Literature Review and Conceptual Models Development on Public Services Motivation

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Abstract

Public Service Motivation (PSM) has become a basic important thing in employee's self who work in a public sector organization. It has been previously recognized that behavioural researchers in organizational studies make efforts to develop a new set of motivational theories that only apply in the context of public organization. The purpose of this article is to identify the exploration of various things related to public service motivation. By using literature review, this study identifies preliminary empirical and theoretical literature that particularly discusses public services motivation, particularly for preliminary research including in the category of causality research (cause and effect). Some findings in this study reveal the positive effects of the antecedents of Public Services Motivation that is the most recognizable, which are personal characteristics, job characteristics, and employee perceptions about organization. Furthermore, the main outcome form of Public Services Motivation is attitudes (satisfaction and commitment) and individual behaviour (such as employee performance, turnover intention, and additional role behaviour-ex. OCB (Organizational Citizenship Behaviour)). The results obtained in preliminary empirical outcomes that are shown in the form of theoretical and empirical mapping about antecedents and outcomes of public service motivation, in which could be used as a strong empirical basis of depth study about public service motivation in the future.

Keywords: Public Service Motivation, Antecedent of Public Service Motivation and Outcomes of Public Service Motivation, Literature Review.

I. INTRODUCTION

In general, it is believed that public employees (namely employees who work in public sector organization) are more motivated by feelings of wanting to serve (public) which this is not or rarely found among private employees (Houston, 2000; Perry & Wise, 1990). For example, the state civil apparatus as a public employee is seen can be more motivated by a form of concern for the community, as well as a desire to serve the public interest. In addition, public employees, in this case, are more likely to be characterized by ownership of ethical feelings prioritizing intrinsic rewards than extrinsic rewards (Crewson, 1997).

Researchers have made efforts to develop a new set of motivational theories that only apply in the context of public organizations. This motivation concept which was later recognized as a motivation for public services (Public Service Motivation or PSM) has been used to explain the differences between public and private employees (Perry, 1996; Perry & Wise, 1990). There is no doubt that the concept of Public Service Motivation (PSM) is an empirical concept born of debate between types of organizations but still rooted in the theory of motivation inherent in someone (Brewer, Selden, & Facer II, 2000). In the conception development of public service motivation, this is inseparable from the controversy regarding the concept of Motivation Public Service which is related to the difficulties in adjusting it to the "rational choice" theory that has dominated public administration and related to disciplines (Zey, 1998). While the attention of the government has focused on efforts to attract and retain "the best and brightest" individuals before, without reviewing and considering the extent of the individual's self-motivation to work in the public sector (service to the community). Therefore the attention that develops in academics and researchers has led to important discussions about the factors that can motivate individuals to decide to work in the public sector.

One of the challenges for policymakers and public managers is to rethink traditional assumptions about employee motivation and adopt functional strategies namely strategic human

resource management that can complement rather than weaken the motivation of public services. This challenge seems to be quite significant and complex because someone who is highly motivated to do public service is the biggest asset, but on the other hand, this may be more difficult to manage if the individual believes that the public service mission is being compromised by certain other parties. Employees who feel the main responsibility to the people served and to the community, even the nation and state, but have lower responsibilities than managers and policymakers in public organizations.

Public administration practitioners and academics have long argued that public employees differ from employees in other sectors of American society (Perry & Porter, 1982; Wittmer, 1991). In fact, more and more empirical studies show that public employees are different from their peers who work in the private sector related to work-related values and needs. For example, (Wittmer, 1991) analyzed differences in the ranking of eight prize categories for a sample of 210 employees in public, private, and hybrid organizations. His findings revealed that public and private employees differed significantly related to preferences for higher salary or income, intend to help others, and status.

Meanwhile, (Francois, 2000) has explained that employees who are more motivated by the form of public service motivation, will pay more attention to the results of the work they do. If the efforts made contribute to realizing the planned results, then the motivation of employees will contribute more than part of the effort voluntarily and independently, more than just self-identity as part of a particular organization.

Based on these important points, the focus of this article lies in a more in-depth study of the concept of public service motivation as an independent and dependent variable on previous empirical results, it is viewed from various perspectives both as antecedents or outcomes, and explains what and why need to know about the concept of motivation for public services based on identified empirical and theoretical results.

