

How Does Public Service Motivation Contribute to Service Orientation? Testing Mediation Models

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Abstract

Public service motivation is an emerging topic in the study of public administration, but no study has adequately investigated how it affects employee service orientation through job satisfaction and organizational commitment. The present study is ultimately aimed to fill the research gap by examining whether public service motivation influences service orientation and if so, whether the effect is mediated by job satisfaction and organizational commitment. Data were analyzed by using WarpPLS 6.0. Using a sample of 160 public servants in the city government of Tanjungpinang, the results indicate that employee service orientation is directly and positively affected by PSM. In addition, public service motivation also has an indirect impact on employee service orientation through job satisfaction and organizational commitment. Furthermore, the theoretical and practical implications of the study for human resources management in the public sector are discussed.

Keywords: *Public Service Motivation; Job Satisfaction; Organizational Commitment; Service Orientation*

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INTRODUCTION

Public service motivation (PSM) was first acknowledged in the public service ethics debate, whereby public and private workers were differentiated toward motivation for recompenses (Buchanan, 1975; Rainey, 1982). Actually, PSM related to the willingness to oblige the public entirely (Perry & Wise, 1990). Unlike the cohort of extrinsic motivation, PSM theorists believe that motivation of the employees is driven by intrinsic rather than extrinsic motivation (Horton & Hondeghem, 2006; Park & Word, 2012). The motivation to help the public emerge from individual calling and personal desire, like benevolent patriotism (Frederickson & Hart, 1985), helping others and community (Lewis & Frank, 2002), self-sacrifice, compassion, and civic duty (Clerkin & Cogburn, 2012).

Theoretically, PSM slightly relates to the public sector employees' service orientation. Several contemporary studies confirm this argument; for instance, Christensen & Wright (2011) noted that PSM increased public employees' motivation to join in the public sector only when their job is service-oriented. In the context of the Danish government, Andersen & Pedersen (2012) pointed out that public service providers in the Danish government related to user orientation.

Sayce (2016) also highlighted that PSM affected the user orientation of pension trustees in the UK. In sum, the prior research highlighted the crucial role of PSM in upgrading the positive attitudes of the public employees to serving people. Public workers with precisely PSM tend to attract a behavior to prioritize the interest to assist the public.

Prior studies also emphasize that PSM correlates with behaviors and attitudes in the workplace, specifically work satisfaction, commitment to the organization, and job performance. Vandenaabeele (2009) proved based on empirical find-

ings in Belgian civil servants that PSM had a favorable connection with job contentment, organizational commitment, and individual performance. Liu, Tang, & Yang (2015) investigated more than 600 public employees in China and showed that the increase of PSM, individual-organization fit, and demands-supplies fit follow with intensifying of the employee job satisfaction.

Other studies provide a conceptual framework linking work satisfaction and organizational commitment on service orientation. Korunka et al. (2007) claimed that work characteristics, characteristics of the organization, and working life quality related to the customer orientation of employees. Kelley (1992) studied the effect of organizational socialization, organizational climate, and organizational commitment on customer orientation of service employees in the financial institutions. He suggested that not only organizational socialization but also organizational commitment affects customer orientation.

Based upon the theoretical review above, PSM directly relates to the service orientation. PSM also is associated with service orientation indirectly through work satisfaction and commitment to the organization. As a result, the eight hypotheses of the current study can be formulated as follows: (1) PSM positively relates to job satisfaction; (2) PSM positively affects organizational commitment; (3) There is a positive link between PSM and service orientation; (4) Job satisfaction has a positive and significant influence on commitment to the organization; (5) Job satisfaction influences service orientation; (6) Organizational commitment positively affects service orientation; (7) The link between PSM and service orientation is mediated by job satisfaction; (8) The connection between PSM and service orientation is mediated by commitment to the organization.

