Antecedent and Outcome of Public Service Motivation at Public Sector Employees: A Systematic Review

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A B S T R A C T

Public service motivation is a construct that aims to understand individuals who work in the public service sector and also to explain individual behavior in public organizations. Aspect of public service motivation are compassion, attraction to public service, commitment to public values and Self-scarifice. This systematic literature review aims to analyze 49 international journals regarding the antecedents and outcomes of public service motivational variables. The results of systematic reflection on the literature review show that the antecedents of public service motivation include person-job fit, spirituality, and work environment. Meanwhile, transformational leadership and satisfaction are the antecedents in the literature of previous research journals that are known to appear most often. Then on the outcome of public service motivation found the results of Turnover intention, Work engagement, Organizational citizen behavior. Most of the results found in conjunction with research on public service motivation are organizational performance and organizational citizenship. These findings are useful for expanding the study of public service motivation from various perspectives of methods, theories and research subject areas.

Keywords: public service motivation, civil servants, antecedents, outcome

1. Introduction

For more than 25 years, starting in the early 1990s, research has been carried out on the theme of public service motivation, but has not had a significant impact. Because research on public service motivation still overlaps with the concepts of prosocial motivation and altruism(Schott et al., 2019). But recently, research on public service motivation has increased dramatically. This is because this research raises the issue of work service motivation for employees in the United States which then penetrates into various work sectors and is integrated in research with various disciplines (Ritz et al., 2016). To come to a conclusion whether the concept of public service motivation can be further developed? Is it a major influence in the world of research? and also useful for public administration practice? Because until now the validity of public service motivation is still doubted by some researchers (Bozeman & Su, 2015). However, at present, discussions about the motivation for public service are expanding and reaching into the field of voluntary community welfare and the provision of assistance and donations (T. M. Wang et al., 2020).

The form of the lack of development of public services can be seen from the poll conducted in Indonesia in 2021, the central ministry has a value of public services in the green zone with a rate of 70.83%, in state institutions 80% are in the green zone, Pemprov and Pemkot or at the regional level the value of compliance quite dropped in the yellow zone with values of 55.88% and 62.24% (Ombudsman RI, 2021). The data shows that Indonesia only has good service at the central level, while at the regional level, service quality still needs to be improved. Basically public service motivation according to Perry and Wise as a construct about how to understand humans who serve the interests of society and to explain individual behavior in public organizations (Perry & Wise, 1990). According to Miao, PSM is a prosocial tendency or motivation of individuals based on certain values that appear in public institutions (Miao et al., 2017).

There are four aspects that can describe public service motivation as a variable, namely Compassion, Attraction to public service, commitment to public values and Self-scarifice. Compassion as an individual affective feeling to pay attention to the welfare of others, Attraction to public service refers to instrumental motives that are motivated by a sense of satisfaction after providing services, commitment to public values reflects a motive to fulfill obligations and work responsibilities towards society and fulfill public assessments, Self-sacrifice is the tendency to sacrifice with the aim of contributing to others(T. M. Wang et al., 2020).

Related to the explanation above, the main question that often arises in public service motivation research is its relationship with the concept of leadership. Such as how leaders can motivate employees to be more optimal in providing services (Ritz et al., 2016). Therefore, relevant strategies and in-depth studies are needed to be able to identify and improve the performance of employees in the public service sector (Muttaqin et al., 2020). By recognizing the antecedents and concepts that influence the formation of PSM and how an outcome (output) is from the PSM concept itself. In addition to predicting the quality of PSM by using a measurement scale. One of the earliest scales was developed by Perry in 1996, which Kim later validated

internationally for the first time in 2012 with the item "I am ready to sacrifice for the good of society" (Kim et al., 2013). However, the research gap that still exists is that if the PSM study is carried out in different countries it still has the potential to cause different substantive effects and applicative meanings and it is still difficult to do a general assessment (Mikkelsen et al., 2021).

Based on the description above, it can be understood that it is important to study the antecedents and outcomes of public service employee motivation. Because public service motivation can function as a dependent variable and an independent variable. Then it can have a large impact and explanation on the field of public administration and fields (Chung et al., 2021). So this study aims to determine two things, the antecedent and outcome of public service motivation.

