PUBLIC SERVICE MOTIVATION AND ITS EFFECT ON THE AFFECTIVE COMMITMENT OF PUBLIC SERVICE OFFICERS

Neuneung Ratna Hayati, Andry Fran Ferdyawan, Yopy Mulyawan Suryawibawa
Master in Management, Postgraduate School, Widyatama University, Bandung, Indonesia

ABSTRACT

Researchers in organizational behavior have conducted many empirical tests on the influence of motivation that drives the emergence of behavior in the workplace. Specifically, this study was conducted to investigate the motivation of employees in public services using the concept of Public Service Motivation (Perry, 1996) and its relationship to Affective Commitment using an instrument developed by Alan and Meyer (1990). This study was conducted using a quantitative survey involving 268 respondents across three different service area: administrative services, public goods services, and public services. Data analysis was carried out at the individual level, using the PLS-SEM analysis technique. The analysis results show that there are only three dimensions of Public Service Motivation (attraction to policymaking, commitment to the public interest, and compassing) that positively influence the affective commitment of public service employees. In this study, self-sacrifice is not supported can affect Affective Commitment. Based on the category of public service providers, the respondents of this study only involved employees from State Administrative Institutions (State Institutions and/or Government Institutions and/or Organizing Work Units in their environment) so that the generalization process of the results of this study must be carried out with caution. This research contributes by providing empirical support regarding the critical role of Public Service Motivation in employee outcomes, specifically the emergence of Affective Commitment in the Indonesian context.

Keywords: Public Service Motivation, Affective Commitment, Public Service, Indonesia

I. INTRODUCTION

The government continues to encourage public service organizations to make improvements to provide superior services to the community. The Ombudsman of the Republic of Indonesia, as a state institution that carries out supervision of public services campaigns for the tagline "Dare to Report is Good (Indonesian: Berani Lapor itu Baik)" so that the public as service users dare to report if there are services that are not appropriate. Many efforts have been made to improve the management of public services: changing the pattern of service management, including adopting various good ideas and practices that occur in the private sector. For example, in the in the Indonesian National Police (POLRI stands for Kepolisian Negara Republik Indonesia, which translates as "State Police of the Republic of Indonesia) by utilizing advances in information technology through the development of the “PolisiKu” application as an application designed as an intermediary for police assistance to the public. This is done because people’s expectations for the performance of quality public services are getting higher. Government Regulation of the Republic of Indonesia Number 96, 2012 concerning the Implementation of Law Number 25, 2009 defines public services as an activity or series of activities in the context of fulfilling service needs following laws and regulations for every citizen and resident of goods, services, and/or administrative services provided by public service providers. In particular, this study was conducted to provide input to stakeholders regarding the factors that public service employees must possess to encourage positive behavior when carrying out their duties and work.

Vandenabeele and Schott (2020) stated that a critical asset that is valuable in determining the success of a public service organization is individual employees who are motivated when carrying out their work. For almost three decades, attention to Public Service Motivation (PSM) has increased as a theory that explains that those who work in public services have different motives or needs from those who work in non-public service. These needs will indeed be satisfied when they work in the public sector. For a long time, Rainey and Steinbauer (1999) put forward various propositions regarding the need for conditions that will support the effectiveness of public services. One of the studies mentioned the importance of organizational members having PSM: high levels of “Effective government
agencies have high levels of motivation among their members, including high levels of public service motivation, mission motivation, and task motivation. “Based on that, this research focuses on PSM that will have an effect in public service employees’ attitude.

The concept of PSM was developed by James Perry (Perry, 1996; Perry & Wise, 1990), who defines PSM as “an individual's predisposition to respond to motives grounded primarily or uniquely in public institutions and organizations.” Perry explained that someone is identified as having PSM when that person has an attraction to policymaking, commitment to the public interest, compassion to work for the community rather than material things, and self-sacrifice to complete tasks and work. Many researchers have conducted empirical tests involving different contexts, including in Indonesia (e.g., Andersen et al., 2014; Budiyanti et al., 2019; Moynihan & Pandey, 2007). Therefore, investigating this topic is essential because conceptually, PSM is a fundamental aspect for other HR management, such as the payroll system, recruitment, performance, and whistleblowing (Camilleri & Van Der Heijden, 2007).

This article discusses theoretical issues and systematically analyzes the potential relationship between PSM and one of its outcomes, organizational commitment. Meyer and Allen (1991) revealed that organizational commitment as a psychological state has at least three separate components, each of which reflects (a) affective commitment, (b) continuance commitment, and (c) normative commitment. This study focuses on Affective Commitment (AC) which is thought to be more precisely related to PSM compared to other forms of organizational commitment (Mohamed et al., 2006; Meyer et al., 1993). When an employee in public service has a PSM at a high level, it will encourage his desire to have a psychological attachment to a positive organization.