This study provides a novelty to

the literature of PSM in three respects. First, there is a research of PSM and user orientation previously (Andersen & Kjeldsen, 2013; Jensen & Andersen, 2015), but the focus of this inquiry is the nexus between PSM and service orientation. Second, prior studies have tested the association of PSM with job satisfaction (Kjeldsen & Hansen, 2018; Naff & Crum, 1999; Taylor, 2014; Taylor & Westover, 2011) and organizational commitment (Caillier, 2015; Castaing, 2006; Jin, McDonald, & Park, 2018; Kim, 2017; Potipiroon & Ford, 2017) of the public employees. We have a lack of empirical evidence investigating the links of job satisfaction and organizational commitment as mediating variables between the relationship of PSM and service orientation. Thus, the present research fills the gap by examining the role of two mediating variables, which are job satisfaction and organizational commitment. Third, much of the empirical analysis examines the PSM in the context of western or developed countries, which has contextual differences with developing countries (Van der Wal, 2015; Yudiatmaja, 2012, 2017). Hence, unlike most inquiries, the current study investigates the public servants in the Indonesian local government.

The structure of this paper is proposed in the following manner. The reviews of the literature related to the study are introduced to this passage. This part contains numerous hypotheses based on previous investigations and theoretical bases. The research approach and data analysis method are presented in the subsequent section. Then, the study's findings and implications are discussed. Eventually, the resume of the study is addressed in the conclusion of the article.

RESEARCH METHODS

A survey approach was applied in the current research to examine the proposed hypotheses. Although Perry (1996, 1997) had developed the PSM construct,

this study used Cun's (2012) items of PSM because it was more contextual for this research. Following Spector (1985), Job Satisfaction Survey (JSS) indicators were used in the research to measure employees' job satisfaction. To examine organizational commitment, this research adapted organizational commitment items from Allen & Meyer (1990). A series of customer orientation evolved by Susskind, Kacmar, & Borchgrevink (2003) was utilized to assess employee service orientation validated by the diverse of previous studies (Chiang & Birtch, 2011; Liaw, Chi, & Chuang, 2010). All of the items initially used English, and it was translated into Bahasa Indonesia by performing back-to-back translation strictly. In order to ask the participants to consider all of the variables of this research, the five points of the Likert-scale from strongly disagree (1) to strongly agree (5) were utilized.

By using a self-administered survey, data in this study were gathered from civil servants serving in the city government of Tanjungpinang, Kepulauan Riau. It was randomly chosen 250 public servants as a sample of this study. In total, 160 participants were returning the questionnaire (a 64% response rate). Demographic variable showed that male respondent (58.1%) was larger than female. About 42.5% of the respondents had a graduated educational background. More than two-thirds of the respondent was a permanent employee (68.8%) with 14-22 years of the average of working experience.

To achieve the intention of this study, the data were analyzed in three steps. First, descriptive analysis and correlations among the variables of the research were employed to determine the mean, standard deviation, and squared root of AVE. Second, a linear regression was practiced to verify the research hypotheses. Eventually, a series of mediating tests were applied to test the effect of the mediators' variables in the nexus be-

tween the independent and dependent variables. A Sobel test was practiced to seek mediating effects (Hayes, 2009).

This study consisted of independent, dependent, and mediating variables. The main independent variable was PSM; the primary dependent variable was employee service orientation; and job satisfaction and organizational commitment role as intervening variables. The proposed hypotheses and conceptual model of the study were illustrated, as shown in Figure 1.

RESULTS AND DISCUSSION

Descriptive Statistics

The results of the descriptive statistics of the studied variables involving theoretical and real values of mean, minimum, maximum, and the standard deviation are presented in Table 1. It demonstrates that while there is a wide variety of answers, the means indicate that the sampled participants tended to heavily job satisfaction (4.24) and thought their PSM is high (4.17). The level of organizational commitment (4.11) and service orientation (4.22) of the civil servants is less strongly rated than two other variables revealing that the employees tend to

more interest in their job than their organization. The data also show that the standard deviation of each variable is no more than 1.00. It reflects that the data are normally distributed in the research sample.