2. Method

This study uses a systematic literature review to examine a number of journals related to the theme of public service motivation. There are several stages in conducting research with a systematic literature review model. Among other things, making planning reviews (making identification of problems and developing them), making reviews (searching for journals and selecting journals) and making systematic reporting(Barbara Kitchenham, 2004). The planning review begins with compiling research questions such as a) what are the factors and variables that are able to predict and become an antecedent to a public service motivation concept? b) what are the output results and forms resulting from a public service motivation concept product?. Next, the writer determines the literature search keywords taken from the research questions. The keywords used are public employees, public service motivation on employees, antecedents of public service motivation and outcomes of public service motivation. These keywords were used for searches from several online journal portals such as Taylor & Francis Group, SagePub, Springer, Emerald and researchgate. The references used as citations are within the last 10 years, from 2013 to 2023.
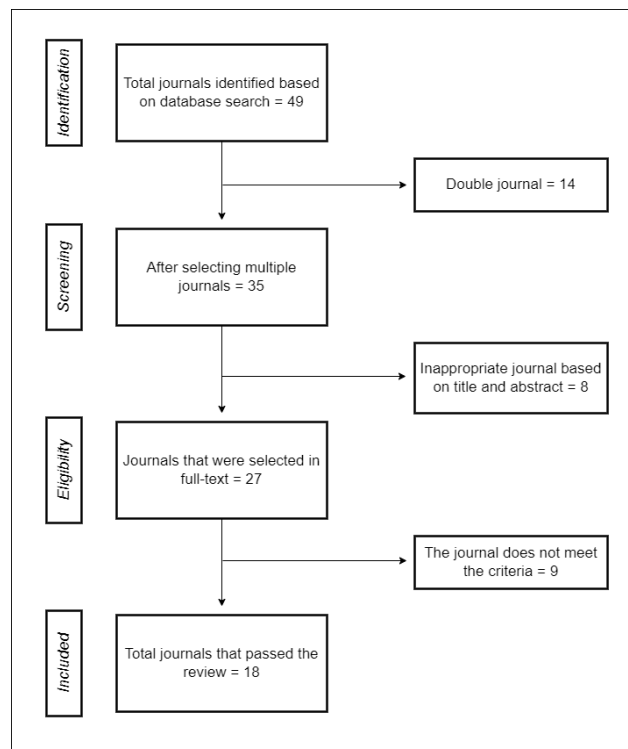
Fig. 1 - PRISMA graph of the stages of journal literature selection

In the next process, the authors recap the findings of the journal into the Mendeley application and screen the journals that pass the selection requirements to then proceed to the analysis process. In the selection process of a total of 49 journals, 18 journals with the theme of public service motivation passed the requirements for analysis, while 31 journals did not meet the requirements set by the authors. Figure 1. The author describes the process diagram flow from the initial search for journals to the journal selection process using the PRISMA graphical method, with the requirements, namely:

- the theme of the journal raises the theme of public service motivation as a dependent variable, independent, or as a moderator or mediator variable ,

- research subjects in journals are employees working in the public sector,

- qualitative and quantitative types of journal research,

- the author prioritizes English-language journals,

- the selection period for journals published in the last 10 years, from 2013 to 2023.

Criteria for journals that do not pass the selection according to the criteria of the authors, namely:

- journals that discuss public service motivation outside the subject of employees working in the public sector,

- Indonesian-language journals,

- forms of literature other than journals such as books, proceedings, literature reviews and articles outside the official journal format are not included by the authors.

3. Result and Discussion

Public service motivation or PSM is an orientation from within the individual in order to provide assistance or service to other people based on the goal of providing benefits and kindness to those around them(Perry & Vandenabeele, 2016). Individuals who are motivated will easily be willing to contribute to services and various ideas about the public interest(Ritz et al., 2020). The concept of PSM appears as an antithesis to the stigma that arises from the behavior of employees in public organizations such as oriented towards personal interests such as reputation and material, while PSM tends to emphasize the role of internal motivation which focuses on work serving the community(T. M. Wang et al., 2020). PSM consists of various kinds of motives that encourage individuals to act as community servants(Piatak & Holt, 2019). Motivation in performing public services is considered an emotional response in response to social stimuli in the form of events that occur in an individual's life(T. M. Wang et al., 2020). In fact, the purpose of the PSM is for the organization to be able to provide quality public services and be able to reduce the level of maladministration(Ombudsman RI, 2021). In connection with the discussion of the scope of public service motivation, the authors conducted a study using the systematic literature review method to see the antecedents and outcomes as well as the development and trend direction of public service motivation, the results of which the researchers describe in table 1 below:

