely situation.

4. CONCLUSION

Improving the performance quality of law enforcement officers within the Prosecutor's Office through human resource development is not merely a managerial initiative, but a legal and structural strategy that can be analytically assessed using learning theory and legal behavioral frameworks. From the perspectives of empiricism and psychoanalysis, the development of disciplined and ethical prosecutors depends on continuous exposure to a positive and value-oriented institutional environment. This includes adequate infrastructure, a fair recruitment and promotion system, and routine internalization of integrity values. These repeated experiences shape behavior, attitude, and work culture, aligning with the empirical concept of learning through experience and the psychoanalytic need for internalized control over instincts and desires. In the legal dimension, transformation is carried out through administrative law as a normative framework that regulates and restrains the exercise of public authority. Administrative law provides the basis for control, supervision, and the prevention of abuse of power. The implementation of ZI, particularly in the Trenggalek District Prosecutor's Office, shows how law functions as a tool for engineering compliance, shaping professional identity, and strengthening accountability. This research concludes that the application of ZI policy in Kejari Trenggalek aligns with the legal theories discussed, especially Roscoe Pound's concept of law as a tool of social engineering, as well as psychoanalytic and empiricist insights into behavioral change. The success achieved reflects not only structural adherence but also psychological and cultural transformation within the institution.

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