Reliability and Validity

As priorly explained, firstly model fit and quality indices of the structural model are assessed by examining confirmatory factor analysis (CFA). By using WarpPLS, a CFA reveals the fit model and quality indices of the data in proper range: average R-squared (ARS) = 0.531, average variance inflation factor (AVIF) = 3.302, average path coefficient (APC) = 0.381, average adjusted R-squared (AARS) = 0.525 (Kline, 2011; Kock, 2011). Consequently, the entire model fits the sample of research data so it can be further analyzed.

Secondly, the reliability and validity aspect are measured by checking the adequacy of reliability and validity (both convergent and discriminant validity) before analyzing the structural model (Anderson & Gerbing, 1988). To analyze the reliability of the outer models, the loading of the indicators and composite

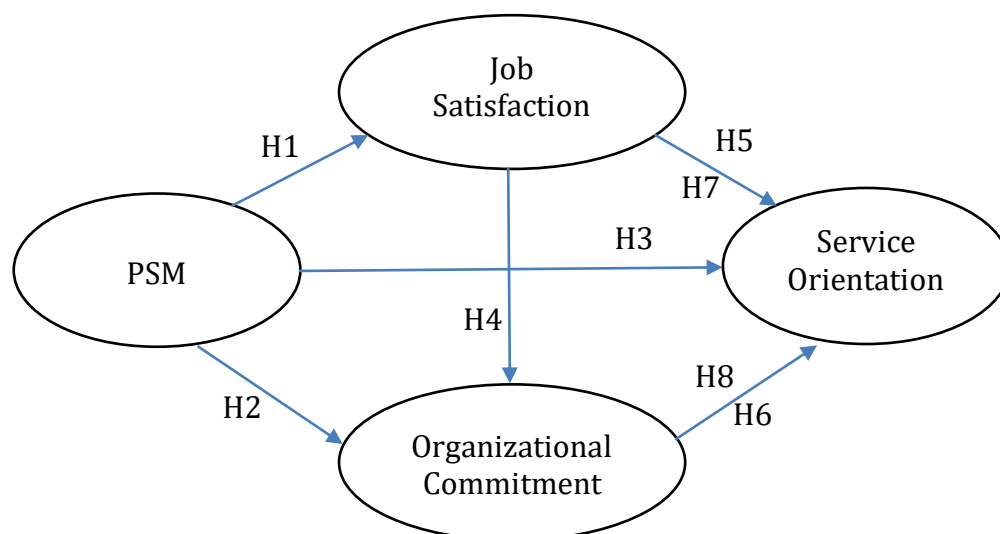


Figure 1. Theoretical Model of the Expected Relationships
 Source: Developed from prior studies and the research gaps (2019)

reliability are assessed. Because the loading factors exceed 0.60, the indicators in this study are significant. As asserted by Gerbing & Anderson (1988), the loading factors should be in the range of 0.60-0.70. The composite reliability is in the acceptable range because of between 0.69 and 0.82, more than 0.6 encouraged by several scholars (Bagozzi & Yi, 1988; Fornell & Larcker, 1981; Hair, Ringle, & Sarstedt, 2011).

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Table 3 also summarizes that there is numerous positive and significant correlations among the variables, covering PSM with job satisfaction ($r = 0.656$; $p < 0.001$), organizational commitment ($r =$

0.527 ; $p < 0.001$), and service orientation ($r = 0.646$; $p < 0.001$) indicating that PSM is a pivotal variable in increasing work satisfaction, commitment to the organization and employees service orientation. In addition, the table depicts that employee service orientation is positively associated with job satisfaction ($r = 0.642$; $p < 0.001$) and organizational commitment ($r = 0.579$; $p < 0.001$) justifying that service orientation of the employees can be enhanced by improving work satisfaction and organizational commitment. Lastly, the table suggests positive correlation between job satisfaction and organizational commitment ($r = 0.437$; $p < 0.001$) indicating that job satisfaction may enhance organizational commitment.