Tabel 1. Finding of Public Service Motivation Article

Number	Title	Author &Year	Method	Research subject	Research findings
1.	BAME Staff and Public Service Motivation: The Mediating Role of Perceived Fairness in English Local Government	W. Wang & Seifert, (2018)	Quantitative methode with questionnaire survey	15,000 British government employees are black, Asian and ethnic minorities	Low level of PSM in research subjects is due to unfair treatment, discrimination, racism, low salaries and benefits, and a less conducive work environment.
2.	Does Perceptions of Organizational Prestige Mediate the Relationship Between Public Service motivation, Job Satisfaction, and the Turnover Intentions of Federal Employees?	Bright, (2021)	Quantitative methode with questionnaire survey	557 Employees in the department of home security in Oregon	Perception of organizational prestige fully mediates the relationship between PSM and turnover intentions. And partially mediation the relationship between PSM and job satisfaction.
3.	How Transformational Leadership Supports Intrinsic Motivation and Public Service Motivation: The Mediating Role of Basic Need Satisfaction	Jensen & Bro, (2017)	Structural equational modeling	1,481 teachers in Danish public and private schools	Satisfaction mediates the relationship between transformational leadership and PSM.
4.	HR Flexibility and Job Crafting in Public Organizations: The Roles of Knowledge Sharing and Public Service Motivation	Tuan, (2s017)	Quantitative methode with questionnaire survey	Employees and supervisors in 52 public law service companies in Vietnam	There is a positive relationship between HR flexibility and individual and group job crafting through the mediation of knowledge sharing. HR flexibility also correlates with PSM in predicting knowledge sharing.
5.	Judging unethical behavior: the different effects of external and	Ripoll &Ballart, (2020)	Structural equational modeling	574 managers in Catalonia Spain	Fulfillment of basic psychological needs can reduce acceptance of unethical acts through PSM

	public service motivation			mediation
6.	Public Service Motivation and Employee Change-Supportive Intention: Utilizing the Theory of Planned Behavior	Hassan et al., (2020)	Quantitative methodwith questionnaire survey	143 employees working in Iraqi Kurdistan regional state universities	PSM is able to predict support for change supportive intention, which is mediated by change-related attitude and subjective norms.
7.	Public Service Motivation and Prosocial Rule-Breaking: An International Vignettes Study in Belgium, Germany, and the Netherlands	Weißmüller et al., (2020)	Quasi-Experimental design	928 public employee respondents in Belgium, Germany and the Netherlands.	There are differences in test results in 3 different countries, but overall individuals with high PSM tend to be easily involved in prosocial rule-breaking (PSRB) or rule-breaking behavior, in the context that clients who are closer/liked by employees will receive better treatment than another.
8.	Sense of Community, Sense of Community Responsibility, and Public Service Motivation as Predictors of Employee Well-Being and Engagement in Public Service Organizations	Boyd et al., (2018)	Quantitative methode with questionnaire survey	1,522 employees in health organizations in the eastern states of America	Sense of community responsibility is a stronger predictor of employee engagement than PSM and sense of community. Meanwhile, the sense of community is stronger in predicting employee welfare than PSM and SOC-R.
9.	The Impact of Transformational Leadership on Organizational Citizenship Behaviours: The Contingent Role of Public Service Motivation	Bottomley et al., (2016)	Quantitative methode with questionnaire survey	1500 Mexican nationals in federal, state and local government.	The motivational effect of transformational leadership is considered less influential on employees in the private sector than employees who have high PSM and work in the public sector PSM is more aligned with public goals and values PSM has a direct effect relationship to OCB
10.	Tired from Working Hard? Examining the Effect of Organizational Citizenship Behavior on Emotional Exhaustion and the Buffering Roles of Public Service Motivation and Perceived Supervisor Support	Potipiroon&Faerman, (2020)	Quantitative methode with questionnaire survey	234 employees in 41 local government organizations in Thailand.	The 3-way analysis shows that the results of PSM and perceived supervisor support simultaneously protect employees from adverse impacts that arise from individual initiatives. However, this makes employees experience intense emotional exhaustion.
11.	Duplicitous Me: Communal Narcissists and Public Service Motivation	Fennimore, (2021)	Quantitative methode with questionnaire survey	One 963 study participants, two 337 employees working in the United States.	Communal narcissism has a positive association with PSM. PSM has a positive relationship and has succeeded in mediating the relationship between communal narcissism and the nonprofit sector
12.	Does Public Service Motivation Always Lead to Organizational Commitment? Examining the Moderating Roles of Intrinsic Motivation and Ethical Leadership	Potipiroon& Ford, (2017)	Quantitative methode with questionnaire survey	250 employees at the central office of the ministry of interior in the city of Bangkok, Thailand.	Intrinsic motivation is able to moderate PSM on organizational commitment. In addition, PSM has the most positive relationship to organizational commitment when it is accompanied by high intrinsic motivation and qualified ethical

