

## Public Service Motivation among Indonesian Employees: a Critical Review Toward the Psm Theory

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### Abstract

*Public Service Motivation (PSM) is still a new concept in public administration theory. As a nascent theory, it needs to be proved with any contexts and cases of many countries around the world, especially developing countries that might have different contexts related to cultures, beliefs, views on the importance of financial rewards, etc. So far, most PSM research focuses more on comparisons between public and private employees in the Western and developed countries. There is almost no study about the PSM in developing countries. In addition, most of PSM theories tended to generalize the assumptions of the PSM among employees and often ignore cultural dimensions in their analysis. There is an impression that PSM theories are cross-culturally viable. This study examined the application of the PSM theories in Indonesia as a developing country, especially in Padang West Sumatera. Rational choice theories and the other PSM theories had been used in analyzing the finding of this study. Using t-test on responses by 417 respondents of public and 201 of private sector employees, this study tested the difference of PSM levels between the two sector employees. The findings of this study indicated that there is a significant difference in the level of PSM between public and private sector employees in Padang West Sumatera. The level of PSM of public employees tends to be lower than that of private sector. The results of this study imply that PSM theory is not cross-culturally viable.*

**Keywords:** Public Service Motivation, civil servants, public and private sectors, developed and developing countries

### Introduction

The study literatures and theories on Public Service Motivation (PSM) have grown tremendously over the last few decades. However there are still many questions remain unanswered in regards to several cases related to the PSM itself, such as the determinants of PSM, the influence of PSM on employee performance, and so on. In addition, the theories related to Public Service Motivation (PSM) is still a nascent theory that need to be proved with any contexts of many countries around the world, especially developing countries that might have different contexts related to cultures, beliefs, etc.

This paper attempts to advance our understanding of public service motivation (PSM) in the Third World Countries, such as Indonesia. The existence of public service motivation among employees is one of the broad issues in Indonesia. Evidence suggests that there were some arguments why Indonesian people were more attracted to be civil servants compared to private employees, such as greater job security, pension, routine income, status and prestige, etc. This paper investigates public service motivation among Indonesian civil servants and private employees using data based on literature review and interview with civil servants and private employees in the area of Padang City, West Sumatera, Indonesia. This paper seeks to describe and analyze the current situation of public service motivation among Indonesian public and private sectors employees. This paper also attempts to compare the PSM among employees in Indonesia and in western countries.

The earliest investigation of PSM was conducted in 1982 by Hal G. Rainey. Rainey tried to measure PSM by asking public and private sector managers about their desire to participate in "meaningful public service". Based on his research, he found that managers in the public sector had significantly higher scores than managers in the private sector. Rainey finally concluded that "public service is an elusive concept much like public interest" (Brewer and Selden, 1998).

The study of PSM has become one of the studies in public administration that are very attractive to researchers in the last few decades. Perry and Porter (1982), for instance, have proposed an agenda of research to correct the understanding of motivation in public sector organization. Unfortunately, it is only a few research has been able to meet the agenda, whereas studies on PSM is very crucial and an important topic that should get more attention from researchers in the public sector. Such is the case with the study of PSM among employees in Indonesia. Studies related to the PSM among employees in

Indonesia have not yet become a serious concern among the researchers, whereas it is very useful for enhancing the productivity of staffs and for recruiting those who are well-suited to be public servants.

Perry and Wise (1990) have defined PSM as 'an individual's predisposition to respond to motives grounded primarily or uniquely in public institutions and organizations'. In their definition, Perry and Wise thus focused on the unique features of government that might drive individuals. Based on rational, norm-based and affective ground, Perry (1996) found four dimensions of PSM: attraction to policy making, commitment to the public interest and civic duty, compassion, and self-sacrifice. In addition, Brewer and Selden (1998) have defined PSM as 'the motivating force that makes individuals deliver significant public service'. While Rainey and Steinbauer (1999) defined PSM as a 'general altruistic motivation to serve the interests of a community of people, a state, a nation or humanity'. On the other side, Crewson (1995b) defined the PSM as an individual service orientation that is useful for society, the orientation of helping others, and the feeling of accomplishment as intrinsic or service orientation.

