Organisational Citizenship Behaviour Readiness: A Demographic Study on Local Government Employees in Southern Region of Malaysia

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ABSTRACT
Plagued with increasing complaints from the public expressing their dissatisfaction on what they perceive as poor quality of service by local government, this paper seeks to investigate the impact of demographic factors of gender, supervisor’s gender, organisation type (city council, municipal council and district council), organisational seniority and dyadic tenure towards organisational citizenship behaviour readiness in local government agencies in the Southern region of Malaysia. Data from 222 employees working in nine local government agencies in the Southern region of Malaysia were collected using stratified random sampling approach. Inferential statistics of t-test and ANOVA test were employed using SPSS version 20. Results revealed that dyadic tenure and organisation type have significant influence in elevating employees’ Organisational Citizenship Behaviour. Gender, supervisor’s gender and organisational seniority were found to be immaterial and to be equal among these respondents. Generalization of these findings cannot be assumed and a larger geographical coverage throughout Malaysia is highly recommended so as to make the findings more meaningful. Empirical evidence provided support that demographic factors could have significant impact towards elevating Organisational Citizenship Behaviour. Thus, the management should take proactive action in ensuring that these demographic factors can be manipulated towards achieving its mandated objectives and to instil public confidence in the multifarious services provided by the local government.
Keywords: Demographic, Local Government, Organisational Citizenship Behaviour, Southern Malaysia

INTRODUCTION
Local government, the lowest in the Malaysian government hierarchy, is a non-profit service organisation with a high customer contact where their multifarious services meet almost all aspects of societal needs such as rubbish collection, beautification, approval of building plans, granting licences and permits, safeguard public health and sanitation, general maintenance functions of urban infrastructure. Managing towns and cities that are expanding in tandem with economic growth of the country has exerted tremendous pressure on the local governments as the services provided are constantly under the watchful eyes of the public. The public is becoming increasingly aware of their rights as consumers, demanding for clearer and increase transparency in the way the local government makes decision and implementation of development plans. In short, the public has become more vocal in voicing their grouses over the services provided. These phenomena have caused the public to record their grievances with the Public Complaint Bureau where statistics showed that local governments recorded among the highest level of complaints by the public, hence, raising concerns on the issue of incompetency and the inefficiency of employees in discharging their duties.

In order to respond to public outcry for improvement, accountability and transparency in service delivery and quality of local government, its management needs a workforce willing to exhibit organisational citizenship behaviour (OCB) - discretionary behaviours that are unrencognised by formal reward system and collectively promotes the effective and efficient functioning of an organisation (Organ, 1988). The OCB is the possible solution in meeting public satisfaction as it is considered a low cost vehicle in achieving organisational effectiveness, employee satisfaction, and acts as lubricant in social machinery of the organisation (Organ, 1988).

As the satisfaction level at the grass-root level is low, this study attempts to explore how demographic variables of the employees, who have close contact with the public, are able to influence OCB among local government employees in southern region of Malaysia.

Local Government
Local government is the lowest level government after Federal and State governments and has three levels of hierarchy: district council, municipal council and city council. As a public sector organisation, local government has played a pivotal role as the manager of urban environment that drives the economic growth and social development of a particular district and its residents. Local governments are set apart from the Federal or State governments as they are subordinate units to these higher governments which link the public interest relationships between the tiers (Norris, 1980).
In general, the local government is under the jurisdiction of the state government and the power of decision-making is transferred to the local government to administer within its locality. Hence, local government is bestowed with a wide range of powers to administer, plan and enforce responsibilities where they play two key roles that impact the lives of its populace. The first role relates to provisions of basic services aimed at the upkeep of the local community including businesses within its area and the second is to regulate land use and business activities within its administrative area (Abdullah & Kalianan, 2008).

Organisational Citizenship Behaviour (OCB)

The OCB can be defined as a behaviour that goes beyond the formal requirement of the job and is beneficial to the organisation (Spector, 2008). The underlying theory underpinning 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 & Mitchell, 2005). As noted by Vigoda and Golembiewski (2001), OCB is particularly critical in enhancing governmental effectiveness since it can supplement formal bureaucratic operations that may be somewhat restricted by limited administrative and financial resources and protocols. By demonstrating OCB, governmental operations, in the case of local government, can be managed with greater efficiency and services can be delivered with better quality, thus contributing to a strong image as the manager of urban environment.

Although there are numerous conceptualisations of OCB, five factors introduced by Organ (1988) and operationalised by scales propounded by Podsakoff, Mackenzie, Moorman and Fetter (1990) are the most robust and distinct factors in assessing OCB. There are (i) altruism – employees help co-worker with job relevant duties and tasks (ii) courtesy – being polite, considerate of others and treat them with respect (iii) conscientiousness – when employee goes beyond normal requirements or expectations (iv) sportsmanship – a positive attitude and willing to tolerate less than ideal circumstances without complaining (v) civic virtue – participating in the governance of the organisation.