				leadership.
13.	Employee involvement, public service motivation, and perceived organizational performance: testing a new model	Qi & Wang, (2016)	Structural equational modeling	711 part-time students as well as civil servants in 21 provinces in China	There is a direct influence of involvement on organizational performance. Meanwhile, through mediation work satisfaction is not significant. PSM can contribute more positively to organizational performance than commitment and work satisfaction.
14.	How Does Employees' Public Service Motivation Get Affected? A Conditional Process Analysis of the Effects of Person-Job Fit and Work Pressure	Quratulain& Khan, (2015)	Quantitative methode with questionnaire survey	213 respondents from 9 public organizations in Pakistan.	Organizational experience influences PSM in various ways. PSM is also influenced by person-job fit.
15.	Stress Perception in Public Organisations: Expanding the Job Demands-Job Resources Model by Including Public Service Motivation	Giauque et al., (2013)	Quantitative methode with questionnaire survey	859 Sample in municipal HR departments of Swiss municipalities.	PSM has a positive and significant correlation with stress perception. The results of this study show that bureaucracy is an antecedent of stress perception. Organizational support, feedback, recognition and satisfaction function in reducing the level of stress felt.
16.	Does Confucian culture affect public service motivation of grassroots public servants ? Evidence from China	Duan et al., (2023)	Quantitative methode, adopted dual fixed effect model, moderating and effect model. with questionnaire survey	1,308 population in china	Culture values influence PSM Paternalistic leadership has succeeded in moderating the relationship between Culture value and PSM.
17.	Why should public service motivation important for village development	Arnoldy et al., (2021)	Structural model, fit model and mediation model	210 employees at the village office	PSM can be directly influenced by transformational leadership. Organizational culture plays a significant role as a mediator in the transformational leadership relationship with PSM.
18.	The effects of public service motivation, risk propensity and risk perception on defensive decision-making in public administrations	Schäfer et al., (2022)	Quantitative methode with questionnaire survey	144 financial managers in public companies and federal agencies in Germany	The relationship between PMS and defensive decision-making is mediated by risk propensity.

Table 1 shows the types of variables related to public service motivation in many previous studies. The variables of leadership and commitment are the two most commonly found variables during the literature search process for previous research journals. Leadership was found and then selected by the authors of 16 journals which were then sorted again by the authors into 5 journals out of a total of 49 journals with various considerations. Leadership is one of the factors that can influence employee perceptions of leadership style and build organizational performance. It is hoped that this vision that is embedded in employees can become the basic capital for the development of public organizations in the future and can also change the perspective of employees to prioritize public interests and put personal interests aside (Caillier, 2020).

In addition to a clear organizational vision, employees with good commitment capacity will be focused on their current organization and this is a valuable asset. Commitment from employees is very important in order to keep the organization's activities running. Formation of commitment, one of which can be started from an organizational leader who has good leadership. The ability of leaders to carry out organizational leadership processes

effectively and humanely can increase organizational commitment (Dwiparaniti et al., 2021). Besides that, one way to maintain the commitment of organizational employees is through leadership support and proper control by the leadership (Malik et al., 2017).

Commitment is interpreted as an employee's attachment to his place of work. In general, employees who are committed will insist on staying and not wanting to leave, and are ready to give their energy to work for the organization (Potipiroon& Ford, 2017). In line with Malik's research, if commitment has been formed, a strong internal desire will be formed to do good and want to provide benefits to others, and are more likely to be emotionally attached and will remain in public organizations. In the end, it will have an impact on organizational performance and services that will be felt by the community (Malik et al., 2017). The characteristics of employees who have PSM and commitment will tend to work harder outside normal hours and be involved in extra work roles (Qi & Wang, 2016).