From these definitions it can be understood that public service motivation is a characteristic or special features and should be manifested among civil servants. But it does not mean that it is only belonging to public servants. In other words, PSM is a concept of service motivation that not only owned by public employees but also by their counterparts in private sectors. Public service motivation is very close relationship to the need for achievement, altruism, and patriotism of benevolence.

Motivation in public sector employment has always been the attention of many researchers because it is very closely linked with the success of public employees or organizations to achieve their objectives. Public sector employees should have motivation solely directed to meet the needs of civil society and not for purely personal needs or the individual interests. Motivation of public servants who prefers the interests of others or the national interest rather than their self-interest is understood as a public service motivation.

According to studies that have been conducted in some developed countries, PSM were found to have significant correlations with the success of employees or organizations to achieve their objectives. Some researchers have put their attention and look at the importance of studies on PSM. However, the studies so far were more conducted in the developed countries, both in Western and other developed countries. Perry and Wise (1990), for instance, found that PSM is influenced by the diverse backgrounds of individuals, among other things, associated with demographic characteristics.

Several studies conducted in some developed countries have also found that there are differences between the PSM among public and private sector employees. Many public administration practitioners and educators, for instance, have long contended that public employees are different from those in other sectors of American society (Perry and Porter, 1982; Wittmer, 1991). In fact, an increasing number of empirical studies suggest that public sector employees differ from their private sector counterparts with respect to work-related values and needs. Wittmer (1991), for example, analyzed differences in the rankings of eight reward categories for employees in public, private, and hybrid organizations. He found that public and private employees differed significantly with respect to preferences for higher pay, helping others, and status. In addition, Crewson (1995a; 1995b), using data from the General Social Surveys, Federal Employee Attitude Surveys, and the Institute of Electronics and Electrical Engineers, concluded that public sector employees place greater value on service than private sector employees. While Choi (2001) who studied PSM in Korea concluded that the behavioral implications of PSM empirically confirmed in the United States also exist in Korea. Choi finally suggests that the theory of PSM may be cross-culturally viable.

Many scholars sought simultaneously to assess the utility of PSM. Crewson (1995a and 1995b), for examples, based on data from the General Social Surveys, Federal Employee Attitude Surveys, and the Institute of Electronics and Electrical Engineers, concluded that public-sector employees place greater value on service than do private-sector employees. It is generally believed that the public employees are motivated by a sense of service not found among private employees (Staats 1988; Perry and Wise 1990; Gabris and Simo 1995). In particular, public employees are more likely to be characterized by an ethic that prioritizes intrinsic rewards over extrinsic rewards (Crewson 1995b). In other words, workers in government organizations are seen as motivated by a concern for the community and a desire to serve the public interest.

In comparison with the findings related to high pay, research on the importance of job security to public employees is less consistent. Keeping in line with public-service motivation as a focus on intrinsic rewards, it is expected that public employees place less emphasis on job security than do private-sector employees. Newstrom, Reif, and Monczka (1976) and Crewson (1995b) concluded that government workers do assign less importance to job security. In contrast, Schuster (1974), Bellante

and Link (1981), Baldwin (1987), and Jurkiewicz, Massey, and Brown (1998) reported that public-sector employees place a higher importance on job security. Furthermore, additional research has reported that employees of the two sectors do not differ on this factor (Rainey, 1982; Wittmer 1991; Gabris and Simo, 1995).

Briefly, research on reward motivators provides some support for the argument that public employees are characterized by a public-service motive. Government employees generally have been found to rate intrinsic rewards more highly than do private-sector employees. In contrast, private employees focus more on extrinsic rewards in the form of high pay, status and prestige, and promotion. However, Baldwin (1987) and Gabris and Simo (1995) suggested that although differences may exist between public and private employees, these differences are exaggerated in the research literature.

Building on Rainey's work, Perry and Wise (1990) identified three bases of PSM: rational, norm-based, and affective. After establishing their theoretical framework, Perry and Wise (1990) formulated three propositions: 1) The greater an individual's PSM, the more likely it is that the individual will seek membership in a public organization. 2) In public organizations, PSM is positively related to performance. 3) Public organizations that attract members with high levels of PSM are likely to be less dependent on utilitarian incentives to manage individual performance effectively.

