

# ***READINESS TO EXHIBIT ORGANIZATIONAL CITIZENSHIP BEHAVIOUR AMONG LOCAL GOVERNMENT EMPLOYEES: A DEMOGRAPHIC ANALYSIS***

<sup>1</sup>Rashidah Mohamad Ibrahim, <sup>2</sup>Nor Mazlina Abu Bakar, <sup>3</sup>Aziz Amin  
<sup>1,2,3</sup>Terengganu, Malaysia  
E-mail: [rashidahmi@unisza.edu.my](mailto:rashidahmi@unisza.edu.my)

**Abstract:** *Local government, being the manager of urban environment, ranked last under the Malaysia government structure after Federal and State governments. The main function of local government is to stimulate economic growth and social development of a district. However, the operational roles that these local governments supposed to portray have to some extent do not meet the public expectations, resulting in various complaints being filed through various channels as compiled by Public Complaint Bureau. In response to the public outcry for better service delivery, the objectives of this research are to investigate the effect of demographic factors namely (i) gender, (ii) age, (iii) working experience, (iv) supervision tenure and (v) service group in influencing the exhibition of citizenship behavior among local government workforce in east coast region of Malaysia. 126 respondents from three local governments working in east coast states of Malaysia have participated where data were collected using stratified random sampling approach. Empirical results revealed that only supervision tenure has significant influence in elevating employees' Organizational Citizenship Behavior, hence, supporting social exchange theory. Therefore, management should undertake hands-on actions in warranting that these demographic variables be strengthened in invoking employees' citizenship behavior towards instilling public confidence towards multifarious services provided by local governments*

**Keywords:** *Demographic; Organizational Citizenship Behavior; Local Government; East Coast Malaysia*

## **A. PENDAHULUAN**

Being the last in the three-tier government hierarchy with high level of customer contact, local governments have been providing various services such as rubbish collection, beautification, approval of building plans, granting licenses and permits, safeguard public health and sanitation, general maintenance functions of urban infrastructure. Local governments are facing continuous and growing challenges in managing towns and cities due to urbanization, inflation and population growth coupled with rising standard of living has troubled the local governments in providing good services. As noted by Vadeveloo & Singravelloo (2013), local governments' financial positions were in serious status that disturbed the smooth operations in providing the much-needed operational competency and efficiency.

The public is questioning the efficiency and effectiveness of local

government workforce in delivering quality services since these services delivered have yet to meet the public expectations. As the public becoming more educated and exercising their rights, they have expressed their dissatisfactions through Public Complaint Bureau (PCB), via social and written media and through States and Federal levels (Zakaria, Zakaria, Noordin & Mohamed Sawal, 2010). These phenomena have made local governments' performance poorer and have caused constraint relationship with the public. Statistics from PCB showed that local governments continuously receiving complaints, hence, indication on incompetency and inefficiency in discharging their duties.

In order to give quick recovery response towards deficiencies in the service delivery, the workforce needs to inculcate organizational citizenship behaviour (OCB). OCB as defined by (Organ, 1988) is discretionary behaviors that are not part

of job descriptions and not being salaried under the formal reward system and collectively promotes the effective and efficient functioning of an organization. By portraying OCB by local governments' workforce shall be the likely solution in reducing public complaints. Hence, the objective of this paper is to explore employees' demographic variables namely gender, age, working experience, service group and supervision tenure towards willingness of these employees to display OCB.

## **LITERATURE REVIEW AND HYPOTHESES**

### *Local Government*

Malaysia government structure is divided into 3-tier where local government is the bottom rank after Federal and State governments. Currently there are 149 local governments with 14 categorized as city council, 40 and 95 under the category of municipality council and district council respectively.

Following the Royal Commission of Inquiry in 1967 report, local governments are given many powers within the Local Government Act 1976. Local government is bestowed with powers to administer, plan and enforce responsibilities where they play two key roles that impact the lives of its populace. These functions include mandatory functions but discretionary functions as well. The mandatory functions include all critical functions such as refuse collection, street lighting and activities pertaining to public health while discretionary functions include all development functions such as providing amenities, recreational parks, housing and commercial activities.