Finally, after measuring reliability and validity, descriptive statistics among measures are presented, as shown in Table 2. Mean and standard deviation (SD) among indicators are provided to shed light on the data descriptively. Mean each variable is higher than 4, except organizational commitment 2 and service orientation 4 at the level 3.96 and 3.89. Indeed, the value of SD is greater than 0.70. It signifies that the civil servants consider PSM, work satisfaction, and commitment to the organization to associate with service orientation.

Hypothesis Testing

A partial least squares- structural equation modeling (PLS-SEM) was performed to examine the relationships of the variables. It was used because of two reasons. Firstly, it can address to investigate properly multiple variables, both dependent and independent, simultaneously. Secondly, it was worthwhile to handle the research using a small sample (no more than 250 samples). Lastly, the assumption of a normal distribution did not require by PLS (Chin, 1998; Chin & Newsted, 1999; Chin & Todd, 2019). In this study, the WarpPLS 6.0 version is employed (Kock, 2017).

Table 1. Descriptive Statistics of the Variable
 Source: The results of the test of each variable (2019)

Variable	Theoretical score		Actual score		Mean	SD
	Min	Max	Min	Max		
PSM	1.00	5.00	2.00	5.00	4.17	0.79
JS	1.00	5.00	2.00	5.00	4.24	0.82
OC	1.00	5.00	2.00	5.00	4.11	0.75
SO	1.00	5.00	2.00	5.00	4.02	0.80

Note: PSM = public service motivation; JS = job satisfaction; OC = organizational commitment; SO = service orientation

Table 2. Reliability and Validity Analysis of Each Measure
 Source: The results of the measure of validity and reliability by using Warp-PLS (2019)

Latent Variable	Mean	S.D.	Loading
Public Service Motivation (composite reliability = 0.81; AVE = 0.59)			
Public Service Motivation 1	4.29	0.71	0.69
Public Service Motivation 2	4.11	0.81	0.67
Public Service Motivation 3	4.28	0.78	0.62
Public Service Motivation 4	4.30	0.76	0.61
Public Service Motivation 5	4.03	0.77	0.62
Public Service Motivation 6	4.03	0.82	0.63
Public Service Motivation 7	4.17	0.82	0.64
Job satisfaction (composite reliability = 0.82; AVE = 0.75)			
Job satisfaction 1	4.26	0.86	0.69
Job satisfaction 2	4.34	0.73	0.61
Job satisfaction 3	4.22	0.80	0.67
Job satisfaction 4	4.16	0.87	0.66
Organizational commitment (composite reliability = 0.74; AVE = 0.68)			
Organizational commitment 1	4.30	0.73	0.65
Organizational commitment 2	3.96	0.77	0.74
Organizational commitment 3	4.06	0.70	0.66
Service orientation (composite reliability = 0.69; AVE = 0.53)			
Service orientation 1	4.11	0.79	0.62
Service orientation 2	4.03	0.83	0.69
Service orientation 3	4.03	0.74	0.64
Service orientation 4	3.89	0.81	0.66
Service orientation 5	4.05	0.84	0.62

Table 3. Discriminant Validity
 Source: The results of the measure by using Warp-PLS (2019)

Construct	Public Service Motivation	Job satisfaction	Organizational commitment	Service orientation
Public Service Motivation	0.823			
Job satisfaction	0.656***	0.839		
Organizational commitment	0.527***	0.437***	0.895	
Service orientation	0.646***	0.642***	0.579***	0.878

Note: ** $p < 0.001$ (one-tailed)

To evaluate the hypotheses of the research, three-steps procedure as recommended by Baron & Keany (1986) and Williams, Edwards, & Vandenberg (2003) are applied, as follows: (1) the nexus between independent (PSM) and dependent variable (service orientation), (2) the relationship between independent variable (PSM) and mediating variables (job satisfaction and organizational commitment), (3) the role of mediating variable (work satisfaction and commitment to the organization) in the connection between independent (PSM) and dependent variable (service orientation).