II. LITERATURE REVIEW

Reviewing about the concept of a certain motivation for public services requires an initial review of the concept of motivation that is more rooted in conventional motivational theories that have been existed before in the study of behaviour in organizations. For example, (Robbins & Judge, 2008) have stated that work motivation theory is divided into two groups based on the period of time developing the concept of work motivation. Some early work motivation theories developed such as Maslow's hierarchy of needs, X and Y theory, expectation theory or expectations and McClelland's theory of needs. (Osteraker, 1999) mentions that motivation theory is based on need, which exists to be used as a guideline for management in order to determine what motivating factors can effectively contribute to the desired way for managers. However, the theory and derivation of Maslow's hierarchy of needs cannot be rejected by this assumption. This is caused by the comparison between theory and work values show that the application method or application of motivation is expired, it is not from the theory itself. If this is true, then the search for new theories of motivation is not justified because generally new theories never overcome the shortcomings of existing theories. The dimensions of motivation can be considered as ascertained and focus on application methods or further application to organizations that are more needed.

Based on the theory that has been conceptualized before, motivation has close relevancy with the attitudes and behaviours possessed by individuals. This attitude can interact with roles, emotions, values, social structures and events that occur around a person, these attitudes can be influenced and changed by behaviour together (Prabowo & Lestari, 2013; Riyadi, 2011). While the study of behaviour has been hindered by the extent to which efforts are made to understand the concept of more comprehensive behaviour. For example, there are many motivational theories, with not only each having its own interpretation of the field, but there is still a sample distribution within each discipline. Psychology, for example, has a tradition its own regulation, personality, and self-motivation, with having each its own nomenclature, structure, and aetiology (Steel & Önig, 2006).

Public services motivations can basically explain a person's behaviour in terms of innate psychological needs of the individual which encourages the conclusion that Public Services Motivation has a basis or foundation in the domain of motivational content theory (Perry & Porter, 1982; Perry & Wise, 1990). (Perry & Wise, 1990) realize that motivation for public services can be

divided into three different categories which can be described analytically as follows: (1) rational motives, (2) normative motives, and (3) effective motives. Rational motives refer to individual actions based on maximizing individual utilities. Norm-based motives refer to actions produced by individuals in their efforts to adjust to prevailing norms. Affective motives refer to actions that are based on emotional responses to various social contexts.

(Perry, 1996) developed a measurement scale for Public Services Motivation in subsequent studies. With a conformity factor analysis, he developed four factors; Three of them are in harmony with the three motives described previously. The four factors are interest in public policy-making (embedded in identification with agency programs and possible advocacy for special interests), which are in accordance with rational motives; public interest (also including citizenship duties) in accordance with normative motives, and compassion that is in accordance with effective motives. The fourth factor, self-sacrifice is included because (Perry, 1996) explains that this has a historical relationship with how one thinks about public service. Since then, many scientists and researchers have used, adopted and adapted Perry's Public Services Motivation dimensions and items to measure Public Services Motivation, and subsequent research more or less confirms this factorial structure, although in some cases there is a stand out difference or more marked noted (Alonso & Lewis, 2001; Kim, 2006, 2010; Wright & Grant, 2010). Research on public service motivation has grown rapidly along with concerns about how to improve the performance of public service officers. Previous researchers not only tried to show the prevalence of public service motivation concept but also studied emerging consequences (Leisink & Steijn, 2008, 2009). There are possibilities for various kinds of behavioural consequences, such as the interest and choice of work in the public sector (Leisink & Steijn, 2008) and willingness to contribute to improving public services.

However, the literature does not always provide adequate explanations in terms of management and leadership. The use of the concept of motivation public services are more commonly recognized as a selection tool, facilitating cooperation in the workplace, conveying the importance of work, and building leadership based on the value of service to the community (Christensen, Paarlberg, & Perry, 2017). They explains five important things for practical implications, as follows: (1) public services motivation should be used as an effective selection tool; (2) supportive workplaces must maintain service values for the community that can encourage employee work outcomes, (3) workplaces can facilitate interaction with beneficiaries, and convey the importance of work, (4) newcomers are given the opportunity to learn public services value, and (5) leaders must communicate and model practically the concept of service value for the community. This lesson is important because it offers evidence that empirically it is important to manage the motivation of public services, especially in combining tactics that can be used to overcome the challenges of employees motivation that work in the public sector.