Related to the results of commitment which have a positive impact on public service motivation of public employees, one of the variables related to PSM is sense of community. This variable is the one that appears most rarely in the journals used in this study. Sense of community, namely individuals who feel that they are part of a system of relationships that support each other and can depend on each other, as a result individuals can avoid loneliness and a sense of loneliness (Boyd et al., 2018). When a sense of togetherness has been built in an organization, it has a positive impact on the productivity and efficiency of organizational work (Putri & Sudibjo, 2022). Organizations with a strong sense of community tend to be seen from employees who are more involved, have a positive environment and have productivity (Boyd et al., 2018).

After discovering various factors related to PSM through a literature review, one method that is most often used in public service motivation research is visible, namely structural equation modeling. is a multivariate analysis method, in which there are three measurements simultaneously, namely confirmatory factor analysis, path analysis, measurement model and structural model (Kelloway, 1995). The purpose of structural equation modeling is to find test results from the relationship between variables in a model such as between indicators and constructs, as well as relationships between constructs (Ginting, 2010). The SEM analysis model allows researchers to find out the results of research questions that are regressive or dimensional, such as measuring only one dimension of a multidimensional construct (Thakkar, 2020).

3.1 antecedents of public service motivation

Initially, individuals were attracted to public services, possibly because they felt satisfaction and internal enjoyment after successfully performing public services (T. M. Wang et al., 2020). Based on research from Perry, the origins of public service motivation are affective-based values, norms and beliefs in public institutions (Perry & Vandenabeele, 2016). One thing that can make PSM more optimal is the integration with the concept of leadership in it (Jensen et al., 2019). The experiences experienced by individuals, whether from parents, family to religious doctrines affect the level of individual PSM (Perry & Wise, 1990). Gender also provides differences in the results of individual PSM, in the results of research that men tend to have more power in carrying out public services, while women tend to like more as policy makers (Moynihan & Pandey, 2007). Based on research and selection of journals with predetermined requirements, the antecedents of public service motivation are found in table 2 below:

Tabel 2. antecedents of public service motivation

No.	Factor	Description
1	Individual	Satisfaction, Human resourche flexibility, psychological basic-needs, person-job fit, communal narcissism, employee well-being, Culture value
2	Job	Sallary, person-job fit
3	Organization	Fairness at work,workenvirontment, racism, transformational leadership, Organizational experience, Work-place spirituality, Paternalistic leadership,

The antecedents that most predict PSM are transformational leadership and satisfaction. The hallmark of Transformational leadership is that the leader develops a vision and end goal that is clear and understandable to employees. Because it can be an important driver in the actions and performance of employees. Then the leadership tries to maintain a long-term vision in order to increase work motivation and make work-oriented employees for the community. This is what makes transformational leadership very supportive of the concept of public service motivation. (Andersen et al., 2016). The concept of transformational leadership is about how employees are able to prioritize work beyond personal interests. Through the argument that leaders of public organizations can influence their PSM employees through their transformational leadership, and make them see that there are public interests that are far more valuable and make these employees interested and motivated (de Gennaro, 2018).

Whereas the satisfaction factor or employee job satisfaction in the public sector is considered lacking, because there is an individual perception of the prestige of the organization where he works, it is felt that it lacks praise and awe from others (Bright, 2021). The lack of interest in working in the public sector is related to the low level of public trust in the performance of public service institutions, especially those in government (Garrett et al., 2006). According to the author, this distrust makes the absorption of employees from the public sector not as much as in other sectors. However, the advantage that can be obtained is that employees who have worked in the public sector are truly individuals with a qualified PSM level.

So in short, transformational leadership can be a driving force for fulfilling the satisfaction of basic individual psychological needs such as autonomy, the need for self-competence and the need for relatedness in the form of close relationships between employees and all elements within the organization (Jensen & Bro, 2017). In this regard, the concept of PSM is considered quite close to the concept of autonomous motivation which involves the desire to get an achievement or an achievement that can satisfy one's desires, it seems that PSM can be said to be related to self-desire satisfaction for noble

behavior to be more beneficial to society (Perry & Wise, 1990). However, PSM becomes less than optimal when individuals do something feeling ordered and too directed, this reduces the perception of self-sacrifice towards others (Jacobsen et al., 2014).

In addition, the results also found that the antecedents that were rarely found in research in the last 10 years were salary factors and person-job fit. Sallary or payroll system is related to the phenomenon of fairness at work. This is quite surprising because it still occurs in several government organizations which put forward a vision of equality in the workplace (W. Wang & Seifert, 2018). In addition, the factor of person-job fit in public service employees is also rarely found by the authors to be raised as the main problem in research. Because the form of working with a motive to serve is a form of fulfilling inner satisfaction (Bright, 2021). The empirical results of previous research show that the more often employees feel value consistency towards the organization, the more satisfaction they feel (Moynihan & Pandey, 2007). Person-job fit describes the suitability of the person's relationship with the work environment. Broadly speaking, the compatibility referred to includes compatibility with the organization, work and compatibility with supervisors (Quratulain & Khan, 2015). So it can be concluded that the factors found by the author that have the most influence on PSM come from the individual and organizational side.