### *Organizational Citizenship Behavior*

Willingness to perform discretionary work behaviors that go beyond the formal requirement of the job and not directly and explicitly rewarded are termed as OCB. In today's borderless world with greater emphasis on customer services and client satisfactions, a committed and dedicated

workforce that goes beyond the formal job descriptions is a key asset for an organization to survive and to gain competitive advantage. The underpinning theory that governs OCB is social exchange theory (Blau, 1964) and the norm of reciprocity (Gouldner, 1960) which involves a series of interactions that are independent, contingent on the actions of the other partner in the social relationship and generate obligations (Cropanzano and Mitchell, 2005). Hence, in social exchange relationship, when employees sense that their contributions to the organization are noticeable, they may feel obligated to reciprocate and help the organization to achieve its goals. Five components in assessing OCB are (a) altruism being the act of helping colleagues, (b) courtesy being the act of considerate and polite (c) conscientiousness is the discretionary act that surpass normal requirements (d) sportsmanship is the positive attitude in tolerating less than ideal circumstances without complaining and (e) civic virtue is the act of participating in the organizational governance.

### *Gender towards OCB*

The impact of gender on OCB has revealed mixed results. A study by Ibrahim, Aziz, Ghani, Hashim & Salleh (2015) in local governments in southern region of Malaysia found that gender was not a demographic predictor for OCB. Despite the insignificant result, female has higher inclination towards OCB compared to male. In a recent study by Singh & Dhande (2017) on 191 IT professionals also showed OCB was similar for both female and male. However, contrast result revealed where staff from an educational hospital in Iran reported a significant different in gender where male exhibited more OCB compared to female (Bahrami, Montazeralfaraj, Hashemi Gazar, & Dehghani, 2013) while lecturers from 18 universities in Pakistan demonstrated female lecturers were more responsible and showed greater concern towards students compared to male

lecturers (Saleem, Nisar & Imran, 2017). In order to determine the impact of gender towards OCB in the local authority context, the following hypothesis proposed:

H1: A significant effect of gender towards OCB is projected among local government employees in east coast of Malaysia

#### *Age towards OCB*

Recent study by Perdhana & Dewi (2017) on employees of Indonesia's State Electricity Company found that all employees, irrespective of their ages, showed indifference towards exhibition of OCB. Saleem et al (2017), however, revealed contrast finding where lecturers of 46 years and above were more committed to OCB compared to younger lecturers and Uraon & Raya (2018) showed that employees above the age of 41 perceived more OCB compared to their counterparts in public sector companies in India. Since the impact of age in local government workforce was not investigated in Ibrahim et al (2015)'s study, the following proposition is made:

H2: A significant effect of age towards OCB is predicted among local government employees in east coast of Malaysia

#### *Working Experience towards OCB*

Being employed in a local government, the chance to move from one local government to another within state and among state is slim due to its nature of a closed-service organization. These employees stay in their employment with the same local government until retirement. Findings by Parveen (2015) in an Indian organization indicated positive correlation between working experience and OCB. He argued that employees who spend long time in any organization are attached to organization and these employees formed and shared good social bonding with each other. Same view was also noted by Uraon & Raya (2018) and Saleem et al (2017) where longer tenure employees would have higher levels of OCB. It is arguable that staff employed over a long tenure would have more working experience tied with altruism

and benevolent acts would show OCB in helping their colleagues and junior staff.

