CAN PUBLIC SERVICE MOTIVATION ENCOURAGE THE PERFORMANCE OF PUBLIC SERVICE EMPLOYEES?

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ABSTRACT

Individuals who work in public services will be motivated to perform well when they find and understand that their work is meaningful and valuable for others. This study examines the public service motivation developed by Perry (1996) and its relationship to the performance of public service employees using The Individual Work Performance Questionnaire (IWPQ). Researchers used a quantitative survey involving 348 respondents across three different service scopes: administrative services, public goods services, and public services. The test results using PLS-SEM show that the four dimensions of Public Service Motivation (attraction to policymaking, commitment to public interest, compassion, and self-sacrifice) positively influence the performance of public service employees. This study has a weakness because based on the category of public service organization, respondents from State Administrative Institutions are very dominant (87%), so that generalization of research results must be made carefully. This research contributes to the PSM literature using the context of research conducted in Indonesia. Individual employees in public services will be encouraged to improve task performance and contextual performance and reduce counterproductive behavior when the four dimensions of public service motivation are high. The conclusions and managerial implications are discussed to provide input for the organization at a practical level.

Keywords: Public Service Motivation, Job Performance, The Individual Work Performance Questionnaire (IWPQ), Indonesia

I. INTRODUCTION

The demand for changes in service standards is experienced by many organizations, both private organizations, and organizations that provide services to the public. Many countries, including Indonesia, have carried out public service reforms to raise the standard of public services. Often, complaints from the public about the services provided by public service organizations lead to ineffective and efficient employee behavior when carrying out their work (Austen et al., 2015; Tahili, 2018). In the last three decades, one of the topics that have increased in popularity in public service research is the motivation that must be possessed by those who work in public services, or what is known as Public Service Motivation (PSM).

In general, motivation in the workplace is an old topic with various theories developing to explain the critical point of motivation on employee attitudes related to work. Researchers have done a lot of testing empirically, conceptually, and from the methodological aspect to provide evidence for organizations that understanding employee motivation is one of the critical determinants of employee performance achievement. Even though it seems like a simple word, it is not easy to encourage a public service employee to have a high PSM. This research specifically focuses on the motivation of public service employees who work in public services. Based on the Government Regulation of the Republic of Indonesia Number 96, 2012 concerning the Implementation of Law Number 25, 2009, public services are activities or a series of activities in the context of fulfilling service needs under laws and regulations for every citizen and resident of goods, services, and/or services or administrative services provided by public service organization.

This study was conducted using a theory developed by Perry and Wise (1990), which defines PSM as "an individual's predisposition to respond to motives grounded primarily or uniquely in public institutions and organizations." In theory, those who work in public services must have internal motivation to work well for others and society. Another definition from Vandenabeele (2007) states that PSM is "the beliefs, values, and attitudes that go beyond self-interest and organization interest, that concern the interest of a larger political entity and that
motivate individuals to act accordingly whenever appropriate.” Therefore, the positive effect of public service motivation to improve employee and organizational performance is still interesting to do.

However, although the development of PSM research is encouraging because it provides evidence that public service employees’ motivation impacts employees’ performance, but, it is still inadequate (Perry, 2014). As a result, the goal of this study is to investigate the direct effect of PSM on employee performance in the Indonesian context, with the main research question “how does PSM influence the performance of public service employees?” Specifically, the PSM test is carried out using the four dimensions of PSM measurement developed by Perry (1996) that is: attraction to policymaking, commitment to the public interest, compassion, and self-sacrifice. The respondents are public service employees from various positions: officials, employees, officers, and everyone. In practice, the results of research provide empirical evidence that PSM can encourage employee performance. Public service organization must understand and think to integrated employee management system to maintain PSM at a high level. In general, this study is expected to contribute to PSM research conducted in the Indonesian context. Next, the researcher explained the logical arguments used to formulate hypotheses and explain the research process. In the last part of the paper, we present the results of the study, including limitations and suggestions for further research.