The results reported in Table 4 Panel B and Figure 2 show that the proposed conceptual model is powerfully supported by the findings of this work. It justifies that both job satisfaction ($\beta = 0.87$; $p < 0.001$; $R^2 = 0.76$) and organizational commitment are positively affected by PSM ($\beta = 0.47$; $p < 0.001$; $R^2 = 0.22$). Therefore, H1 stating that PSM positively relates to work satisfaction and H2 suggesting PSM positively impacts organizational commitment are strongly supported. Then, mediating variables are introduced with dependent variable. The findings show that both job satisfaction ($\beta = 0.14$; $p < 0.05$; $R^2 = 0.62$) and organizational commitment ($\beta = 0.25$; $p < 0.001$; $R^2 = 0.62$) positively and significantly influence employee service orientation, thereby H5 and H6 are accepted.

Another pivotal finding of the regression is the link between the independent and dependent variables. The PLS results give a statistical value, which is $\beta = 0.75$; $p < 0.001$; $R^2 = 0.57$. It concludes that PSM affects employee service orientation directly, as suggested in H3. Eventually, the association between the first and another mediating variable proposed as predicted in H4 is proved because work satisfaction has a negative relationship and not a significant effect on the commitment to the organization ($\beta = -0.06$). In other words, lower job satisfac-

tion enhances loyalty to the organization, and they are not a relationship.

The Mediating Effects

Finally, the mediating effects are presented. It is conducted to answer whether the relationship between PSM and service orientation are mediated by work satisfaction and commitment to the organization. From the estimation of the analysis, it can be understood that before and after including intervening variables in the connection between PSM and service orientation remain significant impact, but both job satisfaction and commitment to the organization reduce the effect of the nexus (β) between PSM and service orientation from 0.75 to 0.62 (see Table 3 Panel A and Table 4 Panel A). Organizational commitment also decreases the correlation between PSM and service orientation from 0.75 to 0.61 (see Table 3 Panel A and Table 5 Panel B). It means both job satisfaction and commitment to the organization partially mediate the relationship (Baron & Kenny, 1986). The results of Sobel's tests give 1.78 ($p < 0.1$) for job satisfaction and 2.99 ($p < 0.01$) indicating mediation of job satisfaction is statistically significant, thereby hypothesis 7 and hypothesis 8 are supported.

Discussion

This study claims that PSM affects service orientation. It is in line with prior studies, also finding similar results (Andersen, Pallesen, & Salomonsen, 2013; Potipiroon, Srisuthisa-ard, & Faerman, 2019). The finding proves that service-oriented employees influenced by PSM. It means public employees with a higher level of service orientation extremely related to the inner motives to serve the public interest fully. In other words, the enhancing of PSM dimensions, such as public reason, public heart, and the public norm, will significantly improve the commitment of the public employees to serve the public.

Table 4. PLS Results (Path Coefficient, t -Statistics, and R^2)

Source: The results of the measure of research hypotheses by using Warp-PLS (2019)

Panel A. Direct Effect			
Variable	Path to		
	Service orientation		
Public service motivation	0.75 (11.224)***		
R^2	0.57		
Panel B. Full Model			
Variable	Path to		
	Job satisfaction	Organizational commitment	Service orientation
Public service motivation	0.87 (13.305)***	0.47 (6.637)***	0.49 (6.957)***
Job satisfaction		-0.06 (-0.814)	0.14 (1.836)**
Organizational commitment			0.25 (3.320)***
R^2	0.76	0.22	0.62

Note: *** $p < 0.001$ (one-tailed); ** $p < 0.05$ (two-tailed)

Table 5. PLS Results (Path Coefficient, t -Statistics, and R^2)

Source: The results of the measure of research hypotheses by using Warp-PLS (2019)

Panel A. The Mediating Effect of Job Satisfaction			
Variable	Path to		
	Job satisfaction	Service orientation	
Public service motivation	0.87 (13.305)***	0.62 (8.930)***	
Job satisfaction		0.16 (2.093)**	
R^2	0.76	0.57	
Panel B. The Mediating Effect of Organizational Commitment			
Variable	Path to		
	Organizational commitment	Service orientation	
Public service motivation	0.53 (7.479)***	0.61 (8.833)***	
Organizational commitment		0.25 (3.380)***	
R^2	0.28	0.61	