In a local government context, Ibrahim et al (2015)'s finding revealed insignificant result for employees working in southern region of Malaysia where exhibition of OCB was similar across board irrespective whether newly employed or towards retirement age. Hence, to generalize the finding and to support the finding by Ibrahim et. al. (2015), the following hypothesis is proposed:

H3: A significant effect on working experience towards OCB is projected among local government employees in east coast of Malaysia

#### *Supervision Tenure towards OCB*

This denotes the supervision tenure with current supervisor arising from job rotation exercise. Ibrahim et al (2015) noted a significant mean difference for those under supervision tenure of not exceeding 5 years showed lower OCB compared to those supervised between 11 – 15 years range. This was because those being supervised in 11 – 15 years bracket were considered in-group members where mutual trust, respect and affection have built up during the working relationship while those not exceeding 5 years supervision were considered out-group members since they were yet to be established their presence with colleagues and senior management. In order to determine whether supervision tenure has an impact on employees in east coast region of Malaysia, the following hypothesis is proposed:

H4: A significant effect of supervision tenure towards OCB is projected among local government employees in east coast of Malaysia.

#### *Service Group toward OCB*

This service group is divided into Professional and Management group (top level management) where they are involved directly in the administration, strategic town planning and decision making process, Support I (middle level

management) are responsible in overseeing the manner in which the operational staff discharging their duties and Support II (low level management) are operational staff who involved in day-to-day operations where their tasks are more towards executing the tasks assigned. Sapie (2011) found that these service groups were unable to give an impact towards competency for local government workforce in east coast region. Since the impact of service group was not investigated in Ibrahim et al (2015)'s study and to provide generalization of the finding, the following hypothesis is proposed:

H5: A significant effect of service group towards OCB is projected among local government employees in east coast of Malaysia.

## METODE

### RESEARCH METHODOLOGY

Local government agencies located in the east coast region of Malaysia covering the states of Pahang, Kelantan and Terengganu have been identified as the sample population, and stratified random sampling approach is employed where two municipal councils and one district council have been identified as the sample population. In determining the sample size, proportionate random sampling is used. This is because Support II (low-level management) is the biggest workforce followed by Support I (middle level management) and the least staff is the Professional and Administrative group (top-level management). Using Krejcie and Morgan (1970) sample size table, the minimum sample size was 186 respondents. To increase the response rate, 200 questionnaires were distributed to these three local governments.

Survey is the mode of collecting the data and it contains two sections: profiling of respondents and OCB scales by Podsakoff, et al (1990) with 22 items that anchored on 5-point Likert scale. Malay language is used in the survey since majority of the staff are Malays with largely of them are having basic tertiary education. 150 copies were returned

and only 126 copies were used for empirical analysis after undergoing data screening, factor analysis and normality tests. OCB showed strong reliability cronbach alpha of 0.913.

Statistical analysis used in testing the above hypothesis are independent t-test for gender while one-way analysis of variance or ANOVA are used in testing age, working experience, supervisor's tenure and service group variables. Post-hoc comparison using Tukey HSD test is performed to further analyse the mean difference between each group in the overall OCB.

## HASIL dan PEMBAHASAN

### Respondents' Profiling

**Table 1st : Profiling Of Respondents**

Factor	Frequency (N = 126)	%
<b>Gender</b>		
Male	61	48.4
Female	65	51.6
<b>Supervisor's Gender</b>		
Male	90	71.4
Female	36	28.6
<b>Type of Local Government</b>		
Municipal Council	90	71.4
District Council	36	28.6
<b>Age</b>		
< 25 years	14	11.1
26 – 35 years	46	36.5
36 – 45 years	31	24.6
46 – 55 years	33	26.2
> 56 years	2	1.6
<b>Working Experience</b>		
< 5 years	36	28.6
5 – 10 years	34	27
11 -15 years	20	15.9
16 -20 years	12	9.5
> 21 years	24	19
<b>Supervision Tenure</b>		
< 5 years	87	69
5 – 10 years	22	17.5

11 -15 years	7	5.6
16 -20 years	4	3.2
> 21 years	6	4.8
<b>Service Group</b>		
Support I	61	48.4
Support II	59	46.8
Professional & Administrative	6	4.8

Female dominated the sample with 51.6% and majority of them were under the supervision of male supervisors (71.4%). Almost half of these respondents (47.6%) were below 35 years old and correspondingly they are new batch where 28.6% and 27% of them have been employed not more than 5 years and between 5 – 10 years respectively. The practice of job rotation among employees is evidenced towards improving multitasking skills and work experience among workforce saw 69% of these respondents being supervised for a period not exceeding 5 years and only 4.8% has been working with the same supervisor for a tenure exceeding 21 years. 4.8% of these respondents were holding top positions under the category of Professionals & Administrative while 95.2% were under support staff category. Profiling of these respondents are tabled out in Table I.