(Alonso & Lewis, 2001) research is a fairly "monumental" study and is widely recognized as the main research on other public service motivation than (Perry & Wise, 1990) and (Perry, 1996), which is the research reviews public service motivation models that are associated with the performance and merit. The main finding is there is the important evidence that Public Services Motivation positively influences value and performance assessment, clear evidence that the employees are expected to receive material rewards for outstanding performance that achieves higher performance values and ratings, and there is no evidence that the relevancy between material awards and performance problems with employees who have high Public Services Motivation. Basically, Public Services Motivation comes from intrinsic motivation and inherent desire to serve the community. Considering that a high level of morality and Public Services Motivation in employees will produce at a higher level of commitment and performance. Conversely, a lower moral level and Public Services Motivation can lead to increased absenteeism and turnover.

Personal attributes such as education; family life cycle status; organization and job mastery can be seen as socio-historical contexts. Meanwhile, gender; age; salaries and work values can be classified as individual characteristics. (Naff & Crum, 1999) in their study found that the Public Services Motivation score for women was slightly higher than for men. However, employees who have completed at least a bachelor's degree have a higher average Public Services Motivation score than those who haven't. (Moynihan & Pandey, 2007) also found that the strongest predictors were the level of education and professional membership. Furthermore, the status of roles; employee perceptions of the organization (Moynihan & Pandey, 2007); employee-leader relations and job characteristics can be categorized as motivational contexts, and have a positive relationship in all

dimensions of public service motivation (Camilleri, 2007; Moynihan & Pandey, 2007). (Camilleri, 2007) provides some evidence to show that Public Services Motivation for public employees is the main outcome of the organizational environment around these employees. Therefore, in the context of motivational variables, especially those related to organizational regulation, is the most dominant predictor of the Public Services Motivation dimension (Camilleri, 2007; Camilleri & Heijden, 2007).

Many studies have examined the relationship between Public Services Motivation and employee attitudes, especially job satisfaction and organizational commitment (Cerase & Farinella, 2009; Kim, 2010, 2012, Leisink & Steijn, 2008, 2009; Naff & Crum, 1999; Taylor, 2007, 2008). Meanwhile, for employee behaviour at the individual level, Public Service Motivation is known to have important linkages with employee performance (Alonso & Lewis, 2001; Bellé, 2012; Camilleri & Heijden, 2007; Cheng, 2015; Leisink & Steijn, 2009). Several studies on Public Services Motivation and the performance of individual employees have been identified (Leisink & Steijn, 2009) but the critical conclusions presented by Brewer (2008) show that there is a little evidence to support Public Services Motivation links with individual performance. Some research findings afterwards break this. An overview of Public Service Motivation can be linked to the desire to move or stay in the organization (Alonso & Lewis, 2001; Leisink & Steijn, 2008). The extra behaviours such as OCB (Organizational Citizenship Behaviour) can also be considered as a result of public service motivation (Kim, 2006; Koumenta, 2015).

The description of the previous empirical results shows that the motivation of public services is considered to have important links with attitudes and behaviours formed at the individual level. Apart from these individual results, Public Services Motivation has been known as having important links with other results at the organizational level, such as organizational performance (Zhu & Wu, 2016). As another example of Park and Kim (2016), examining the relevance of Public Services Motivation with organizational results mainly focuses on accountability, both internally and externally. In addition, Public Services Motivation has been linked to leadership patterns in organizations, especially in terms of the political leadership quality (Ugaddan & Park, 2017) and the administrative leadership quality (Ugaddan & Park, 2017). Previous empirical findings have explained the importance of Public Services Motivation in making an impact on results at the organizational level. Although the focus is on public sector organizations, Public Services Motivation is believed to also be able to provide indirect results to the performance of non-public or private organizations, especially those engaged in merit or services for the community (Mostafa, Gould-Williams, & Bottomley, 2015). Therefore it is considered important to map a comprehensive model of public service motivation that reviews things related to antecedents or outcome of public service motivation. So that the results of this mapping are expected to provide direction and opportunities for future research in exploring the causal nature of public service motivation.

III. METHOD

As can be explained that the purpose of this research is to identify the exploration of various things related to public service motivation. Hence, this research used literature review method. By using literature review, this study identified preliminary empirical and theoretical literature that particularly discusses public services motivation, particularly for preliminary research including in the category of causality research (cause and effect).

