

Public Service Motivation and Socio Demographic Antecedents among Civil Service in Indonesia

SYAMSIR

Department of Public Administration, Faculty of Social Sciences, The State University of Padang, Indonesia
syamsirsaili@yahoo.com

Abstract. 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, views on the importance of financial rewards, etc. This study aims to identify the PSM level and socio-demographic antecedents, especially age, gender, marital status, education, income, and political ideology, among civil servants in Indonesia. Using mean and chi-square tests on responses by 398 respondents of civil servants in Padang, West Sumatra, this study tested the PSM levels and socio-demographic antecedents affecting the PSM level among the civil servants. The findings of this study indicated that the PSM level of the civil servants tends to be at a low level compared to that of civil servants in developed countries. In addition, there is significant correlation between some of socio-demographic antecedents and the level of PSM. The results of this study imply that PSM theory is not cross-culturally viable.

Keywords: civil servant, public service motivation, socio-demographic antecedents

Abstrak. Motivasi Pelayanan Publik masih merupakan teori yang baru lahir yang perlu dibuktikan dengan berbagai temuan (konteks) dari berbagai negara di seluruh dunia, terutama negara-negara sedang berkembang yang mungkin saja memiliki perbedaan konteks budaya, kepercayaan, pandangan mengenai pentingnya ganjaran finansial, dan sebagainya. Kajian ini bertujuan untuk mengidentifikasi tingkat motivasi pelayanan publik dan berbagai faktor sosio-demografis yang mempengaruhinya, khususnya yang berkaitan dengan umur, jenis kelamin, status perkawinan, pendidikan, pendapatan, dan ideologi politik, di kalangan Pegawai Negeri Sipil (PNS) di Indonesia. Dengan menggunakan uji rata-rata (mean) dan uji chi-square berdasarkan tanggapan dari 398 responden PNS di Padang, Sumatera Barat, kajian ini telah menguji tingkat motivasi pelayanan publik dan faktor sosio-demografis yang mempengaruhinya di kalangan PNS di Indonesia. Hasil kajian ini mengindikasikan bahwa tingkat motivasi pelayanan publik di kalangan PNS cenderung berada pada tingkat rendah dibandingkan tingkat motivasi pelayanan publik di kalangan pegawai negeri di negara-negara maju. Selain itu, hasil kajian ini membuktikan adanya hubungan yang signifikan antara beberapa faktor sosio-demografis dan tingkat motivasi pelayanan publik di kalangan PNS. Hasil kajian ini mengimplikasikan bahwa teori motivasi pelayanan publik tidaklah berlaku secara lintas budaya.

Kata kunci: eaktor sosio-demografis, motivasi pelayanan publik, pegawai negeri sipil

INTRODUCTION

Public Service Motivation (PSM) can be defined as a general altruistic motivation to serve the interest of a community of people, a state, a nation, or humanity. PSM is still a new concept and relatively new research focus. It 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, views on the importance of financial rewards, etc.

The earliest investigation of PSM was conducted in 1982 by Hal G. Rainey. Rainey (1982) tried to measure PSM by asking public and private sector managers about their desire to participate in "meaningful public service." Rainey found that managers in the public sector reported significantly higher scores than did 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 grown significantly and become one of the studies in public administration that are very attractive to researchers in the last two decades (Perry, Hondeghem, and Wise, 2010). This study has received attention in the public administration literature for years (Koehler and Rainey, 2008). It has also become an important public administration concept for scholars (Mann, 2006). 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 little 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.

In the case of Indonesia, studies related to the PSM among civil servants have not yet become a serious concern among researchers, including in Padang West Sumatera. Whereas in the fact it is very useful to enhance productivity of staffs and to recruit those who are well-suited to be public servants. It means that research on

PSM of Indonesian civil servants need to be encouraged among Indonesian researchers.

Theoretically, definition of PSM varies across disciplines and fields. However, its definition has a common focus on motives and action in the public domain that are intended to do good for others and shape the well-being of society (Perry and Hondeghem, 2008). Perry and Wise, as cited by Wright and Grant (2010), 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 (in Perry and Hondeghem, 2008) found four dimensions of PSM: attraction to policy making, commitment to the public interest and civic duty, compassion, and self-sacrifice. Brewer and Selden, as also cited by Perry and Hondeghem (2008), have defined PSM as 'the motivational force that induces individuals to perform meaningful public, community, and social service'. While Rainey and Steinbauer, who see PSM as an important determinant of organizational performance, define PSM as a 'general altruistic motivation to serve the interests of a community of people, a state, a nation or humankind' (Perry, Hondeghem, and Wise, 2010). On the other side, Vandenberghe (2007) defined the PSM as the belief, values, and attitudes that go beyond self-interest and organizational interest, that concern the interest of a larger political entity and that motivate individuals to act accordingly whenever appropriate. While Brewer and Selden, as cited by Perry, Hondeghem, and Wise (2010), defined PSM as the motivational force that induces individuals to perform meaningful public, community, and social service. From these definitions, it can be understood that public service motivation is a characteristic and should be manifested among civil servants.