In sum, the most frequent studies of PSM in the Western and other developed countries compares the job rewards that public and private sector employees value most highly. Individuals who are characterized by public service motivation place a higher value on intrinsic rewards of work, such as pay, promotion, prestige, job security, etc. Therefore, it is often concluded that public employees value intrinsic job rewards more highly – and extrinsic ones less highly – than their counterparts in private sectors. Consistent with this conclusion, research findings generally indicate that in comparison to private sector counterparts, public employees are not as motivated by higher pay (Jurkiewicz, Massey, and Brown 1998) but place a greater emphasis on the importance of meaningful work and service to society (Crewson, 1995b; Frank and Lewis, 2004; Houston, 2000).

Thus in general it can be understood that the study of the PSM in various public sectors in developed countries generally found that public service motivation among employees that exist in the public sector employees is more affected by the desire to serve the community and desire to do something good for society or the nation. Motivations which drive their work are more likely to be intrinsic rather extrinsic. In addition, public service motivation among public employees in various countries, especially in developed countries in the West, according to modern motivational theories, is more affected by the desire for non-financial or intrinsic rewards, such as the desire to serve the public and the nation. With this kind of motivation or desire they will be motivated to acquire job performance and job satisfaction as internal satisfaction.

Furthermore, research on public service motivation in developed countries, especially Western countries, also shows that motivation of each individual to choose a job as public employees is affected by many factors and backgrounds. Motivation of individuals vary from one to another, and the diversity of motivation in their works is assumed as a result of the differences in case of an individual needs, the values they subscribed, the expected benefits, and demographic characteristic differences. These differences are seen as a key in motivating the behavior of individuals.

In general, the construction of public service motivation in each individual can be affected by various factors such as economic, social, educational, ideological, and other demographic factors. Based on his study, Perry (1997) found that public service motivation is influenced by the diverse backgrounds of individuals, particularly demographic correlates or characteristics. It means that demographic aspects will determine individuals to perform a high or low motivation in public service. These demographic aspects include: education, age, income, gender and so on. The four demographic variables were included in the Perry's analysis. Education, age, and income were expected to be positively associated with PSM, but no predictions he made for gender.

In addition, Lewis dan Frank (2002) has reviewed the interests of the American people to the public sector. Based on data from the General Social Survey 1989-1998 they found that both individual demographic characteristics and their importance to the various quality of work have influenced their interest in working in the public sector. According to them, job security is still a powerful attraction to their motivation for working in the public sector, but high financial rewards and the opportunity to become a useful person to society is the main attraction for them to serve in the public sector although not as strong as the attraction to the job security factor. They also found that there are indications that those minority groups, veterans, Democrats, and the elderly in the United States more likely to work in the public sector compared to those of white, non-

veterans, Republicans, and the younger people. In addition, there is a tendency that women and university graduates are more motivated and prefer to work in the public sector than men and those who are less educated.

However, the research finding among civil servants in the developed countries, as stated above, certainly can not be generalized to the case and the PSM among the civil servants in other countries, especially the third world country like Indonesia, where the context of the countries and the characteristics of the employees might be different compared to those in the West (developed countries) in terms of demographic conditions, culture, belief, etc. In addition, Choi (2001), based on his research in Korea, is also realize that the theory of PSM is still a nascent theory and provides ample opportunities for fruitful studies. Therefore, Choi has also suggested another comparative study on PSM conducted in any areas that might have different cultures, political views, and administrative environment, such as in Islamic countries.

Based on the above description, this paper will try to describe and analyze the reflection of public service motivation among Indonesian employees, especially in Padang West Sumatra. This study on PSM among Indonesian employees will be interesting and important to be conducted in Indonesia as a third world country which has largely Moslem population that might have different context from those in developed countries which has largely non-Muslim community. Then the research question of this study can be stated as: Is there a significant difference in the level of PSM between public and private sector employees in Padang West Sumatra? The above studies and discussions also led us to a testable hypotheses that: there is a significant difference in the level of PSM between public and private sector employees in Padang West Sumatera. The PSM level of public employees tends to be lower than that of private sector, on the basis of measurement scales of PSM used by Perry and Wise and some other researchers.

## METHOD

This study is based on survey research used quantitative approach. The data upon which this paper is based were collected in a survey among Padang City public and private employees from some institutions and agencies. Data in this study were collected through questionnaires distributed to respondents from several public and private sector employees in Padang City, West Sumatera Indonesia.

