

Demographic Profiling of Local Governments' Employees in East Coast Region Malaysia Towards Organizational Citizenship Behaviour

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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) supervisor's gender, (iii) age, (iv) working experience, (v) supervision tenure and (vi) 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 states of Terengganu, Pahang and Kelantan 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 involving employees' citizenship behavior towards instilling public confidence towards multifarious services provided by local governments.

Keywords — Demographic; Organizational Citizenship Behavior; Local Government; East Coast Malaysia

I. INTRODUCTION

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 efficiency and effectiveness of local government workforce in delivering quality services are being questioned by the public 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 upholding the title of manager for urban environment and to give quick recovery response towards deficiencies in the service delivery, inculcation of organizational citizenship behaviour (OCB) need to embed by the workforce. OCB as defined by (Organ, 1988) as 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, supervisor's gender, age, working experience, service group and supervision tenure towards willingness of these employees to display OCB.

II. LITERATURE REVIEW AND HYPOTHESES

A. 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 being 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.

B. 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 (i) altruism being the act of helping colleagues, (ii) courtesy being the act of considerate and polite (iii) conscientiousness is the discretionary act that surpass normal requirements (iv) sportsmanship is the positive attitude in tolerating less than ideal circumstances without complaining and (v) civic virtue is the act of participating in the organizational governance.

C. Gender and supervisor's 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 relation to supervisor's gender, (Ibrahim et. al., 2015) also discovered that supervisor's gender has insignificant influence towards OCB and male supervisor has showed better OCB inclination compared to female supervisor in this insignificant association. The insignificant result was affirmed by Long (2012) in his study in a South Texas university. In order to provide generalization on the influence of gender and supervisor's gender towards OCB in the local government context, the following propositions are made:

H1a: A significant effect of gender towards OCB is projected among local government employees in east coast of Malaysia

H1b: A significant effect of supervisor's gender towards OCB is projected among local government employees in east coast of Malaysia

D. 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 analyzed in Ibrahim et al (2015)'s study, the following proposition is made:

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

E. 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 get 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 who has been employed over a long period of time 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 of being 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

F. 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 being supervised between 11 – 15 years. 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 propositioned:

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

G. 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 analysed 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.

III. 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 and supervisor's gender variables 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.

IV. DATA ANALYSIS AND RESULTS DISCUSSION

A. Respondents' Profiling

TABLE I: PROFILING OF RESPONDENTS

No	Factor	Frequency (N = 126)	%
1	Gender		
	Male	61	48.4
	Female	65	51.6
2	Supervisor's Gender		
	Male	90	71.4
	Female	36	28.6
3	Type of Local Government		
	Municipal Council	90	71.4
	District Council	36	28.6
4	Age		
	< 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
5	Working Experience		
	< 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
6	Supervision Tenure		
	< 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
7	Service Group		
	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.

B. Hypothesis Testing - Gender

Table II 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).

TABLE II: 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		

C. Hypothesis Testing - Supervisor's Gender

TABLE III. MEAN DIFFERENCE OF OCB SCORES BASED ON SUPERVISOR'S GENDER

No	Gender	N	Mean	SD	t value	p value
1	Male	90	3.17	1.96	0.210	0.36
2	Female	36	3.08	2.13		

Based on t-test analysis on supervisor's gender (Table III) revealed that this demographic factor was immaterial towards OCB ($t = 0.210$, $p > 0.05$). Despite the immaterial association, female has lower OCB level compared to the male counterpart. Hence, hypothesis 1b was rejected and implied that both female and male supervisors showed similar OCB level. This result was the same with that of Ibrahim et al (2015)'s study where immaterial association was detected and similar finding with that of Long (2012).

D. Hypothesis Testing - Age

TABLE IV: 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 IV) 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).

E. Hypothesis Testing – Working Experience

TABLE V. 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 V, 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). Furthermore, as suggested by Hafidz, Hoesni, & Fatimah (2012), longer tenured employees have more job-related knowledge than new employees and they engaged in more OCB, as these employees feel more of a sense of belonging to the organization as compared to 'newer' employees.

F. Hypothesis Testing - Supervisor Tenure

Hypothesis 4 projected that supervision tenure will have a significant effect on OCB. As stated in Table VI, 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.

TABLE VI: 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		

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 higher management (Graen and Uhl-Bien, 1995).

G. Hypothesis Testing – Service Group

TABLE VII: 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 VII, 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 VII: SUMMARY OF DEMOGRAPHIC ANALYSIS ON OCB

No	Variable	Gender	Supervisor’s Gender	Age	Working Experience	Supervision Tenure	Service Group
1	OCB	X	X	X	X	√	X

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

V. CONCLUSION

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 being 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.

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