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. Several studies conducted in the developed countries have generally found that public sector employees place greater value on service than private sector employees (Brewer, 2008). In addition, 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 suggest that the theory of PSM may be cross-culturally viable.

However, the research finding among civil servants in the developed countries 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, religious (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 might have different cultures, political views, and administrative environment.

Based on the above description, the objectives of this study (paper) are to describe and analyze the reflection of public service motivation among Indonesian civil servants, especially in Padang West Sumatra and the demographic factors affecting the PSM level. This study on PSM among Indonesian civil servants will be interesting and important to be conducted in Indonesia as a third world country that might have different context from those in developed countries. Then the research question (problem statements) of this study can be summarized into two categories: Firstly: How is the PSM level among civil servants in Padang West Sumatra? Secondly: Is there a significant correlation between demographic characteristics and PSM level among the civil servants in Padang West Sumatra? This study tries to identify the PSM level among civil servants in Indonesia and to identify the socio-demographic antecedents (factors) affecting the PSM among the civil servants.

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.

Perry and Wise's work represents one of the largest bodies of work on PSM. Perry and Wise also theorized that rational, norm-based, and affective motives were the basis for PSM, and that PSM affected both individuals' motives to seek employment in public institutions and their job performance in those institutions. They assumed that the greater individuals' PSM, the more likely they would seek work in the public sector and the more likely they would perform well in those institutions.

Many scholars sought simultaneously to assess the utility of PSM. Crewson, as cited by Brewer (2008), 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 do private-sector employees. It is generally believed that the public employees are motivated by a sense of service not found among private employees. In particular, public employees are more likely to be characterized by an ethic that prioritizes intrinsic rewards over extrinsic rewards.

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.

The concept of public-service motivation indicates that in comparison with private-sector workers, public employees will place a higher value on such intrinsic rewards as service to society, the public interest, and the importance of work (Perry and Wise, 1990). Similarly, Wittmer (1991) reported that public-sector employees place a higher value on helping others and performing work that is worthwhile to society. Buelens and Van den Broeck (2007) and Benz (2005) also reported that public and nonprofit employees are less likely to be motivated by extrinsic factors and more likely to be motivated by intrinsic rewards compared to workers in the for-profit sector. Using data from the General Social Survey (GSS) and other large surveys, Crewson (in Brewer 2008) also found that public employees rate a feeling of accomplishment and performing work helpful to society and to others as more important job characteristics than do private-sector employees. These findings led Crewson to conclude that public employees generally rank higher on intrinsic rewards than do private-sector employees. In sum, research on reward motivators provides some support for the argument that public employees generally have been found to rate intrinsic rewards as a high motivation.

Briefly, 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. In terms of intrinsic rewards, Lee and Wilkins (2011) reported that some research indicates that public sector employees, especially managers, place a higher importance on intrinsic incentives than their for-profit counterparts. Frank and Lewis (2004) also reported that several studies have found that public sector employees are more likely to cite factors such as challenging and interesting work and recognition in their decision to work for government. Therefore, it is often concluded that public employees value intrinsic job rewards more highly and extrinsic ones less highly. Consistent with this conclusion, research findings generally indicate that public employees place a greater emphasis on the importance of meaningful work and service to society (Frank and Lewis, 2004). For these reasons, Brewer (2003) concludes that public servants are motivated by a strong desire to perform public, community, and social services.

Thus in general it can be understood that the study of the PSM in various public sectors in developed countries, especially in the United States, Australia and other developed countries such as Korea, 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 than extrinsic.

From the above descriptions it can be understood that 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.

However, these conditions might not be existed and clean with the condition of public employees in developing countries or third world countries such as Indonesia. Therefore, this study sought to find the description of public service motivation (PSM) which existed among public employees or Civil Servants (PNS) in Indonesia, especially in Padang West Sumatra. Thus the first hypotheses to be tested in this study are: the PSM level of the civil servants in Padang West Sumatra tends to be at a low level compared to that of civil servants in developed countries. In other words, public service motivation among civil servants in Padang West Sumatra is at lower level based on category as presented by Perry and some other researchers.