*Hypothesis Testing - Gender*

**Table 2nd : Mean Difference Of Ocb Scores Based On Gender**

No	Gender	N	Mean	SD	t value	p value
1	Male	61	3.07	1.97	- 0.418	0.67
2	Female	65	3.22	2.05		

Table 2 showed empirical evidence from t-test analysis where both female and male are similar in exhibiting OCB ( $t = -0.418, p > 0.05$ ). Despite immaterial association, female showed more inclination towards OCB compared to male counterpart. Hence, hypothesis 1a was rejected and concluded that gender was not a demographic predictor in local government settings in east coast of Malaysia. This result

was the same with Ibrahim et al (2015) but in contrast to Saleem et al (2017) and Bahrami et al (2013).

*Hypothesis Testing - Age*

**Table 3th : Mean Difference Of Ocb Scores Based On Age**

No	Age (years)	N	Mean	SD	F value	p value
1	< 25	14	3.86	0.52	0.98	0.42
2	26 -35	46	3.93	0.38		
3	36 - 45	31	3.85	0.39		
4	46 - 55	33	3.78	0.53		
5	> 56	2	3.45	0.13		

Hypothesis 2 stipulated that age will impact towards OCB. Unfortunately, hypothesis 2 was rejected (Table III) since age was not statistically meaningful ( $F = 0.98, p > 0.05$ ). This finding implied that all employees irrespective of age would demonstrate similar OCB in local government setting in east coast of Malaysia. Findings by Bahrami et al (2013) and Perdhana et al (2017) were in tandem with this finding that age did not act as a determinant towards OCB and was contrary to the findings of Salem et al (2017) and Uraon & Raya (2018).

*Hypothesis Testing – Working Experience*

**Table 4th : Mean Difference Of Ocb Scores Based On Working Experience**

No	Tenure (years)	N	Mean	SD	F value	p value
1	< 5	36	3.87	0.44	0.44	0.81
2	5 - 10	34	3.90	0.39		
3	11- 15	20	3.85	0.32		
4	16 - 20	12	3.88	0.43		
5	> 21	24	3.75	0.60		

Hypothesis 3 anticipated that working experience will be significant on OCB. As depicted in Table IV, this relationship was immaterial ( $F = 0.44, p > 0.05$ ). This indicated that OCB level are similar among these employees irrespective whether junior or senior staff. This finding is in line with Ibrahim el at (2015) for local government workforce in southern region of Malaysia and contrast with that of

Parveen (2015), Uraon & Raya (2018) and Saleem et al (2017).

higher management (Graen and Uhl-Bien, 1995)

*Hypothesis Testing - Supervisor Tenure*

**Table 5th : Mean Difference Of Ocb Scores Based On Supervision Tenure**

No	Supervision Tenure	N	Mean	SD	F value	p value
1	< 5 years	87	3.88	0.42	6.73	0.000
2	5 – 10 years	22	3.91	0.32		
3	11-15 years	7	3.82	0.33		
4	16-20 years	4	4.11	0.32		
5	> 21 years	6	3.04	0.56		

Hypothesis 4 projected that supervision tenure will have a significant effect on OCB. As stated in Table V, supervision tenure can invoke OCB (F = 6.73, p < 0.001). Further analysis through post hoc HSD test evidenced that those employees being supervised by the same supervisor for a supervision tenure exceeding 21 years reported the lowest OCB compared to other categories. Significant mean difference was further noted for those being supervised in the range of 16 – 20 years has the highest mean difference, followed by 5 – 10 years supervision, less than 5 years supervision and ensued by those under supervision of 11-15 years against supervision tenure over 21 years.