II. LITERATURE REVIEW

Public Service Motivation stems from the belief that the motives of public sector workers differ from those of people in the private sector. (Perry et al., 2010). PSM is not only helpful in distinguishing between public and private services and non-profit, but as the boundaries between these sectors are getting thinner, PSM is helpful for understanding behavior that occurs in public organizations (Brewer et al., 2000). Many experts believe that PSM is related to individual performance in public service organizations (Alonso & Lewis, 2001; Cheng, 2015). One implication is that various literature shows that those who work in public services should work as a calling to life, not just work to earn a living, including demands to be willing to sacrifice for the benefit of many people. Individuals will be encouraged to improve well if they reveal and understand that the work they do is meaningful to others. PSM theory uses the argument that individual behavior is not only a product of rational thought and is a person’s choice according to his interests but tends to have motives rooted in believed norms and affective factors.

Public Service Motivation and Job Performance

Perry and Hondeghem (2008) identified employees who have high internal motivation in organizations that focus on public services that can provide better performance. Perry (2016) uses a four-dimensional model as an element to form PSM: attraction to policymaking, commitment to the public interest, compassion, and self-sacrifice. Although there is debate whether the four dimensions stand alone or form a single unit comprising PSM, many studies have adopted testing using the Perry (2016) model. Various studies provide evidence of a positive effect in the Indonesian context when employees have high public service motivation at work. For example, research by Widyananda et al. (2014) conducted at the Badan Pusat Statistik shows that employees who have high PSM make PSM the main driver for their work. PSM then encourages the emergence of increased job satisfaction and Organizational Citizen Behavior. Employees have a concern for the social environment of the work unit and its organization. In addition, they work not solely because of the desire to get money or certain rewards. Other research conducted Yudiatmaja (2017) give supports that if you want to attract individuals to work in the public sector, organizations must consider how to boost motivation and dedication. These two factors can encourage the emergence of consistent behavior when they work for the public interest. Another thing, the study found that there was no difference in PSM between permanent employees and contract employees in the Tanjung Pinang regional government, Riau Islands.

In addition, PSM testing efforts are also carried out using specific contexts, not only from the aspect of national cultural differences, and the results support the positive influence of PSM on employee work behavior. For example, Schott et al. (2019) study which uses members of the police as respondents. The results of his research show that officers enjoy their work, and they join the police force intending to help the wider community. When they enter the job, it allows them to contribute to the values upheld in society, such as justice and security. Andersen et al. (2014) investigated student performance as a result of PSM that a teacher must have. The results of the study provide empirical evidence that the longer a student studies with a teacher who has a high PSM, the higher the performance he gets.
Based on these arguments, the research hypotheses are proposed in this study:

H1. Attraction to policymaking has a positive impact on the performance of public service employees

H2. Commitment to the public interest has a positive impact on the performance of public service employees

H3. Compassion has a positive effect on the performance of public service employees

H4. Self-sacrifice has a positive effect on the performance of public service employees

III. METHODOLOGY

Sample and Procedure
In principle, the respondents involved are employees who work in public service organizations with status as permanent employees and a minimum period of 1 year in the same organization. The nature of filling out this questionnaire is voluntary and anonymous. Based on the Government Regulation of the Republic of Indonesia Number 96, 2012 concerning the Implementation of Law Number 25, 2009, the respondents involved include officials, employees, officers, and everyone who works in the organizing organization in charge of carrying out an action or series of public service actions. The test uses the Structural Equation Modeling (SEM) technique, and this study determines the minimum sample size is 320 following the "10-times rule" method (Hair et al., 2014), which is widely known as the minimum sample size estimation method. The data source is a self-administered questionnaire using Google Forms. After screening the incoming data, 348 respondent data were obtained, which could be processed statistically.

Respondents come from three different scopes of public services: 37% of administrative services, 6% of public services, and the majority of 57% are in public services. In addition, based on the category of public service organization, the majority of respondents, 87%, came from State Organizing Institutions. The rest were divided into other legal entities that provide public services (8%), Corporations (BUMN and/or BUMD and/or Work Units (3%), and Independent Institutions established by law (2%). In addition, male respondents dominate at 89% with an age range: less than 30 years (12%), 30-39 years (72%), and the rest are more than 39 years (15%). When viewed by education level, the majority of respondents have an educational background of Strata 1 (56%) and Diploma/SMA/equivalent (23%), and the rest are Strata 2 and Strata 3 (21%). Most respondents' tenure is in the range of 10 – 20 years (63%), followed by less than ten years (27%).