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.

The implementation of quality public service still has not been realized yet (Alwi, 2012). 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. Perry and Hondeghem (2008a) and Kim and Vandenberg (2010) noted that research on Public Service Motivation (PSM) can be summarized into six main themes, namely: construct and measurement, incidence, antecedents, outcomes, organizational systems, and interaction with other types of motivation. In this study, the research will focus more on the antecedent (background) theme that influence PSM. Study that examined the antecedent of PSM is still limited (Perry and Hondeghem (2008b).

Furthermore, Pandey and Stazyk (2008) explains that the antecedent that influence the PSM can be categorized into three parts, that is: socio-demographic factors, social institution antecedents, and organizational antecedents. Socio-demographic factors included age, education, gender, etc. Social institutions antecedents consisted of the factors relating to family socialization, religious socialization, and professionalism. While organizational

antecedents included the factors relevant to organizational culture, bureaucratic rules, changes in the organizational, hierarchy levels, and time organization. This study only focused on socio-demographic factors.

Perry (1997), based on his study, also found that public service motivation is affected by the diverse backgrounds of individuals, including demographic correlates (characteristics). It means that demographic aspects will determine individuals to perform a high or low motivation in public service. These demographic aspects include: age, gender, education, income, 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, 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 (high income) 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 graduans are more motivated and prefer to work in the public sector than men and those who are less educated.

From the above descriptions it can be understood that public service motivation existed among employees is might be affected by various factors, including domografic characteristics. Therefore this study will review if there is a significant correlation between the demographic characteristic and the level of PSM among the employees in Padang West Sumatra. Thus the second hypothesis to be tested in this study is: There is a significant correlation between demographic characteristics and the PSM level among the civil servants in Padang West Sumatra

RESEARCH METHODS

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

As stated before, public service motivation consists of a number of dimensions. However, in order to limit the analyses, this study (paper) only considers an aggregate

instrument of PSM. This instrument involves averaging the score on a the 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. Although this measure provides less information on the individual dimensions of PSM, an aggregate approach has been frequently applied in PSM research (Kim 2006; Lewis and Frank 2002). The items used in this study referred to Perry's subscales of PSM dimension and measures, as stated in Table 1.

Tabel 1. Perry's subscales of PSM dimensions and measures

Dimensions of PSM	Items
Attraction to Public Policy Making	<ul style="list-style-type: none"> • Politics is a dirty word. (Reversed) • The give and take of public policy making doesn't appeal to me. (Reversed) • I don't care much for politicians. (Reversed)
Commitment to the Public Interest	<ul style="list-style-type: none"> • It is hard to get me genuinely interested in what is going on in my community. (Reversed) • I unselfishly contribute to my community. • Meaningful public service is very important to me. • I would prefer seeing public officials do what is best for the community, even if it harmed my interests. • I consider public service a civic duty
Compassion	<ul style="list-style-type: none"> • I am rarely moved by the plight of the underprivileged. (Reversed) • Most social programs are too vital to do without. • It is difficult for me to contain my feelings when I see people in distress. • To me, patriotism includes seeing to the welfare of others. • I seldom think about the welfare of people whom I don't know personally (Reversed) • I am often reminded by daily events about how dependent we are on one another. • I have little compassion for people in need who are unwilling to take the first step to help themselves. • There are few public programs I wholeheartedly support. (Reversed)
Self-Sacrifice	<ul style="list-style-type: none"> • Making a difference in society means more to me than personal achievements. • I believe in putting duty before self.

- Doing well financially is definitely more important to me than doing good deeds. (Reversed)
- Much of what I do is for a cause bigger than myself.
- Serving citizens would give me a good feeling even if no one paid me to for it.
- I feel people should give back to society more than they get from it.
- I am one of those rare people who would risk personal loss to help someone else.
- I am prepared to make enormous sacrifices for the good of society.

Source: James L. Perry 1996

The target population for this study focused on all civil servants (PNS) in Padang West Sumatra. The number of civil servants who served in the city, based on data from the Local Human Resource Agency of Padang City and West Sumatra Province in 2012, is around 26,280 employees. It consists of 16,134 of the Local (City) government and 10.146 of the Central (federal and province government) employees.

The sample for this study were determined through multistage random sampling. It consisted of civil servant from some public sectors in Padang, both local and central employees. From the number of 500 questionnaires distributed in this study, it is only 398 respondents of civil servants who give feedback. Data in this study were collected through questionnaires with a closed set of five alternative answers using the Likert scale. The instrument was forward and backward translated and pretested with faculty staffs in the State University of Padang Indonesia.