PSM triggers intrinsic motivation that can cause a person to affiliate with organizational goals and still want to be part of the organization. (Horton et al., 2012) expressed a conjecture: if a person is currently interested in a career in the public sector, it is often due to the work factor, not because of an interest in the essence of the public services provided. Individuals who work in public services can no longer have normative or affective commitments but are more interested in specific work conditions, including income (salary), as one of the primary arguments for this research. Empirically, this study assesses the relationship between the four dimensions of PSM and AC involving public service employees in various positions. The purpose of this essay is to respond to the research question: “Can Public Service Motivation (assessed using four dimensions: attraction to policymaking, commitment to the public interest, compassion, and self-sacrifice) strengthen public service individuals' Affective Commitment?” The investigation carried out in the PSM research study responds to testing PSM in the Indonesian context by involving various positions of public service employees.

II. LITERATURE REVIEW

Perry (1996) examined around 400 people, including managers and employees from a variety of government and business organizations, as well as graduate and undergraduate students. These results conceptualize PSM as a construct with a multifaceted dimension, which includes attraction to policymaking, commitment to the public interest, compassion, and self-sacrifice. Perry found that when all of these factors are at a high level, it will encourage employees to provide adequate services to the community, society, and the public in a kind, law-abiding, compassionate, and self-sacrificing way. Perry and Wise (1990) argue that employees who work in the public sector will focus more on the intrinsic rewards and benefits obtained when providing services to the community and the public than employees who work in the private sector due to their PSM. Several researchers express the ambiguity of the operational definition of PSM with intrinsic motivation. The two concepts are by definition similar, but PSM is a specific concept in public service.

In general, experts agree that motivation is an energetic force that drives employees' work effort. That is, motivation is something that can explain why people do their jobs. Several widely referenced researchers agree that individual motivation leads to the formation of organizational commitment (Colquitt et al., 2015; Pinder, 1998). The concept of organizational commitment explains why individuals stay in specific organizations and do their jobs. Commitment then becomes one of the critical factors in the workplace that will encourage individual performance if it is at a high level. Employee commitment is critical for businesses with limited resources to provide economic-based benefits because employees with strong commitment are more likely to continue to participate positively in the organization even if they are unhappy with their wage, facilities, or supervisors (Crewson, 1997). Affective commitment is related to intrinsic motivation (Huang, 2015; Ritz et al., 2016). The argument from Meyer and Herscovitch (2001) states that "that any personal or situational variable that contributes to the likelihood that an
individual will become intrinsically motivated in the course of action will contribute to the development of affective commitment.” Affective commitment is the psychological attachment of employees to the organization that is positive. That is, employees, affiliate themselves with organizational goals and still want to be part of the organization. Therefore, when someone who works in public services has an interest in public policy, has self-sacrifice when carrying out his duties and work, compassion in serving the public, and commitment to service for the community, it will increase his emotional attachment to the organization.

Based on these arguments, the hypothesis proposed in this study is as follows:

H1. Attraction to policymaking can encourage the affective commitment of public services employees.

H2. Commitment to the public interest has a positive influence on the affective commitment of public services employees.

H3. Compassion has a positive impact on the affective commitment of public services employees.

H4. Self-sacrifice has a positive impact on the affective commitment of public services employees.

III. METHODOLOGY

Sample and Procedure

Respondents involved in this research are public service employees, including 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 respondent criteria used are permanent employees and have a minimum of 1 year of service in the same organization. To minimize bias, filling out the questionnaire is anonymous and voluntary. If the respondent is not comfortable with the question being asked, then the respondent can’t continue. The researcher only used respondents from State Organizing institutions (State Institutions and/or Government Institutions and/or Organizing Work Units in their environment) for generalization purposes in this study.

The testing technique used is the Structural Equation Model (SEM) with the sample size following the rule of thumb that other researchers have often used, the “10-times rule.” Hence, the minimum sample size is 200 respondents (a total of 20 items). The total number of respondents is 268 respondents. Based on the category of the scope of public services, the majority of respondents (62%) are in public services, the rest are in administrative services (30%), and public services (8%). In addition, this study was dominated by male participants (97%) who were in the age range of fewer than 30 years (13%), 30-39 years (47%), and the rest were more than 39 years as 40%. Overall, the majority of respondents have an educational background of Strata 1 (59%) and Diploma/high school/equivalent (39.5%). Majority of respondents (52%) have worked for 10-20 years, 37% for more than 20 years, and 11% for less than ten years.

Measures

Before the survey was conducted, the research instrument first underwent a back-translation process due to the tool built not using Indonesian (Brislin, 1986). The measurement instrument used in this research adopts previous research with a high level of measurement validity. The total measurement items in the questionnaire are 20 questions. The unit of analysis is at the individual level so that the results obtained lead to how the PSM owned by the public services employee encourages affective commitment.