Measures
This research uses research instruments developed and widely tested in countries that do not use Indonesian as the primary language. Before being used, the tool first undergoes a back-translation process (Brislin, 1986). All measurements used in this research adopt previous research with a high level of measurement validity. The total measurement items in the questionnaire are 32 questions. The unit of analysis is at the individual level so that the results obtained lead to behavioral patterns of individuals working in the public service.

Public Service Motivation
Measurement of the Public Service Motivation (PSM) variable used in this study adopted a measurement instrument built and validated by Perry (1996). The instruments have been widely used by researchers in countries with western cultures and countries with eastern cultures. The questionnaire consists of four dimensions that are used to determine respondents' perceptions. Individual respondents responded to each item using a Likert Scale (1=strongly disagree; 5=strongly agree). For example: Attraction to policymaking (e.g., “I am interested in making public programs that are beneficial for my country or the community I belong to”), Commitment to the public interest (e.g., “Providing quality public services is essential to me”), compassion (e.g., “For me, patriotism includes caring for the welfare of others”) and self-sacrifice (e.g., “I believe in putting duty above self-interest”).

Job Performance
Job Performance variable measured using The Individual Work Performance Questionnaire (IWPQ) developed by Koopmans (2015). Individual respondents responded to each item using a Likert Scale (1=strongly disagree; 5=strongly agree). The questionnaire consists of three main dimensions of job performance with a total of 18-item questions: task performance (e.g., “I managed to plan my work so that I finished it on time”), contextual
performance (e.g., “I actively participated in meetings and/or consultations”), and counterproductive work behavior (e.g., “I talked to people outside the organization about the negative aspects of my work”).

IV. RESULTS AND ANALYSIS

The main objective of this study is to examine the direct effect of Public Service Motivation (PSM) on the performance of public service employees. Table 1 presents descriptive statistics of each variable and its dimensions. The data for each dimension of PSM shows compassion is in the “very high” category with the value mean highest of 4.8 compared to the other four dimensions, followed by attraction to policymaking. Frederickson and Hart (1985) said the primary motive for someone who works as a civil servant is called patriotism of benevolence; it is “an extensive love of all people within our political boundaries and the imperative that they must be protected in all of the basic rights granted to them by the enabling documents.” The term has the same meaning as compassion (Budiyanti et al., 2019). For attraction to policymaking, these results show that respondents are interested in making the programs they do work useful for the wider community and feel happy when people get the benefits.

As for Job Performance, the counterproductive work behavior dimension shows a value of mean "high." Based on the items in the questions presented, there are exciting things that unfortunately cannot be answered in this study. There are respondents (10-15%) who complain of minor problems related to work at work, talking to coworkers about negative aspects of employment, including focusing on negative things compared to positive things about the workplace.

Table 1. Descriptive Statistics

<table>
<thead>
<tr>
<th>Variables/Dimensions</th>
<th>Standard Deviation</th>
<th>Mean</th>
<th>Category</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public Service Motivation</td>
<td>1.16</td>
<td>4.53</td>
<td>Very High</td>
</tr>
<tr>
<td>PSM Dimensions</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Attraction to policy making</td>
<td>0.89</td>
<td>4.61</td>
<td>Very High</td>
</tr>
<tr>
<td>Commitment to public interest</td>
<td>1.21</td>
<td>4.30</td>
<td>Very High</td>
</tr>
<tr>
<td>Compass</td>
<td>1.09</td>
<td>4.64</td>
<td>Very High</td>
</tr>
<tr>
<td>Self-sacrifice</td>
<td>1.44</td>
<td>4.53</td>
<td>Very High</td>
</tr>
<tr>
<td>Job Performance</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Job Performance Dimensions</td>
<td>1.18</td>
<td>4.62</td>
<td>Very High</td>
</tr>
<tr>
<td>Task performance</td>
<td>1.1</td>
<td>4.90</td>
<td>Very High</td>
</tr>
<tr>
<td>Contextual performance</td>
<td>0.82</td>
<td>4.81</td>
<td>Very High</td>
</tr>
<tr>
<td>Counterproductive work behavior</td>
<td>1.62</td>
<td>4.15</td>
<td>High</td>
</tr>
</tbody>
</table>