The survey was administered to 60 employees with at least five years' prior work experience in public organizations. Data analyzing in this study used quantitative analysis. The data in this study was analysed utilizing mean and chi-square tests as appropriate. Mean tests was used to analyze the PSM level of the civil servant, while Chi-squared test was used to identify the demographic correlation with public service motivation (PSM) among the civil servants.

RESULT AND DISCUSSION

Many studies on PSM in developed countries, whether in the West or in developed countries other than the West, generally found that that public sector employees place greater value on the intrinsic reward, such as motivation or desire to serve the community and country. But 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.

Based on various research findings, the first objective of this study is to identify the PSM level of civil servants in Padang West Sumatra. To meet this objective the first hypothesis stated that: the PSM level of the civil servants in Padang West Sumatra tends to be at a low level compared to that of civil servants in developed countries. Testing on the first part of this hypothesis have been made using mean tests. The result is as seen in Table 2 below.

Refer to the table 2 above, this study found that the level of PSM existed among civil servants in Padang West Sumatra Indonesia is at a low level compared to that of civil servants in developed countries with mean score = 3:44 in the scale of 1 'strongly disagree' to 5 'strongly agree'. Similarly the PSM level in the four dimensions also showed that the level of PSM among the civil servant is also at a low level, with the mean scores = 3:09 for 'attraction to public policy making', 3.79 for 'commitment to public interest', 3:45 for 'compassion', and 3:35 for 'self-sacrifice' dimensions.

This findings of this study differ from the results found by Bradley E. Wright and Sanjay K Pandey (2005) and Davis, Leisha DeHart, 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 have found that the PSM level of public sector employees are as stated in Table 3.

The second objective of this study is to identify the correlation between demographic factors and the PSM level among civil servants in Padang West Sumatra. The second objective is divided into 6 specific objectives. To meet this objective the second hypothesis has stated that: There is a significant correlation between demographic characteristics and the PSM level among the civil servants in Padang West Sumatra. Hypothesis tested in the following description is null-hypothesis (Ho) at the level of 95% (0.95). This second hypothesis is further elaborated on the 6 specific hypotheses. In general, the correlation between demographic factors and PSM level can be described as seen in Table 4 below. Refer to the Table 4, the overall PSM is only significantly correlated with gender, marital status, and income. However, partially (in part), several dimensions of PSM were also correlated significantly with demographic characteristics, such as, gender, marital status, income, and partially with education (only with self sacrifice dimension).

Based on Table 2 and Tabel 3, it appears that the overall level of PSM among civil servants in Padang West Sumatra tends to be at a low level compared to that of civil servants in developed countries. This is indicated

Tabel 2. Mean Test of PSM Level Among Civil Servants in Padang

PSM	Mean
Attraction to Public Policy Making	3.09
Commitment to Public Interest	3.79
Compassion	3.45
Self-Sacrifice	3.35
The whole PSM	3.44

Tabel 3. Mean test of PSM Level Among Civil Servants (Public Employees) in Some Developed Countries

Researcher(s)	Respondent	Mean of PSM
Bradley E Wright & Sanjay K Pandey (2005)	518 seven public sector org. (local and state) employees and managers from 50 states and Washington DC (city management, education, health, and human service)	3.62
Leisha DeHart-Davis, Justine Marlowe, Sanjay K. Pandey. (2006)	274 managers and staffs from 50 states and Washington DC.	3.58
Jeannette Taylor (2007)	203 public sector employees in Australia	3.50

Source: Wright and Pandey (2005); Davis, Marlowe, and Pandey (2006); Taylor (2007)

Table 4. Significance of the Correlation Between Socio-Demographic Antecedents (factors) and PSM Level Among Civil Servants in Indonesia

Socio-Demographic Antecedents	Age		Gender		Marital Status		Education		Income		Political Ideology	
	X2	Sig.	X2	Sig.	X2	Sig.	X2	Sig.	X2	Sig.	X2	Sig.
PSM	3.819	0.701	80.652	0.000*	1.423E2	0.000*	6.116	0.410	2.299E2	0.000*	10.047	0.123
Attraction to PPM	7.946	0.242	7.879	0.019*	6.947	0.031*	7.424	0.283	16.671	0.011*	25.897	0.000
Commitment publ. interest	2.896	0.822	58.879	0.000*	22.313	0.000*	6.558	0.364	50.663	0.000*	10.800	0.095
Compassion	4.152	0.656	55.245	0.000*	26.334	0.000*	7.900	0.246	50.914	0.000*	9.584	0.143
Self Sacrifice	6.223	0.399	20.020a	0.000*	48.516	0.000*	18.163	0.06*	85.113	0.000*	6.057	0.417

by the comparison of mean scores of both PSM levels among the civil servants in Padang (Tabel 2) and in some developed countries (Tabel 3). The two table shows that the whole PSM level among civil servants in Padang are at a lower level than that of American and Australian public employees.