Public Service Motivation

Public Service Motivation (PSM) measurement used in this research is adopting an instrument built and validated by Perry (1996). The questionnaire consists of four dimensions that are used to determine respondents’ perceptions of PSM. Individual respondents responded to each item using a Likert Scale (1=strongly disagree; 5=strongly agree). The questionnaire consists of 14 indicators derived from four dimensions: 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., “Organizing public services quality 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 my duty above my own interests”).
Affective Commitment

Affective Commitment measurement uses a scale developed by Alan and Meyer (1990). Individual respondents responded to each item using a Likert Scale (1=strongly disagree; 5=strongly agree). The questionnaire consists of a 6-item scale with several reverse questions, such as: “I would be very happy to spend the rest of my career in this organization”; I do not feel like “part of my family” at this organization (R); I do not feel a strong sense of belonging to this organization (R).

IV. RESULTS AND ANALYSIS

This study aims to examine the direct effect of Public Service Motivation on Affective Commitment based on perceptions of public service implementers, specifically in organizations in the category of State Administrative Institutions (State Institutions and/or Government Institutions and/or Organizing Work Units in their environment). Table 1 presents descriptive statistics of each variable and its dimensions. The data for each dimension of PSM shows that commitment to the public interest is in the high category with a value of a mean 4.8 compared to the other three dimensions. As for affective commitment, the value mean is in the high category.

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>1.26</td>
<td>4.55</td>
<td>Very High</td>
</tr>
<tr>
<td>Dimensions of PSM</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Attraction to policymaking</td>
<td>1.01</td>
<td>4.59</td>
<td>Very High</td>
</tr>
<tr>
<td>Commitment to public interest</td>
<td>1.32</td>
<td>4.78</td>
<td>Very High</td>
</tr>
<tr>
<td>Compassion</td>
<td>0.95</td>
<td>4.71</td>
<td>Very High</td>
</tr>
<tr>
<td>Self-sacrifice</td>
<td>1.46</td>
<td>4.10</td>
<td>High</td>
</tr>
<tr>
<td>Affective Commitment</td>
<td>1.14</td>
<td>4.35</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

Source: Primary Data, 2021

The validity and reliability test results showed satisfactory 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 Composite Reliability and Cronbach’s Alpha values for PSM variables (and their dimensions) and affective performance showed 0.7. These results indicate that the outer model has passed the validity and reliability test. Furthermore, the results of the model suitability test show that the research model is a fit model. Model meets the model suitability criteria and offers a good quality (Average Path Coefficient/APC 0.288, p<0.01); (Average R-Squared/ARS 0.74, <0.01); (Average Adjusted R-Squared/AARS 0.71, <0.01), and (Tenenhaus Goodness of Fit/GoF 0.685). Results of testing the structural model (inner model) showed high levels of power within the limits of the model requirements of the R²=0.73 (R² Public Service Motivation 0, 76, p <0:01; R² Affective Commitment of 0. 64, p <0:01). The next step is to test the hypothesis with the results presented in Table 2 that hypothesis testing using SEM-PLS shows the fourth hypothesis that the dimension self-sacrifice will encourage affective commitmentis not supported.

Table 2. Hypothesis Testing Results

<table>
<thead>
<tr>
<th>Relations</th>
<th>Beta</th>
<th>P-value</th>
<th>Conclusion</th>
</tr>
</thead>
<tbody>
<tr>
<td>H₁ Attraction to policy making</td>
<td>0.440</td>
<td>0.000</td>
<td>Supported</td>
</tr>
<tr>
<td>Affective Commitment</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>H₂ Commitment to public interest</td>
<td>0.120</td>
<td>0.000</td>
<td>Supported</td>
</tr>
<tr>
<td>Affective Commitment</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>H₃ Compassion</td>
<td>0.640</td>
<td>0.000</td>
<td>Supported</td>
</tr>
<tr>
<td>Affective Commitment</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>H₄ Self-sacrifice</td>
<td>0.855</td>
<td>0.11</td>
<td>Supported</td>
</tr>
<tr>
<td>Affective Commitment</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
V. DISCUSSION

This article is a study to examine the relationship between PSM and organizational commitment, explicitly reviewing the dimensions of PSM (Perry, 1996) with Affective Commitment (AC). PSM and AC have significant implications for public services and organizations providing public services. PSM focuses on motives associated with public institutions and organizations. Perry (1996) argues that an individual's level and type of PSM and the motivational composition of an employee in a public service organization influence individual choices about work, performance, and organizational effectiveness. When the four dimensions (attraction to policymaking, commitment to public interest, compassion, and self-sacrifice) have a high level, it will encourage positive attitudes and behaviors, specifically in this study towards AC. In general, the test results using SEM show that respondents’ perceptions of the PSM dimensions significantly positively impact affective commitment, except for self-sacrifice.