IV. RESULT AND DISCUSSION

The Empirical Model Mapping of Public Service Motivation

The previous empirical findings that have been identified indicate that Public Services Motivation is associated with antecedents that are categorized as personal characteristics (age, education, salary, and years of service), then work characteristics or attributes (autonomy, the importance of tasks, and diversity of skills). Some other antecedents are classified as single, such as emotional intelligence, role ambiguity, employees relations, and employee perceptions of the organization. Meanwhile, the categorical outcome of public service motivation is individual levels in the form of attitudes (job satisfaction, organizational commitment) and behaviour (employee performance, turnover intention, extra-role behaviour or Organizational Citizenship Behaviour, and

knowledge sharing). The motivation of public services has important linkages with organizational performance, as a form of results at the organizational level.

The previous empirical results that were successfully identified were mapped in a comprehensive conceptual model of antecedents and results of public service motivation. The picture of the conceptual model can be illustrated in Figure 1 as follows.
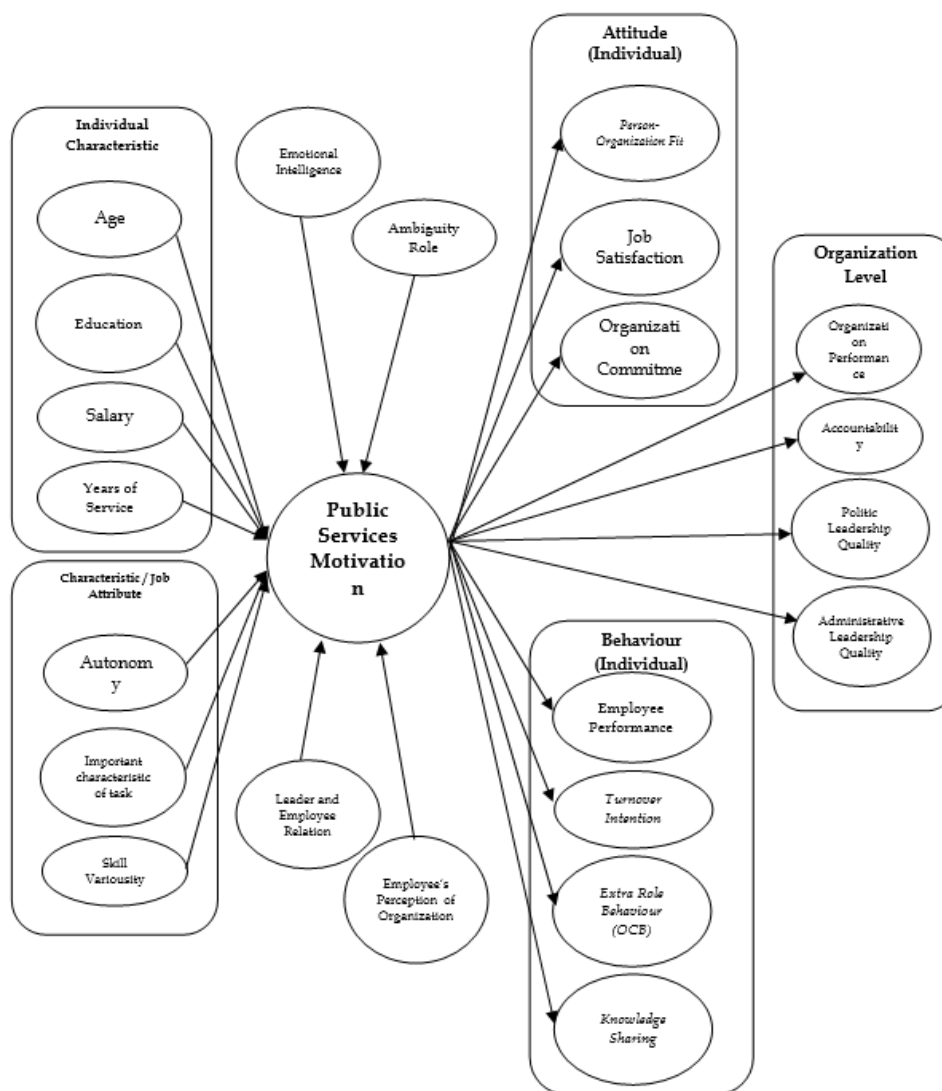

Figure 1
Conceptual Framework Results of Empirical Mapping of Public Service Motivation

In mapping in the form of tables, the support or empirical evidence for each relationship between the concepts can be seen in more detail in figure 1.