Note: The measurement scale uses a Likert Scale 1-5; so that the range between 4.21-5.00 is included in the “Very High” category

The validity and reliability test results showed adequate results because factor loadings had a value > 0.5; AVE 0.5; and the Fornell-Larcker Criterion indicated the AVE root value was more significant than the correlation between latent constructs. In addition, the value of Composite Reliability and Cronbach's Alpha for the PSM variable (and its dimensions) and Job Performance shows 0.7. These results indicate that the outer model has passed the validity and reliability tests. Furthermore, the results of the model suitability test show that the research model is a fit model, meets the model suitability criteria and shows a model with good quality (Average Path Coefficient/APC 0.291, <0.01); (Average R-Squared/ARS 0.78, <0.01); (Average Adjusted R-Squared/AARS 0.63, <0.01), and (Tenenhaus Goodness of Fit/GoF 0.735). Results of testing the structural model (inner model) showed high levels of power within the limits of the model requirements of the R²=0.67 (R² Public Service Motivation 0, 72, ρ <0:01; R² Job Performance of 0. 76, ρ <0:01). After testing the outer model, fit-model, and inner model, the next step is to test the hypothesis. Table 2 presents the results of hypothesis testing using SEM-PLS and shows all supported hypotheses.
Once. As private organizations, employees are a strategic resource. Community satisfaction can be related to a criminal act. If it is not related to a criminal act, it can be followed up by the Traffic Unit, Intelligence and Security Unit, and other units related to the report. Police members must provide the best service in receiving messages so that community satisfaction can be genuinely felt and provide benefits or ease the burden on the community who reports on an incident. Good communication by members of the police is the main attraction in providing services to the community to be helped.

Respondents in this study were dominated by respondents from State Administrative Institutions (State Institutions and/or Government Institutions and/or Administrative Work Units in their environment). In Indonesia, for example, in The Indonesian National Police (Indonesian: Kepolisian Negara Republik Indonesia, officially Indonesian State Police, shortened as POLRI) there are various public services carried out by police members to the community, one example of which is the Integrated Police Service Center (Sentra Pelayanan Kepolisian Terpadu/SPKT). SPKT accepts reports or complaints from the public on an incident either directly or indirectly experienced by the community. In this service, members of the police must provide the best service when there are people who will make a report. The service begins by giving a smile and greeting, and then it is continued by receiving a piece of information on an incident. Police officers must be able to provide solutions to these reports. For example, it will be followed up by the Criminal Investigation Unit if it is related to a criminal act. If it is not related to a criminal act, it can be followed up by the Traffic Unit, Intelligence and Security Unit, and other units related to the report. Police members must provide the best service in receiving messages so that community satisfaction can be genuinely felt and provide benefits or ease the burden on the community who reports on an incident. Good communication by members of the police is the main attraction in providing services to the community to be helped according to their expectations.

### V. DISCUSSION

This paper aims to determine whether the level of PSM owned by public service employees leads to positive work behavior to encourage high individual performance. As private organizations, employees are a strategic resource to achieve individual performance, which accumulates into organizational performance. Hidayati and Sunaryo (2019) stated that public organizations have a high dependence on human behavior and the outputs. PSM researchers (e.g. Belle, 2012; Hidayati & Sunaryo, 2019) showed a positive relationship between PSM and employee performance. Since 1990, Perry and Wise (1990) have suggested that PSM will positively connect with individual performance. Work-related to public services will provide intrinsic motivation for individuals who have high PSM. Employees will have the perception that the work they do has a significant impact on society. In this study, the four dimensions used in the conceptualization of PSM developed by Perry and Wise (1990, 1996) show a positive influence in encouraging employee performance. In this study, interest in policymaking, commitment to the public interest, compassion, and self-sacrifice encourage public service employees to improve task performance and contextual performance and reduce counterproductive behavior.