In order to limit the analyses, this paper only considers an aggregate instrument of PSM. This instrument involves averaging the score on a set of PSM items, scored from 1 to 5 (1 for 'strongly disagree' to 5 for 'strongly agree') for positive items and from 5 to 1 for the reversed items. The items used in this study referred to Perry's subscales of PSM dimension and measures (Perry, 1996).

The target population for this study focused on all civil servants in local government institutions and private sector employees in Padang City, West Sumatra. Number of civil servants who served in this city, based on data from the Local Human Resource Agency of Padang City in 2014, is around 27,000 employees. While private sector employees cannot be identified, but it is assumed that there are about 4,000 private employees in the city.

The sample for this study were determined through *multistage random sampling*. It consisted of employees both from some public and private sectors in Padang City. From the number of 1,000 questionnaires distributed in this study, it is only 618 respondents (417 of civil servants and 201 of private sector employees) who give feedback. The research instruments included items from other questionnaires that have been used to investigate differences between the public and private sector employees. The instrument was forward and backward translated and pretested with students and faculty staffs in the State University of Padang Indonesia and some private employees.

Data analyzing in this study used quantitative analysis. The data in this study were double entered to check for errors and analysed with *t*-tests as appropriate. *T-test* was used to identify the differences between the PSM level of public and private sector employees. In pilot study, the survey was administered to 60 undergraduate students and employees with at least five years' prior work experience in public and/or private organizations.

## RESULT AND DISCUSSION

Most of studies on PSM in developed countries, whether in the West or in developed countries other than the West, as conducted by Kilpatrick, Cummings, Jennings (1964), Schuster (1974), Solomon (1986), Rainey (1982 and 1997), Perry and

Wise (1990), Perry (1996 and 2000), Wittmer (1991), Jurkiewicz, Massey, and Brown (1998), Crewson (1995b), Houston (2000), Choi (2001), Willem et.al (2007), Buelens and Herman (2007), and others, generally found that there was a significant difference in the level of PSM between public sector and private sector employees. These studies generally found that private sector employees place greater value on the extrinsic reward, such as financial rewards or salary, than motivation or desire to serve the community and country. However, there are also some of the other studies, although not many, which found that the employees in the public sector place high importance on extrinsic rewards compared to intrinsic rewards when compared with their counterparts in the private sector, as found by Schuster (1974), Bellante and Link (1981), Baldwin (1987), Jurkiewicz, Massey, and Brown (1998), and Gabris and Simo (1995).

Based on various research findings, the objective of this study is to determine the difference of the PSM level between civil servants and private sector employees in Padang City, West Sumatra. To meet this objective the hypothesis stated that: There is a significant difference between civil servants and private sector employees in Padang West Sumatra. Testing on this hypothesis has been made by using t-tests. The result is as seen in table 1.

**Tabel 1.**

**Significance of PSM differences among Public and Private Sector Employees**

PSM	Mean		T-test	Sig.
	Public	Private		
Attraction to Public Policy Making	3.07	3.10	-0.518	0.605
Commitment to Public Interest	3.79	3.75	1.739	0.083
Compassion	3.46	3.55	-2.487	0.013*
Self-Sacrifice	3.35	3.45	-2.750	0.006*
The whole PSM	3.41	3.50	-2.340	0.020*

\*Significant at the level of 0.05 ( $p < 0.05$ )

Based on the table 1, this study found that the level of PSM existed among public sector employees in Padang West Sumatra Indonesia is at a lower level than that of private sector employees,  $m = 3.44$ : 3.50 in the scale of 1 'strongly disagree' to 5 'strongly agree'. Similarly, comparison of the PSM level in the four dimensions also showed that the level of PSM among public employees is lower than that of private sector employees, except in the dimension of commitment to public interest, with the comparison of mean scores:  $m = 3.07$ : 3.10 for 'attraction to public policy making',  $m = 3.79$ : 3.73 for 'commitment to public interest',  $m = 3.46$ : 3.55 for 'compassion', and  $m = 3.35$ : 3.45 for 'self-sacrifice' dimensions.