The Impact of Gender and Supervisor’s Gender on OCB

Studies that examined the influence of gender on OCB has revealed inconsistent findings. Generally, women are seen as more likely to engage in OCB than their male counterparts (Allen & Rush, 2001). This finding is consistent with Kark and Waismel-Manor (2005) who contend that women engage in OCB (dimensions of altruism and courtesy which are feminine behaviours) more than men (dimensions of civic virtue and sportsmanship which are
masculine behaviours) because the former are typically perceived as concerned with the welfare of others namely caring and considerate and holding a higher level of empathy and sympathy. However, the dimension of conscientiousness does not seem to be attached to any particular gender (Kidder & Parks, 2001). A study by Long (2012) on a highly diverse workforce from a large South Texas university found that a supervisor’s gender has no significant mean difference on OCB. In the study of local government in the east coast states of Malaysia, gender and supervisor’s gender failed in influencing OCB (Rashidah & Mazuri, 2013). Due to inconsistent findings, the following hypotheses are proposed:

H1a: Gender will have a positive impact on OCB among local government employees
H1b: Supervisor’s gender will have a positive impact on OCB among local government employees

The Impact of Organisational Seniority on OCB

This represents the length of an employee being employed. It is worth noting that local government is a closed service organisation where the possibility to be transferred to another local government within the state and among state is very limited. They can be considered as loyal employees and usually stayed in the same local government until they reach retirement age. Since OCB is exhibited when an employee orients newcomers or helps others, one can argue that an individual who has been employed over a long period of time possesses more job experience and coupled with the act of altruism and benevolence would assist others with less experience.

Tenure-OCB link was found to be significant among IT professionals working in various industries in USA (Shih & Pearson, 2011). Thus, this indicated that the longer the service tenure among IT professionals, higher levels of OCB are exhibited. Two studies by Rashidah, Aziz and Munir (2014) and Sapie (2012) on local government employees in east coast states of Malaysia showed insignificant mean differences in organisational seniority. Since the geographical area for this study is focused on southern region of Malaysia, the following hypothesis is proposed:

H2: Organisational seniority will have a positive impact on OCB.

The Impact of Organizational Type on OCB

Local government is also known as city council, municipal council and district council depending on the number of residents being served as well facilities and infrastructure available in its locality, Rashidah and Mazuri (2013) found significant mean difference where municipal council employees showed more willingness to OCB activities compared with district council employees in relation to active economic activities in the locality, educated, working and bodily-able inhabitants, supported with good infrastructure and developments compared to that of district council. On the other hand, Sapie (2012) noted insignificant association of local government type on competency level.
Turning to the private sector, a study on manufacturing sector by Long and Ismail (2009) revealed firm size correlated significantly with competencies. They pointed out that larger firms seemed to be more aware of and competent in dealing with customer requests and would invest in the latest information system and data base application to improve operations flow and meet customer needs and wishes. Due to inconsistency in the above results and to further determine the effect of local government type in southern region of Malaysia, the following hypothesis is put forward:

H3: Organisational type will have a positive impact of on OCB.

Dyadic Tenure Towards OCB

This represents the length of supervision a subordinate has with his or her current supervisor and it is common among local government to conduct job rotation exercise among its workforce so as to improve employee multitasking skills and competency. A positive significant mean difference was noted for dyadic tenure exceeding 21 years where low OCB was exhibited compared with those in dyadic tenure range between 16 and 20 years (Rashidah et al., 2014) Among the reasons in displaying low OCB is age whereby those approaching retirement age find their salary has hit the maximum ceiling and the possibility of promotion limited. Respondents in dyadic tenure of between 16 and 20 years reported a higher OCB which increases their chance to be noted and be promoted or receive additional benefits from their supervisors. Based on the notion of social exchange theory and norm of reciprocity, managements have been found to take some form of OCB into consideration in evaluating an employee’s overall performance (Organ, 1990). In order to determine whether local governments practising job rotation to enhance multitasking skills and work experience among employees in the southern region of Malaysia has an impact on OCB, the following hypothesis is presented:

H4: Dyadic tenure will have a positive impact of on OCB.

MATERIALS AND METHOD

The sample and target population comprises the workforce working in local government agencies in the southern region of Malaysia. Since the local government is categorised under three types, city council, municipal council and district council, a stratified random sampling was used. This technique is considered appropriate where various departments with different job functions existed in a local government while functions between them are almost similar in nature. In determining the sample size, disproportionate random sampling is used as the number of Professional and Administrative group (top level management) is much smaller compared with Support I (middle level management) and Support II (low level management). Utilising Krejcie and Morgan (1970) sample size table, a total of 350 questionnaires were distributed to selected
nine local governments consisting of one city council, three municipal councils and five district councils.