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 those on the same case in the developed countries. Studies from the developed countries in the West, such as the United State and Australia, generally found that the public sector employees PSM has a high level of PSM (Bradley E Wright & Sanjay K Pandey, 2005; Davis, Leisha DeHart, Justine Marlowe, Sanjay K. Pandey, 2006; and Jeannette Taylor, 2007).

On the other side, Perry (2000) 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 those 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. In addition, many literature suggests that public employees are less likely to be motivated by extrinsic factors and more likely to be motivated by intrinsic rewards compared to workers in the for-profit sector (Buelens and Van den Broeck, 2007; and Benz, 2005).

Willem et.al (2007) also found that the employees in the public sector puts 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.

In addition, this view is supported by Brewer et.al. (2000) who found that PSM is viewed can attract individuals to serve in the public sector and help the work behavior that are consistent with the public interest. This means that the public sector is prepared as a means service 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 Buelens and Van den Broeck (2007), Benz (2005), Lee and Wilkins (2011), and Frank and Lewis (2004) who found in his study reported that public employees are less likely to be motivated by extrinsic rewards and more likely to be motivated by intrinsic ones compared to workers in the for-profit or private sector. 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 PSM level tended to be at high level among public employees – as often founded by researchers in the West – could not be applied to the civil servants in Padang West Sumatra. This assumption does not occur in the case of PSM among civil servants in Padang West Sumatra which proves the contrary. The finding of this study also shows that PSM theory is not cross-culturally viable as assumed by Choi (2001).

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 or treated generally, especially for employees in developing or third world countries that have different characteristics of a social, cultural, economic, ideological, religious, and other values compare to those 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.

It seems that the theories of scientific management, human relation, hierarchy of needs, and rational choice developed by F.W. Taylor, Elton Mayo, Maslow, and Homans – as cited by Siagian (2004) – can explain the situation among the civil servants in Padang West Sumatra. The scientific management theory is used to ask about the importance of financial rewards 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. Besides, 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, according to the theory of a needs hierarchy, people in the growing community 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 growing society, as in Padang West Sumatra, the need for financial rewards as a key tool in meeting the basic needs is still a very pressing need to be met, including for the civil servants. Furthermore, according to rational choice theory, the experts of social interaction 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).

According to Pandey and Stazyk (2008) socio-demographic antecedents can affect and determine the high or low level motivation in public service. These socio-demographic antecedents include: age, gender, marital status, education, income, political ideology, and so on (Pandey and Stazyk, 2008). Lewis and Frank (2002), who reviewed the interests of the American people to the public sector, concluded that people of minority groups, veterans, Democrats, and the elderly in the United States like to work or provide services more in the public sector compared to groups of the white people, non-veterans, Republicans, and those who are younger. In addition, there is a tendency that women and university graduans are more motivated and prefer to work in the public sector rather than men and those who are less educated.

This study also identified the correlation between socio-demographic antecedents and level of PSM among public and private sector employees in Padang West Sumatra. In short, the result can be seen in Table 4. It was identified that overall levels of PSM among civil servants in Padang West Sumatra is only significantly correlated with the aspects of gender, marital status, and income. This means that they who have a different gender, marital status, and income levels will have a different level of PSM. It also means that socio-demographic aspects could be determinants for civil servants in Padang West Sumatra to perform a high or low motivation in public service.

CONCLUSION

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.

The findings of this study clearly show that the theory of PSM can not be generally comprehended and concluded as a valid theory. As to understand so far, the theories of PSM in Western countries or other developed countries almost generally view that the theory of PSM might be cross-culturally viable. However, this assumption could not be applied in the case of PSM among employees in Padang West Sumatra which proves the contrary. PSM in the different areas and conditions will naturally show different things as well. The studies of PSM so far might have assumed that the level of PSM among public employees tends to be higher than that in private sector. However, it seems that these studies did not take into account the existence of the aspects of culture, ideology, economic level of a community, and other unique characteristics of the employee.

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. Therefore, is 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.

The findings of this study have several implications for the theory, particularly to the development of public administration, especially further to the matters related to the administration of public services and the level of PSM among employees. This means that the results of this study can contribute ideas and more enriching knowledge related to public administration.

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