The possible explanation for low OCB for employees being supervised for more than 21 years was that the motivation to perform OCB has lessen since this group is approaching the retirement age, receiving maximum salary and the possibility of promotion was limited despite that they can be considered as in-group member having close communication circle with their supervisors. Furthermore, it can be said that these employees, other than those over 21 year’s supervision, has managed to establish themselves as the in-group members with their supervisors. Hence, by demonstrating better OCB would catch supervisors’ attention and enhance the chance in receiving other privilege benefits like promotion since these privileges are at the discretion of the

*Hypothesis Testing – Service Group*

**Table 6th : Mean Difference Of Ocb Scores Based On Service Group**

No	Tenure (years)	N	Mean	SD	F value	p value
1	Support I	61	3.80	0.49	0.94	0.39
2	Support II	59	3.89	0.38		
3	Professional & Administrative	6	3.98	0.46		

Hypothesis 5 proposed that service group will have an impact of OCB exhibition. As noted in Table VI, OCB was found to be immaterial among these group categories. It was noted that the mean of Support I and Support II was almost similar and the highest mean was noted in Professional and Administrative category in this immaterial association. Thus, this suggested that OCB was the same across the service group and they perform similar level of OCB. This finding is similar with Sapie (2011) on the impact of competency among local government in east coast region.

*H.Summary*

**Table 7th: Summary Of Demographic Analysis On Ocb**

Variable	Gender	Age	Working Experience	Supervision Tenure	Service Group
OCB	X	X	X	√	X

Table VII summarized the demographic results on mean differences of OCB among local governments’ staff in east coast region

**SIMPULAN**

Local government management must be attentive that the level of education, knowledge and alertness of the public has increased (Zakaria et al, 2010). Their expectations for better services are more demanding and vocal, without taking into consideration, the local governments’ limited financial resources and capability in fulfilling all the needs of the public. As revealed from the analysis, only supervision tenure can exert an impact in improving

OCB level where those employees supervised between 16-20 years under the same supervisor exhibited highest OCB at 4.11 out of 5-point Likert scale in contrast to those being supervised over 21 years at the lowest OCB at 3.04 out of 5-point Likert scale. This finding is unique where OCB level decreased with the length of supervision, presumably that longer supervised employees are senior in age, approaching retirement age and taking a “back-seat“ attitude knowing that possibility of gaining extra perks are limited despite exhibiting more OCB. For those employees in the supervision bracket of between 16-20 years, there is a high chance to be noticed by their supervisors in getting additional benefits should they performed more OCB. Based on the notion of social exchange theory and norm of reciprocity, supervisors do take some form of OCB into consideration in evaluating employees’ overall performance (Organ, 1990). Nonetheless, other insignificant demographic factors should not be ignored by management since previous researches have indicated that they have the ability in promoting OCB.

Henceforth, local government workforce needs to change their working style and establish a better dyadic relationship between supervisor and subordinates as to be more responsive and friendlier to customers, in line with its role as the urban managers. The management should also instill among its workforce the Islamic values and practices that interweave with good citizenship behavior. As such, the act of OCB performed shall make the workforce feel good and content that their discretionary tasks are required to support the organization’s goals towards the betterment of the community. With OCB’s practices embed as local governments’ work culture would help in reducing complaints level and instill public confidence.

This study has shortcoming where the research area has been confined to local governments situated in east coast region of Malaysia and the issue of generalization may emerge. Hence, to make the findings more

meaningful and profound, the geographical coverage needs to be extended to cover whole of Malaysia inclusive of East Malaysia. The respondents in this study are predominantly Malays and by expanding the geographical area to include whole of Malaysia, multi-ethnic employees that are being employed in local governments would embody differences in terms of demographic background, religion, cultural practices, beliefs and values which may have an impact on the exhibition of OCB.

