
Behavioral Approach On Public Sector Management

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Abstract

The concept of public administration evolved along with the increasing demands of improving public services, especially the quality of public employees. This condition requires a behavioral approach in managing the motivation of public employees who are able to encourage job satisfaction and extra-role behavior. However, research on the concept of public sector motivation (PSM) on the attitudes and behavior of public employees provides inconsistent results. This study aims to examine the effect of PSM on job satisfaction and organizational citizenship behavior (OCB) on public sector's employees in Central Java. Using survey-based quantitative analysis, this study provides empirical evidence about the effect of PSM on job satisfaction and OCB. The findings of this study contribute to the public administration literature by providing guidance in encouraging employees behavior and positive behavior in the context of public organizations

Keywords

Organizational Citizenship Behaviour; Public Sector Motivation; Job satisfaction

INTRODUCTION

The study of public sector motivation starts with the concept of the New Public Management (PSM) that has not holistically explained the mechanism for improving the performance of public organizations (Lapsey, 2009). This statement agrees with the Meek's opinion (2010) about the challenges in improving the quality of public services due to the strong tradition of bureaucracy. This condition causes minimal attention to motivational aspects that influence the individual behavior in public sector. Through an in-depth literature review, Grimmelikhuisen (2017) concluded that psychological and behavioral aspects need to be integrated in public administration studies.

The development of PSM concept could be found in various research results regarding its influence on the attitudes and behavior of public sector employees. Kim's research (2006) in the public sector in Korea proved that PSM influenced on organizational commitment, job satisfaction and organizational citizenship behavior (OCB). This finding was confirmed by the results of the Cun's study (2012), which concluded that PSM had an effect on job satisfaction and OCB of public employees in Korea. This study explained that JSM's influence on job satisfaction and OCB was primarily determined by rational motives. They were

career choice and professional readiness. However, a study conducted by Liu et al (2008) explained that the aspect of commitment to the public interest in PSM had no effect on job satisfaction. The results of this research were confirmed by the study of De Juana-Espinosa & Rakowska (2017) which explained that PSM did not significantly influence job satisfaction. The research that was carried out on public employees in Spain and Poland explained that the component of intrinsic motivation in PSM did not encourage the enhancement of job satisfaction so that it was mainly viewed by the perception of justice. According to the various studies above, this study aims to examine the public influence of the motivation sector on job satisfaction and OCB of public employees.

Public Sector Motivation

The concept of public sector motivation explained the individual's orientation in providing services to the public in order to achieve prosperity (Perry & Hondgehem, 2008). Previously, Perry & Wise (1990) provided the construction of public sector motivation (PSM) using three main components. They were rational, norms-based and affective. This concept was deepened by Kim & Vandenabeele (2010) in three categories. They were instrumental, value-based and identification. Regarding the

measurement of PSM, Perry (1996) developed the instrument including a component of interest in the formulation of public policy, commitment to the public interest, concern and self-sacrifice. This instrument was then refined by Kim and Vandernabeele (2010) including content of public participation (APP), commitment to public value (CPV), concern (COM) and self-sacrifice (SS).

Job Satisfaction

Job satisfaction was related to a positive statement that came from assessing an individual's work experiences or the work itself (Locke, 1976). Borgaza and Depedri's research (2005) stated that employees felt a higher job satisfaction in the public sector. This was due to the fulfillment of intrinsic motivation that was greater than salary (Benz, 2005) and the fulfillment of the need for social aspects (Babin & Boles, 1996). Job satisfaction categorization included payroll, promotion of colleagues, supervisors and the work itself. Judge and Church (2000) concluded that the characteristics of work itself were the main determinant of job satisfaction from the various studies of it. This statement agrees with the opinion of Houston (2006) which explained that managers in the public sector needed to focus in providing opportunities for employees to demonstrate the quality public services

Organizational Citizenship Behaviour

The construct of organizational citizenship behavior (OCB) referred to employees behavior in contributing to the whole effectiveness of the organization (Organ, 1997). Related to the employees behavior, organizational effectiveness was influenced by components related to formal and informal roles within the organization (Anggraeni, 2014). OCB's behavior was not limited to the responsibilities according to the job descriptions, however it exceeded what was required in the formal role of employees in the organization. Through a literature review of the research results from 1993-1999, Podsakoff et al. (2000) explained the concept of OCB in various types, such as helpful behavior, sportsmanship, organizational loyalty, organizational compliance, individual initiative, civic virtue, and self-development.

The Effect of PSM on Job Satisfaction and Organizational Citizenship Behaviour

The effect of PSM on job satisfaction was tested in Taylor (2007) research. The analysis of each PSM dimensions on the various attitudes of public employees concluded that job satisfaction was the most significant value attitude in public services. The explanation in this study referred to the opinion of Schneider and Vault (1993) that public employees had gained job satisfaction from intrinsic motivation in their work. In a wider context, intrinsic motivation had a significant effect on job satisfaction to public sector employees (Bullock et al., 2015). PSM influenced the job satisfaction on public employees at low and high level positions (Cun, 2012). The research results concluded that for employees with low and high level positions, job satisfaction tended to be high. For employees at the middle level, job satisfaction was not as high as low and high levels employees of office. It was due to its divided role and prioritizing the altruistic component (OCB). This dimension referred to the individual's desire to build coworkers in solving the work problems (Anggraeni, 2018). According to the review of the effect of PSM on job satisfaction and OCB, the research hypotheses include:

H1. Public sector motivation has a positive effect on job satisfaction

H2. Public sector motivation has a positive effect on organizational citizenship behavior

Based on the description of the results of empirical research and the formulation of hypotheses, the research framework is presented as follows:

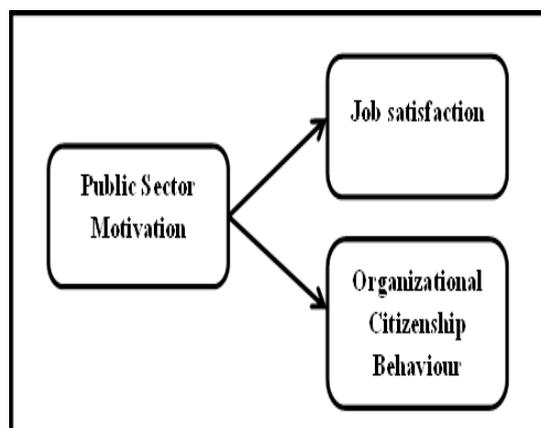


Figure 1. Research Framework

RESEARCH METHODS

This study examined two hypotheses, related to the effect of PSM on job satisfaction and OCB using a quantitative approach with survey methods and purposive sampling. The data was obtained through questionnaires. They were distributed to 240 Government employees in Banyumas Regency, Central Java. The item questions included the dimensions of the PSM construct, job satisfaction and OCB with closed and open questions. The measurement of the PSM construct used an instrument developed by Kim & Vandenberg (2010). Job satisfaction used the instrument formulation of Bono & Judge (2003). OCB measurements adopted the Organ's instrument (1998). The instrument in the questionnaires used a Likert scale 1 to 7 and the data analysis design used regression techniques.

RESULTS AND DISCUSSION

There were 240 respondents in this study, dominated by men (67, 5%). They were between 31-40 years (30.4%). Most of them had a Bachelor's level of education (82.9%) with the length of work 11 -15 years (42.1%). The characteristics of the respondents were presented as follows:

Table 1. Respondents Characteristic

Charact.	Category	Number of Resp	Percent.
Gender	Man	162	67,50%
	Woman	78	32,50%
Age	<20	9	3,75%
	21 – 30	71	29,58%
	31 – 40	73	30,42%
	41 – 50	69	28,75%
	>50	18	7,50%
Education Levels	Senior High School	37	15,42%
	Undergraduate	199	82,92%
	Postgraduate	4	1,67%
Length of Work	1 – 10	92	38,33%
	11 – 20	101	42,08%
	21 – 30	47	19,58%

The next stage was related to the analysis of data validity and reliability. Based on alpha coefficient and r value (r table 0.1267), it could be concluded that the instruments in the study were valid and reliable. The test results were presented in the following table.

Table 2. Validity Test Result and Instrument Reliability

Construct	Cron. Alpha	Indicators	r Val.
PSM	0.771	Attraction To Public Participation	0.337
		Commitment to Public Values	0.392
		Compassion	0.413
		Self-Sacrifice	0.375
Job Sat.	0.725	Progress in promotion satisfaction	0.388
		Career success satisfaction	0.425
		Interesting work satisfaction	0.362
		Chance to learn new skill satisfaction	0.372
		OCB	0.712
		Sportsmanship	0.312
		Organizational loyalty	0.384
		Organizational compliance	0.352
		Individual initiative	0.399
		Civic virtue	0.326
		Self-development	0.427

After testing the validity and reliability of the instrument, the next stage was testing the hypotheses. Based on the results of the regression analysis, it can be concluded that hypothesis 1 and 2 were accepted. The description of the test results was presented as follows:

Table 3. Hypotheses Testing Results

Hypotheses	β	Sig	Results
PSM on Job Satisfaction	0.468	0.000	Accepted
PSM on OCB	0.534	0.006	Accepted

Based on the results of hypotheses testing, PSM had a positive and significant effect on job satisfaction. The PSM components were the attraction to public participation and commitment to public values. They were fundamental needs for public sector employees. It could be explained in the concept of person-organization fit which stated that the existence of value congruence with work and values in the organization encouraged employees job satisfaction. The test results also concluded that PSM had an effect on OCB. The PSM dimensions included compassion and self-sacrifice. They were a form of affective commitment from public sector employees. Within the social

exchange framework, it was explained that employees would respond to organizational efforts in providing the fulfillment of affective needs with contributions exceeding formal roles.

CONCLUSION

This study focuses on behavioral approaches in explaining the public sector management. The results of hypotheses testing indicate that PSM has a positive and significant effect on job satisfaction and OCB of public sector employees. The PSM components, which are the attraction to public participation and compassion to public value, are the components of intrinsic motivation. The efforts of increasing the employees satisfaction need to focus on the practice of human resources related to education as this program can internalize public mission, goals and norms to the employees. The managers in the public sector also need to provide opportunities for employees to experience and achieve in completing public service tasks. It will make the employees feel that the work done is meaningful. Theoretically, this study explains the mechanism of the relationship between PSM and job satisfaction using a framework of value conformity and the relationship of PSM and OCB in the social exchange framework social. The future research needs to consider other variables that can be explained using these two theoretical frameworks to enrich the study of PSM with behavioral approaches

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