Note: *** $p < 0.001$ (one-tailed); ** $p < 0.05$ (two-tailed)

In this study, there is a constructive link between PSM and job satisfaction. PSM has a positive influence on organizational commitment as well as. These conclusions are comparable to the past studies revealing that PSM connected favorably to work satisfaction and organizational commitment of Australian public employees (Taylor, 2007, 2008), Belgium (Vandenabeele, 2009), South Korea (Kim, 2012), and Nepal (Shrestha & Mishra, 2015). However, these findings show the inconsistency with Xiaohua (2008) pointing out that PSM of Chinese government personnel was not associated with work satisfaction and organizational commitment. It counters Wright & Pandey (2008) concluding that PSM did not have a direct impact on public employees satisfaction in the United States (Wright & Pandey, 2008).

The findings of this survey also note that worker service orientation is affected by both work satisfaction and organizational commitment. It is quite different from previous work in the case of the private sector. Several studies in this area frame different constructs with the

present study in which job satisfaction and commitment to the organization are positioned as a dependent variable and service orientation as an independent variable. They found out that service orientation is strongly influenced by workers' satisfaction on the assignment and their commitment to the organization (Donavan, Brown, & Mowen, 2004; Hennig-Thurau, 2004; Kim, Leong, & Lee, 2005).

The results of the mediation analysis point out that job satisfaction and organizational commitment mediate the influence of PSM on service orientation. It proves that both job satisfaction and commitment to the organization positively relate to the commitment to public affairs. If the public servants have high satisfaction with their job and have full commitment to the organization, they will provide the best service to the customers. These quantitative analyses go beyond Vandenabeele's reports (2009) showing that job satisfaction and organizational commitment mediate the effect of PSM on employee performance.

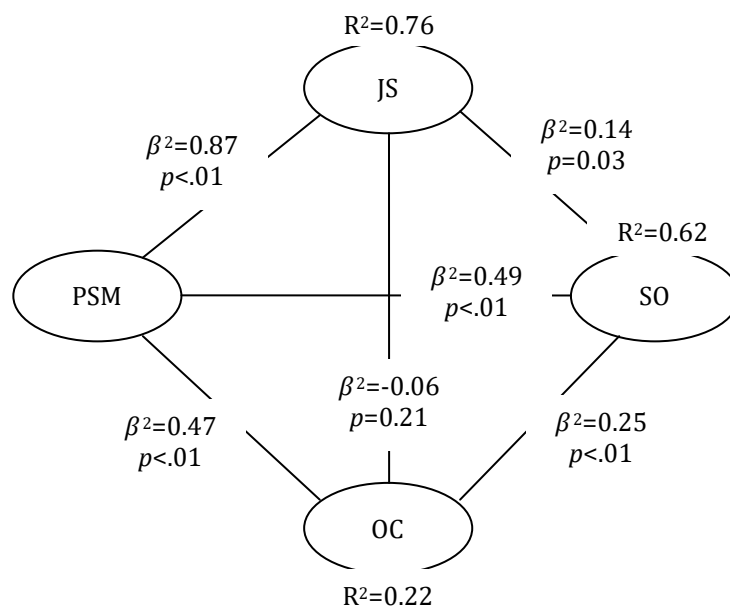


Figure 2. The Results of Hypotheses Examination
 Source: Extracted from the results of testing the hypotheses (2019)

Interestingly, the statistical analysis of this study shows that job satisfaction negatively correlates with organizational commitment. Contrary to the finding of Ismail & Abd Razak (2016), this work finds that commitment to the organization does not rely on the satisfaction of the employees to their job. Nonetheless, their finding is concluded based on the study in the Fire and Rescue Department of Malaysia, which has a different context with the Indonesian public sector. In the context of Indonesian public service organizations, organizational commitment might be predicted by other factors in the workplace, for instance, organizational culture, leader's style, and employee profiles (e.g., experience, educational background, age, job tenure) (Steijn & Leisink, 2006).