This findings showed that the level of PSM among public sector employees in Padang West Sumatra is at a lower level ( $m = 3.44$ ) compare to the results found by Bradley E. Wright and Sanjay K Pandey (2005) and Leisha DeHart-Davis, Justine Marlowe, Sanjay K. Pandey (2006), Jeannette Taylor (2007) in various government institutions in developed countries, such as in the United States and Australia, where they found that the level of PSM of public sector employees are:  $m = 3.62$ , 3.58, and 3.50. While some other researchers, such as J.L. Perry (1997), Young Joon Choi (2001), Bradley E Wright & Sanjay K Pandey (2005) in other studies based the data of WOQ, Richard M. Clerkin. et.al (2007), Leonard Bright (2007), and Sangmook Kim (2006), found the lower levels of PSM for the public employees, that is:  $m = 3.26$ , 3.35, 3.43, 3.35, 3.38, and 3.43.

This study also found that the level of PSM among public and private sector employees in Padang West Sumatra has a reverse comparison compared to the findings of researchers in many developed countries as found by Perry (1997), Choi (2001). Choi found that the comparison is:  $m = 3.35$  (public) and 2.96 (private) based on the data from 154 civil servants and private sector employees in Korea. Similarly, other researchers, such as Perry and Wise (1990), Rainey (1982 and 1997), Wittmer (1991), Crewson (1995b), Houston (2000), Perry (2000), Willem et.al (2007), and others also found that the PSM of public employees is higher than their counterparts in the private sector.

**Tabel 2. T-test results of differences of PSM level among public and private sector employees**

**Group Statistics**

	Sector	N	Mean	Std. Deviation	Std. Error Mean
Attraction to Public Policy Making	Public	417	3.0664	.61994	.03036
	Private	201	3.0977	.74320	.05242
Commitment to Public Interest	Public	417	3.7890	.43120	.02112
	Private	201	3.7264	.41346	.02916
Compassion	Public	417	3.4553	.43410	.02126
	Private	201	3.5469	.41772	.02946
Self-Sacrifice	Public	417	3.3475	.44490	.02179
	Private	201	3.4531	.45184	.03187
Public Service Motivation	Public	417	3.4396	.28578	.01399
	Private	201	3.4964	.27618	.01948

Refer to the *t*-test results as in table 2 it could be seen that the overall public service motivation among civil servants in Padang City West Sumatra was at a lower level compared to private sector employees. This was shown by comparison of mean PSM showing both mean = 3.44 : 3.50. It also means that the level of PSM among private sector employees is at a higher level than that of public employees. However, in the dimension of commitment to public interest it found that civil servants have a higher level than private sector employees (m = 3.79 : 3.73). While at the three other dimensions – the interests of public policy making, compassion, and self-sacrifice – it was found that civil servants have a lower level of PSM compared to private sector employees based on their means 3.07: 3.10 (interest on public policy making), 3.46: 3.55 (compassion), and 3.35 : 3.45 (self-sacrifice).

The *t*-test results also showed that the difference between the overall PSM of civil servants and private sector employees was significant ( $p = 0.020$ ). Similarly differences in the PSM dimensions of 'compassion' and 'self-sacrifice' of civil servants and private sector employees is also significant, respectively, with significance  $p = 0.013$  and  $p = 0.006$ . However, it was found that differences in the PSM dimensions of 'attraction to public policy making' and 'commitment to public interest' are not significant, with the  $p = 0.605$  and  $p = 0.083$ . Based on the mean and the higher standard deviation, the private sector employee respondents overall have higher levels of PSM in providing services to the public rather than civil servants. However, the civil servants (PNS) have a higher commitment to serve the public rather than private sector employees.

Based on Table 1 it is also seen that the difference level of PSM between public and private sector employees are only significant in the dimensions of 'compassion' and 'self sacrifice', and the 'PSM as a whole'. While in dimension of 'attraction to public policy making' and 'commitment to public interest' it is found that the difference PSM level between the employees from both sectors are not significant. This showed that the PSM level of private sector employees in Padang West Sumatra as a whole is better than that of public employees in providing services to the public, except in the dimension related to 'commitment to public interest'.

If associated with the findings that have often found by researchers in many developed countries in the West, it is understandable that these findings differ in many ways compared to the findings on the same case in developed countries, especially in the West. Studies from several developed countries in the West, such as the United States, Britain, Sweden, Australia, and others, including findings about the level of PSM in Korea, as has been conducted by Choi (2001), found that in general the public sector employees PSM has a higher level than their counterparts in the private sector.