During the last three decades, scientific interest in the study of public service motivation or Public Services Motivation has grown rapidly. If the research on motivation for public services aims to make a different contribution to social knowledge, then certainly sharper boundaries are needed as an important foundation for further research or study. This is due in large part to the concept of motivation for public services that contain as a technical term, which is not widely known generally by people that were not involved with public administration and therefore requires greater attention in communicating its conceptual and operational meanings. Bozeman and Su (2014) underlined that many concepts of public services motivation that are empirically reviewed remain ambiguous because it does not differentiate adequately from other concepts that have similarities (motivation theory). The results of the study in this article further reveal the relevance of the concept of public services motivation with other concepts. Therefore, the study in this article refers more to the

question of causality related to Public Services Motivation that requires bigger attention, especially for the purpose of increasing the extent of progress in work by having the application of Public Services Motivation in many diverse examples and cases.

Table 1

	Individual Level Antecedent	**Empirical Evidence For Direct Relation**		
		Organization Antecedent	**Individual Outcomes**	**Organization Outcomes**
Public Services Motivation	• Individual Characteristic – Age, Education, Salary, Year of Service (Perry, 2000; Moynihan dan Pandey, 2005; Camilleri dan Heijden, 2007; Camilleri, 2007; Steijn, 2008) • Characteristic / Job Attribute – autonomy, Important of Task, Skill Variousity (Camilleri dan Heijden, 2007; Camilleri, 2007) • Ambiguity Role (Camilleri dan Heijden, 2007; Camilleri, 2007) • Emotional Intelligence • *Person-Organization Fit* (Kim, 2011)	• Leader and Employee Relation (Camilleri dan Heijden, 2007; Camilleri, 2007) • Employee's Perception of Organization (Camilleri dan Heijden, 2007; Camilleri, 2007; Taylor, 2008) • Intrinsic and Extrinsic Appreciation (Taylor, 2008), • Job Relation with Management (Taylor, 2008) • Job Relation with Co-worker (Taylor, 2008)	• Individual Attitude – Job Satisfaction (Naff dan Crum, 1999; Taylor, 2007, 2008; Steijn, 2008; Leisink dan Steijn, 2009; Cerase dan Farinella, 2009; Kim, 2011, 2010) • Individual Characteristic – Organization Commitment (Naff dan Crum, 1999; Taylor, 2007, 2008; Leisink dan Steijn, 2009; Kim, 2011, 2010) • Employee's Behaviour – Employee's Performance (Alonso dan Lewis, 2001; Camilleri dan Heijden, 2007; Leisink dan Steijn, 2009; Belle, 2012; Cheng, 2015) • Employee's Behaviour – *Turnover Intention* and *intention to stay* (Alonso dan Lewis, 2001; Steijn, 2008) • Extra Role Behaviour (OCB), (Kim, 2006; Koumenta, 2015) • *Knowledge Sharing* (Tuan, 2016) • *Person-Organization Fit* (Kim, 2010, 2012; Wright dan Pandev, 2008)	• Organization Performance (Zhu dan Wu, 2016) • Internal and External Accountability (Park dan Kim, 2016) • Politic Leadership Quality (Ugaddan dan Park, 2017) • Administrative Leadership Quality (Ugaddan dan Park, 2017)

This condition will be a challenge in the task of developing a causal map for Public Services Motivation because there are many possible factors that can interact with it (for example, individual psychological composition, organizational effects, systemic effects, peer-to-peer interactions). At this point, Public Services Motivation has made a lot of progress, but the literature on Public Services Motivation is at an important point, will the concept survive as a theoretical lens on human attitudes and behaviour, especially the behaviour of public managers and citizens or communities as customers? Or Public Services Motivation has been implemented so far as the peak explanatory power has been achieved? The answer depends on the ability of researchers and theorists to take the next bold jump. Of course, a broader and deeper explanation is needed, with the steps to be expanded, not only for the Public Services Motivation depth but also the resonance of the concept on the expansion of the antecedent mechanism as well as the result.

V. CONCLUSION

The management practices often conflict with our theoretical understanding of how to strengthen the relationship between the value of public services and performance. The management practices designed to limit or stimulate employees' personal interests so that they can truly manifest or frustrate public services motivation owned by employees. Certainly, some employees working in the public sector are not limited to government agencies, but also state-owned or private business organizations that have business processes that are public services. The concept model of public service motivation is something that is inherent in work that contributes directly to the public interest. A person may feel that he can fulfil the public service motive by working in a public organization with a clear value of public service even if the work is done does not contribute directly. In general, it can be concluded that most of the antecedents examined tend to influence Public Services Motivation and have an important impact on the research of organizations, especially public sector organizations. Overall, the concept of motivation in public management provides an overview with an investigative summary that deserves further consideration and depth in this field and as a direction for future research.

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