Limitations and Delimitations

Besides the expected findings of this study, the constraints of the research should also be noted addressed by further research. First, the empirical results show that service orientation is affected by PSM. This study has not analyzed the other factors of work or organizational outcomes, for example, performance (both individual and organizational) and customer satisfaction. Thus, future studies should address whether the relationship between PSM and performance of government employees can be mediated by service orientation. It is significant to be explored because these questions could extend the theory of PSM and its engagement to different dimensions of organizational consequences (Bright, 2007).

Second, employee service orientation in this study is assessed by self-rating measurement in which respondents were asked to rate their service orientation behavior personally. It can potentially generate a bias in the judgment. To obtain a more objective evaluation of employee service orientation, future research could investigate both the employees and the

customers (Hogan, Hogan, & Busch, 1984; Kelley, 1992). Moreover, further studies could be cross-checked employee service orientation both horizontally and vertically by confirming to the leaders and the customers. In addition, to ensure the objective of the evaluation of the employee's service orientation, this manner could compare the results of every method.

Third, because of the restricted amount of area and participants involved in this study, the generalizability of this study needs to be caution. The future studies should extend the region and participants of the survey, maybe by comparing two cities or more and a larger sample. The subsequent studies can use various methods because this study only uses a single method, which is a survey approach. Recently, research methods in the study of PSM rapidly grow by applying the diversity of methods, such as qualitative and mixed methods (Andersen, Bjørnholt, Bro, & Holm-Petersen, 2018; Kjeldsen, 2012; Ritz, 2011; Schott, Steen, & Van Kleef, 2019).

Theoretical and Practical Implications

Based on the results above, this study implicates on theoretical and practical perspectives to the study of human resources management in the public sector. In terms of theoretical aspects, this study offers a promising framework by extending the prior research associating PSM and work outcomes (including work satisfaction and commitment to the organization) (Taylor, 2007, 2008; Taylor & Westover, 2011). It is reached by putting out work outcomes as the variables intervening in the relationship between PSM and service orientation.

In addition, the current study yields a novel finding exceptionally different from previous studies in the context of business sector already examining and positioning service orientation as independent variable and job satisfaction and organizational commitment as dependent

variable both theoretically (Hennig-Thurau & Thurau, 2003) and empirically (Donavan, Brown, & Mowen, 2004; Hennig-Thurau, 2004; Kim, Leong, & Lee, 2005). In sum, the results present a new insight into the study of human resources management in the public sector by which job satisfaction and organizational commitment should be considered as antecedents of service orientation.

This study suggests that service-oriented employees are affected by PSM. PSM can be created if the organizations drive organizational climate attracting each employee to enhance their positive and personal motives. In the practical term, public organizations should provide an environment for the employees to maximize their contributions to the public good (Moynihan & Pandey, 2007) and continuously socialize the values of PSM to the employees (Battaglio & French, 2016). The diverse strategies can be considered by public managers in increasing employees' PSM, specifically for instance orientation, training, and performance measures (Jacobson, 2011; Paarlberg, Perry, & Hondeghem, 2008).

Public organizations also accommodate PSM in the process of recruitment of civil servants to screen the employee with highly PSM (Lee & Choi, 2016; Pandey, Wright, & Moynihan, 2008; Taylor, Clerkin, Ngaruiya, & Velez, 2015; Waldner, 2012). PSM can be introduced in the selection process of civil servants in the local government. The governments can adapt items of PSM, such as compassion, self-sacrifice, patriotism, attraction to the policymaking as a question in the test of public servants.

CONCLUSION

Based upon the analysis and explanation offered in this paper, the current study provides a further investigation of the link between PSM and the service orientation of public servants in the local government. It also provides mediation

hypotheses to corroborate the relationship, with partial mediation of work satisfaction and organizational commitment. The present study contributes to the body of knowledge about PSM by recognizing job satisfaction and organizational commitment to elevating service orientation. It yields several suggestions to the local government in enhancing the service orientation of the public employees as well as.

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