Perry(2000), for example, found that the primary motive for a person to work in the public sector is the existence of the various interests that draw their attention to public service. These interests might differ from the interests of their colleagues who work in the private sector. It means that employees in public sector place non-financial (intrinsic) reward higher than financial (extrinsic) reward. This is different with their counterparts in the private sector that places primary importance to the financial reward rather than intrinsic rewards that become characteristic of PSM. This view is consistent with other findings by Perry and Wise (1990) who found that the level of PSM is associated with normative orientation as the desire to serve the public interest or social justice, and it does not require an incentive or reward system to motivate the behavior of the public employees. This means that the employees who serve in the public sector, in general, have higher levels of PSM compared to those who work in the private sector.

In addition, Houston (2000) and Willemet al. (2007) also found that the employees in the public sector put a higher value on intrinsic rewards of work in the form of work performance (achievement), good social relations, and self-esteem of the rewards that are extrinsic, such as financial payments, promotions, career advancement, job security, status and prestige. This means that the employees at the government organizations or positions more motivated by their awareness to the community and a desire to serve the public interest and less concerned with rewards that are extrinsic to purely personal interests.

This argument is also supported by Brewer et al. (2000) who found that PSM can attract individuals to serve in the public sector and help the work behavior that is consistent with the public interest. This means that the public sector is prepared as a means of services for those who have high levels of PSM. Therefore, those who serve in the public sector should consist of those who have a high awareness of the public interest. This finding is also consistent with Rainey (1997) which states that for more than three decades ago several studies showed that the employees in the public sector place a lower value on financial reward and place a higher value on the altruistic or motives with respect to services for the public interest. This means that the level of PSM has become a characteristic that are typical among civil servants. Those who have high levels of PSM should really be more appropriate when they become public sector employees.

Rainey's findings are also supported by Crewson (1995b) who found that the employees in the public sector put a higher value to serve the community than they who serve in the private sector. This shows that the level of PSM among public sector employees is higher than that of their counterparts in private sector. A similar case was also found by Houston (2000) in his study that the employees in the public sector put a higher value on intrinsic rewards of work rather than extrinsic reward. This means that the employees at the government organizations seem to be more motivated by the awareness to the community and a desire to serve the public interest, which is characteristic for a person with high levels of PSM.

However, most of general conclusions which states that the higher level of PSM exists in the public employees rather than the private sector, as often founded by researchers in the West, could not be applied to the employees in Padang City West Sumatra. This also shows that it appears to assume that Choi's finding (2001) based on his study among civil servants in Korea does not generally occur in any area of the country. As stated before, Choi viewed that the theory of PSM might occur in cross-cultural (cross-culturally viable) anywhere. However, this assumption does not occur in the case of PSM among employees in Padang City West Sumatra which proves the contrary.

The case of the difference between the PSM level of public and private sector employees as existed among employees in Padang West Sumatra seems to be more suitable to be explained by the findings by Newstorm, Reif, and Monczka (1976) that concluded that there is no significant difference in the level of PSM between the both in the form of the importance of self-actualization. So it is with the study of Gabris and Simo (1995) who found that public sector employees viewed their counterparts at private sector as employees who have the ability or greater efficiency in providing services to the community. This means that private sector employees have higher levels of PSM compared to public sector employees.

Thus in general, it is understandable that the theories related to the study of the PSM in various public sectors in developed countries, especially in the United States, Australia and other developed countries such as South Korea, could not be generalized, especially for employees in developing or third world countries that have characteristics of a social, cultural, economic, ideological, religious, and other values which might be different from that of in the West. As a result, these differences may lead to the different situation and the level of PSM among employees from one another.

The public sector employees in developed countries tend to have higher levels of PSM than those in private sector. Extrinsic rewards are not too significant to motivate them compared to the intrinsic rewards. Thus, according to Perry and Wise (1990) and Crewson (1995b), those who have motivation or a strong desire for public service will be

more attracted to careers in the public sector that provides the possibility and opportunity to them to meet their wishes or motives. However, these circumstances might not be similar to the situation of public employees in developing or third world countries such as Indonesia.