#### **SARAN**

Gratitude is extended to Universiti Sultan Zainal Abidin, Terengganu, Malaysia in funding this research

#### **DAFTAR RUJUKAN**

- Blau, P. (1964). *Exchange and power in social life*. New York: Wiley.
- Bahrami, M. A., Montazeralfaraj, R., Hashemi Gazar, S., & Dehghani Tafti, A. (2013). Demographic Determinants of Organizational Citizenship Behavior among Hospital Employees. *Global Business and Management Research: An International Journal*, 5(4), 171-178.
- Daft, R. L. (2001). *Organizational theory and design*. Cincinnati, OH: South-Western College Publishing.
- Gouldner, A. (1960). The norm of reciprocity. *American Sociology Review*, 25(2), 161-178.
- Graen, G. B., & Uhl-Bien, M. (1995). Relationship-based approach to leadership: Development of leader-member exchange theory over 25 years: Applying a multi-level multi-domain perspective. *Leadership Quarterly*, 6, 219-247.
- Hafidz, S. W., Hoesni, S. M., & Fatimah, O. (2012). The relationship between organizational citizenship behaviour and counterproductive work behaviour. *Asian Social Science*, 8(9).32-37
- Ibrahim, R., Amin, A., Ghani, M. A., Hashim, N., & Salleh, M. (2015). *Organizational Citizenship Behaviour*

- Readiness: A Demographic Study on Local Government Employees in Southern Region of Malaysia, *Pertanika Journal of Social Sciences & Humanities*, 23(S), 51-62
- Krejcie, R., & Morgan, D. (1970). Determining sample size for research activities. *Educational and Psychological Measurement*, 30(3), 697-610.
- Long, G. E. (2012). *Transformational leader behaviours and follower citizenship behaviours: The mediating effect of Leader-Member Exchange and follower collectivism*. (Unpublished PhD Thesis). Our Lady of the Lake University, USA.
- Norris, M. W. (1980). *Local Government in Peninsular Malaysia*. England: Gower Publishing.
- Organ, D. W. (1988). *Organizational Citizenship Behavior. The good soldier syndrome*. MA: Lexington Books.
- Organ, D. W. (1990). The motivational basis of organizational citizenship behavior. *Research in Organizational Behavior*, 12, 43-72
- Perdhana, M.S., & Dewi, R. M. (2017). Demographic Factors and Organizational Citizenship Behaviour: Are They Related? *Advanced Science Letters*, 23(8), 7292-7294.
- Podsakoff, P.M., Mackenzie, S. B., Moorman, R. H., & Fetter, R. (1990). Transformational leader behaviours and their effects on followers' trust in leader satisfaction and organizational citizenship behaviour. *Leadership Quarterly*, 1(2), 107-142.
- Sapie, Y. (2012). *The influence of organizational culture and leadership on competency among local government employees in east coast region*. (Unpublished PhD's Thesis). Universiti Malaysia Terengganu, Malaysia.
- Shih, Y. C., & Pearson, J. (2011). A demographic study of Information Technology professionals' organizational citizenship behaviour, *Journal of Management Research*, 3(2), 1-15.
- Singh, N., & Dhande, S. D. (2017). Does Organizational Citizenship Behaviour of IT Professional Differs Across Demographics? *AGU International Journal of Management Studies & Research*, 5, 437- 456.
- Saleem, A., Nisar, Q.A., & Imran, A. (2017). Organization Citizenship Behaviour, Psychological Empowerment and Demographic Characteristics: Teachers' Perspective. *International Journal of Advanced and Applied Sciences*, 4(7), 129-135.
- Vadeveloo, T., & Singaravello, K. (2013). Kerajaan Tempatan dan Pembangunan Masyarakat: Satu Perspektif Teori [Local Government and Community Development: A Prospective Theory]. Paper presented at *2013 International Conference on Social Science Research*, Malaysia.
- Zakaria, Z., Zakaria, Z., Noordin, N., & Mohamed Sawal, M. Z. H. (2010). Environmental Functions Provided by Malaysian Local Government: User's Perception. *Journal of Social Sciences*, 6(2), 296-302