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### VI. CONCLUSION

This study aims to investigate the effect of Public Service Motivation on the performance of public service employees. The results of the survey confirm the following. First, testing each dimension of PSM, which includes policy making, commitment to the public interest, compassion, and self-sacrifice, positively supports employee public services. Second, although this study does not examine each PSM dimension to each Job Performance dimension (task performance, task contextual, and counterproductive behavior), these results can indicate that organization can prevent the emergence of counterproductive behavior by encouraging high PSM. The results imply that the organization has a vital role, so the employees have a high and stable PSM.

One example of good practice currently being carried out in POLRI is the existence of the National Police Chief's priority program called "POLRI Precision (Indonesian: POLRI Presisi)" namely: Predictive, Responsibility, Fair Transparency to organize institutions, make changes to organizational systems and methods, making the National Police human resources superior in the 4.0 era, changes in modern police technology, improved performance in maintaining security and public order, increasing law enforcement performance, strengthening POLRI support in handling Covid-19, as well as national economic recovery. Specifically, there are 16 priority programs for the National Police Chief, one of which is specifically mention “Improving the Quality of Police Public Services.” As the top leader, the National Police Chief also said that public services are not just jargon but must be felt by the community.

<table>
<thead>
<tr>
<th>Hypothesis Testing Results</th>
<th>Relations</th>
<th>Beta</th>
<th>P-value</th>
<th>Conclusion</th>
</tr>
</thead>
<tbody>
<tr>
<td>H₁</td>
<td>Attraction to policy making → Job Performance</td>
<td>0.320</td>
<td>0.000</td>
<td>Supported</td>
</tr>
<tr>
<td>H₂</td>
<td>Commitment to public interest → Job Performance</td>
<td>0.281</td>
<td>0.000</td>
<td>Supported</td>
</tr>
<tr>
<td>H₃</td>
<td>Compassion → Job Performance</td>
<td>0.515</td>
<td>0.000</td>
<td>Supported</td>
</tr>
<tr>
<td>H₄</td>
<td>Self-sacrifice → Job Performance</td>
<td>0.472</td>
<td>0.000</td>
<td>Supported</td>
</tr>
</tbody>
</table>

Table 2. Hypothesis Testing Results
community (https://www.menpan.go.id/site/berita-terkini/kapolri-pelayan-publik-jangan-just-just-jargon). Therefore, it is important from a theoretical perspective to contribute to developing research to provide input, especially in improving public services.

Limitations of Research and Suggestions for Further Research

This study has several limitations. First, the research focuses on the linear relationship between PSM and the performance of public service employees. That limitation means that this research has not answered the importance of contextual factors that can cause PSM not optimally to encourage performance. This situation is critical because if these factors are not recognized and tested for their existence in the organization, it will decrease employee performance for unknown reasons; and then impact its poor performance. It is suggested that further research can use moderating variables in the research model. Second, this research uses cross-sectional data, so we can't draw causal conclusions between the variables tested so that further researchers can strengthen internal validity by using an experimental research design.

Another thing, further research can use a longitudinal study design to understand the possibility that PSM owned by public service employees is dynamic and can experience ups/downs. Furthermore, other researchers can test the relationship between PSM and Job Performance for each dimension. If this is done, it will identify the motivational dimensions that have a better influence on each employee performance dimension when using The Individual Work Performance Questionnaire (IWPQ) instrument.

Another limitation is that the subjective measurement in this study uses perception and can lead to common method bias. The respondent can have a “high korsa spirit” so that the answer tends to be positive even though the respondent fills out a voluntary and anonymous questionnaire. Finally, the results of this study require a careful generalization of the results because this research is dominated by employees from the category of public service organization, respondents who come from State Administrative Institutions (State Institutions and/or Government Institutions and/or Working Units in their environment). 87% and involving the majority of respondents with male gender (89%). Therefore, further researchers can examine whether there are differences in PSM for respondents from different categories of public service organization or the influence of demographic factors (e.g., gender, years of service, last education level) to PSM level.

REFERENCES