It seems that the theory of scientific management developed by F.W. Taylor (1912) can explain the situation among the public employees in Padang City West Sumatra. This theory is used to ask about the importance of financial rewards (monetary incentives) to motivate employees. As rational human beings, the public employees in Padang West Sumatra still tend to put finance as an urgent and primary need to motivate them to work. Therefore, because of financial eligibility is limited and less adequate to support their lives so this might affect the level of PSM among the employees.

Human relation theory developed by Elton Mayo (1933) also could explain the situation of employees in this study area. Although the human relation theory are beginning to lead to the importance of intrinsic reward for the employees, but the extrinsic reward is still a matter of concern for them, such as security needs, working conditions of employees, and adequate incentives. Similarly, the hierarchy of needs theory developed by Maslow (1987) also could explain the conditions affecting the employees in Indonesia, including in this study area. According to the theory of a needs hierarchy, people will have motivation when they have not reached a certain level of satisfaction in their lives. In addition, according to this theory, humans are creatures who never reach their full satisfaction.

According to Maslow, in the growing community, the motivation is more directed to the fulfillment of physiological needs rather than those of developed community that emphasizes higher needs like social needs, esteem, and self-actualization. This means that in a society that is growing, as in Padang West Sumatra, the need for financial rewards as a key tool in meeting the needs of the ground floor is still a very pressing need to be met, including for employees.

Furthermore, the rational choice theory, which later developed by George C. Homans (1961) and other researchers into social exchange theory can also explain the situation that occurred among employees in this study area in relation to the level of PSM among employees. According to rational choice theory, people are organisms rationally calculating how to act that allows them to maximize profits and minimize losses or cost. An individual will provide products or services and as a reward he also hopes to acquire goods or services he wants. This theory presumes that the experts of social interactions similar to the economic transaction. It means that someone will always look forward to the rewards of a service which he addressed. An action is rational based on the profit and loss calculation. So in social interaction, an individual will consider the greater profit of the issuance costs (*cost benefit ratio*).

Rational choice theory also indicates the existence of attitudes that emphasize individualism profit and loss and self-interest preference than the interests of others. Therefore, in relation to the life of employees in Padang West Sumatra, it is normal if a person has low levels of PSM and low awareness of the importance of others. Moreover, if we think their living conditions in the economy is still lack the basic needs of people, how might they be thinking of the fate of others while their own destiny is not deterministic. This is a principle to live like that was developed by Weber (1958) through his work '*The Protestant Ethic and the Spirit of Capitalism*', and this principle also encourages the development of capitalism in the West where the gain material or financial rewards seemed to be the main reason of every economic social behavior.

## CONCLUSION AND RECOMMENDATION

Issues on Public Service Motivation (PSM) have been debated in various studies in some developed countries over the past few decades. However, those studies have not managed to get a strong theory to explain these PSM cases among the employees. The findings still need new evidences based on studies in various regions of the any countries so that they can find a stronger theory at one time.

Most of PSM studies conducted in developed countries so far, especially in the West, generally found that the level of PSM among public employees is higher than their counterparts in the private sector. In addition, several findings also imply that the level of the PSM and its effect on the work among the employees in developed countries in the West is also assumed to exist among employees in any area of the country. A few scholars argued that the theory of PSM might be *cross-culturally viable*. But, of course, this conclusion is not entirely true and does not occur in the case of PSM among employees in Padang West Sumatra which proves the contrary.



Thus, in general, it can be concluded that the theories related to the study of the PSM in various public sectors in developed countries could not be generalized, especially for the case of developing or third world countries who have social characteristics, cultural, economic, ideological, religious, and other values which might be different from one to another.

Given that this study has several limitations, with respect to the scope of the study area and variables, the results of this study certainly did not have pretensions and is not intended to be generalized to all employees throughout the area in Indonesia. This study suggests several areas where future research might be focused. An obvious priority is that more research need to be conducted to explore and test the other variables. Therefore, it is recommended that other researchers make similar studies in various regions in Indonesia with a broader scope and involve the other variables than those have been tested in this study. It is likewise recommended that a similar study has propagated made in any areas of other third world countries, because so far more research on PSM made in developed countries, which would have different characteristics in many ways compared to those in the third world countries. To produce similar studies in third world countries and to include other variables in the study then it is expected to be more reinforcing theories concerned with the level of PSM among employees.

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