3.2 outcome of public service motivation

As the results of the study state that employees with high public service motivation will do more good to others, be happier when they can do something for others, and have the intention to act to help others more than just personal profit motives (Bottomley et al., 2016; Yao et al., 2020). Even individuals with high PSM are more religious so they have better levels of patience and tolerance when facing difficult work situations (Chung et al., 2021). PSM has a positive impact on a number of employee work attitudes and behaviors. In addition, PSM has a positive correlation with job satisfaction and organizational citizenship behavior in countries that have a culture of acute corruption (Awan et al., 2020).

Tabel 3. outcome of public service motivation

Number	Variable	Outcome
1.	Public Service Motivation	Job satisfaction
		Turnover intention
		Knowledge sharing
		Unethical acts
		change supportive intention
		change-related attitude
		subjective norm
		Work engagement
		Employee well-being
		Organizational citizenship behaviour
		Emotional exhaustion
		organizational commitment
		organizational performance
		stress perception.
		defensive decision-making
		risk prospensity

Most of the outcomes from public service motivation are in organizational and individual aspects, namely organizational performance and organizational citizenship behavior, which are the most variable outcomes of PSM. Where to improve public services requires excellent performance from the organization. Organizational performance is a group of workers gathered in an organization that produces products in the form of goods or services. Their work behavior has a clear mission, focuses on results and is competitive in work (Brewer & Selden, 2000). Motivated employees are more likely to work optimally for the benefit of the organization. In addition, the involvement factor from management can increase employee satisfaction and commitment, which in turn motivates employees to work harder and improve organizational performance (Qi & Wang, 2016). Various previous studies have also stated that PSM has a positive correlation with performance (Perry & Wise, 1990; Schott & Ritz, 2017).

In addition, the outcome that is quite common is Organizational Citizenship Behavior (OCB). OCB is the work attitude of employees who do work voluntarily which is marked by often working past predetermined working hours. The employee's motive for acting this way is to help sustain and improve organizational performance (Bottomley et al., 2016). Employees with high OCB are an asset to the organization, because these employees will easily accept and carry out instructions from the leadership without asking too many questions or thinking about getting feedback on what work will be done (Widyananda et al., 2008). Employees with high OCB are very closely related to PSM because they always feel they belong to the organization and feel they are part of being responsible for the running of the organization (Boyd et al., 2018; Potipiroon & Faerman, 2020).

Based on journal literature collected in the last 10 years, research with the theme of PSM focuses more on predictors that come from the organization. Then through a series of previous studies that have been carried out, it produces output factors that generally come from organizational and individual factors. Meanwhile, personal or individual factors tend to only act as mediator variables and not as variables that have a major influence in shaping public service motivation. Because the concept of PSM can affect and improve the perceptions of each individual, which can positively affect mutual (organizational) trust (Caillier, 2020). So the essence of interpreting the concept of public service motivation is about moral beliefs and beliefs in the

ideology adopted, which play an important role in determining the motivation and behavior of employees in the public work sector (Perry & Vandenabeele, 2016).

4. Conclusion

Public service motivation can be influenced by several variables known as antecedents, such as satisfaction, human resource flexibility, person-job fit, fairness at work, work environment, racism and several other variables. Transformational leadership and satisfaction were found to be the antecedents that most often appeared together with the PSM theme. In general, transformational leadership and satisfaction are related to one another, in fact these two variables are often used together with PSM in public research. Public service motivation also produces outcomes and is capable of being a predictor variable such as turnover intention, knowledge sharing, change supportive intention, employee well-being, organizational commitment and several other variables. However, the outcome that often appears in predictors by PSM is organizational performance and Organizational citizenship behavior. The findings after findings that have been produced in this paper imply that the flow of research trends on the theme of public service motivation in the last 10 years began with concepts involving individual-leadership factors and produced outcomes in the form of individuals-organizations as well. So it needs to be underlined that individual factors always get their own spotlight when talking about PSM, therefore there is still a need for deepening the material and more in-depth analysis in further research.

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