Public service employees who have high motivation have encouragement that comes from the belief that the work provided excellent benefits and includes the wider community can increase the effectiveness of public services carried out with limited resources (Van der Wal, 2015). Self-sacrifice is a PSM dimension representing the willingness to substitute service to others for tangible personal rewards (Perry, 1996). Perry cited President Kennedy's words, "Ask not what your country can do for you; ask what you can do for your country," as a self-sacrifice motivation. That statement shows the willingness of public service employees to give up financial rewards for intangible rewards that they will receive due to serving the public. On the other hand, AC is an employee's emotional bond that determines dedication and loyalty to the organization. Employees who have high AC will cause themselves to have a sense of belonging and identify themselves, thereby increasing their involvement in organizational activities, the desire to achieve goals and stay in the organization (Meyer & Allen, 1991; Rhoades et al., 2001).

For example, one form of public service in POLRI is the Integrated Police Service Center (Sentra Pelayanan Kepolisian Terpadu, SPKT). SPKT provides police services to the community in receiving and first handling reports/complaints, police assistance/assistance services, and related functions visiting crime scenes. To carry out security activities and crime scene processing by applicable laws and regulations. SPKT is a form of public service improvement carried out in an integrated manner so that the community increasingly has the convenience of obtaining police services. Another thing, many public service organizations implement the so-called program to realize the zone of integrity to move towards a Corruption-Free Region and a Clean Serving Bureaucratic Region. These various improvement efforts can be acknowledged if the working employees have a high affective commitment as the impact of their PSM.

However, the results of the study found no empirical evidence that self-sacrifice significantly increases affective commitment. This result needs to be investigated further by paying attention to the specific employment sector. One of the limitations of this not yet comprehensive research design is that the respondent's profile does not dig deeper. Anderfuhen-Biget et al. (2014) note that workers in the health, education, or social work sectors may have a higher likelihood of caring or self-sacrifice. These attitudes are formed due to the influence of the organization's mission that shaped them, including the characteristics of work that involve empathy to meet the needs of others. Unfortunately, while in this study, the researcher could not indicate specifically the service sector came the respondent's institution. Therefore, further research can design a more comprehensive analysis by comparing the differences in the characteristics of mission/objectives between industries.

VI. CONCLUSION

Conclusion

This study investigates the effect of Public Service Motivation on the Affective Commitment of public service employees. The main results supported only three of the four dimensions of PSM developed by Perry (1996): policymaking, commitment to the public interest, and compassion affect affective commitment positively. The self-sacrifice dimension does not affect the air conditioner significantly. However, the authors are cautious for generalization, considering that respondents cannot be traced based on the services. Therefore, a more comprehensive investigation is needed by distinguishing more specifically the differences in service categories or between different sectors.

Surprisingly, based on descriptive data, some results occur beyond the researcher's predictions related to the average response value on question items regarding Affective Commitment. For question items (a) I feel as if this organization's problems are my own; (b) I do not feel like “part of my family” at this organization; (c) I do not feel
“emotionally attached” to this organization; and (d) I do not feel a strong sense of belonging to this organization, the average respondents' answers are in the medium category. Based on these results, this study will be able to encourage further research to explore the factors that underlie these results.

Overall, the results of this study provide recommendations to decision-makers in the organization. First, suppose the organization expects a high Affective Commitment from implementing public services. In that case, the empirical results of the organization provide support in meeting the needs of implementers to be involved in policymaking and encouraging executive commitment that the work carried out provides broad and meaningful benefits for the community by providing full service—love, empathy, not self-interest. Organizations must integrate these things into the HR Management system, for example, during the recruitment and selection process, providing coaching and/or mentoring, or programs that increase the awareness of public services employees.

Limitations of Research and Suggestions for Further Research

We recognize the limitations of this study. First, this study was conducted to generalize the findings with a representative sample. One thing to note, this research uses a sample of respondents who come from State Institutions and/or Government Institutions and/or Organizing Work Units in their environment. However, we omitted specific respondent profiles such as: “what is the field of public services they worked (e.g., education, health, security?)” So it is not easy to conduct a more in-depth investigation to see whether there are specific organizational characteristics that can explain the results, especially when the self-esteem dimension is sacrifice is not supported empirically in this study.

Second, this study relies on subjective judgments, so there may be a possibility of bias on the part of the respondents. Respondents in public services are often nurtured to increase the spirit of corps so that bias filling is possible; namely, the answers tend to be positive and normative. Third, this research is limited to State Institutions and/or Government Institutions and/or Organizing Work Units in their environment; At the same time, there are still three other categories of public service providers that are not included, so we do not know how this result is for respondents in different types. Fourth, we only measure the direct effect of PSM on Affective Commitment. Future studies can examine the impact of PSM on organizational commitment more comprehensively.

REFERENCES