Data was collected using a questionnaire survey method. There were two sections: respondents’ demographic information and OCB scales developed by Podsakoff, et al., (1990) with 22 items. The OCB scales comprised five items each for altruism and conscientiousness dimensions and four items each for courtesy, civic virtue and sportsmanship dimensions. Hoffman, Blair, Meriac and Woehr (2007) suggested that predictive relationships with the broader OCB criterion were as good as, or superior to, those with narrower dimensional criteria. This view was supported by LePine, Erez and Johnson (2002) that operationalisation of OCB was best viewed as indicators of a general OCB factor. Thus, based on the said suggestions, a latent construct is employed to measure OCB.

The OCB scale, anchored on 5-point Likert scale, has been translated to Malay language in view of the fact local government employees are primarily Malays and the majority of them have basic tertiary education. A total of 250 copies were returned and after data screening and normality tests undertaken, only 222 copies were used for empirical analysis.

Statistical Analysis
Descriptive statistics of mean, standard deviation, frequency and percentage were used to explore data collected and to make some general observations about the respondents’ profile. Overall OCB is computed by taking the average of the five factors namely altruism, courtesy, civic virtue, conscientiousness and sportsmanship. Based on the minimum score of 1 and maximum score of 5, a possible score was calculated and categorised as low, moderate and high. Thus, a person with a low OCB level would have a score of between 1.00 and 2.40 while a person having a moderate OCB level would have a score between 2.41 and 3.79 and a score between 3.80 and 5.00 was categorised as having a high OCB level. In order to examine the differences among the local government employees in exhibiting OCB level, variables such as on gender, supervisor’s gender, organization type, organisational seniority and dyadic tenure, independent sample t-test and one-way ANOVA were computed. Post-hoc comparison test using Tukey test was executed to further analyse the mean difference between each group in the overall OCB.

RESULTS AND DISCUSSION
Characteristics of Respondents
Respondents from the sample study were predominantly female (56.8%) and were mainly under the supervision of a male superior (63.5%). Respondents from the municipal council dominated the sample at 43.2% followed by district council respondents at 38.3%. The majority of them can be considered new whereby 44.6% of them have been working for less
than five years while 22.1% of them have an organisational tenure of between 5 and 10 years. For those who have less than five years, 41.9% of these respondents currently reported to their present supervisors due to job rotation being exercised in these local governments so as to enhance the workforce’s multitasking skills and work experience. Table 1 summarises the demographic profile of these respondents.

<table>
<thead>
<tr>
<th>Variable</th>
<th>Frequency (N = 222)</th>
<th>Percentage (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gender</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>96</td>
<td>43.2</td>
</tr>
<tr>
<td>Female</td>
<td>126</td>
<td>56.8</td>
</tr>
<tr>
<td>Supervisor's Gender</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>141</td>
<td>63.5</td>
</tr>
<tr>
<td>Female</td>
<td>81</td>
<td>36.5</td>
</tr>
<tr>
<td>Organisation type</td>
<td></td>
<td></td>
</tr>
<tr>
<td>City council</td>
<td>41</td>
<td>18.5</td>
</tr>
<tr>
<td>Municipal Council</td>
<td>96</td>
<td>43.2</td>
</tr>
<tr>
<td>District council</td>
<td>85</td>
<td>38.3</td>
</tr>
<tr>
<td>Organisational Seniority</td>
<td></td>
<td></td>
</tr>
<tr>
<td>&lt; 5 years</td>
<td>99</td>
<td>44.6</td>
</tr>
<tr>
<td>5 – 10 years</td>
<td>49</td>
<td>22.1</td>
</tr>
<tr>
<td>11 -15 years</td>
<td>32</td>
<td>14.4</td>
</tr>
<tr>
<td>16 -20 years</td>
<td>14</td>
<td>6.3</td>
</tr>
<tr>
<td>&gt; 21 years</td>
<td>28</td>
<td>12.6</td>
</tr>
<tr>
<td>Dyadic Tenure</td>
<td></td>
<td></td>
</tr>
<tr>
<td>&lt; 5 years</td>
<td>93</td>
<td>41.9</td>
</tr>
<tr>
<td>5 – 10 years</td>
<td>63</td>
<td>28.4</td>
</tr>
<tr>
<td>11 -15 years</td>
<td>24</td>
<td>10.8</td>
</tr>
<tr>
<td>16 -20 years</td>
<td>24</td>
<td>10.8</td>
</tr>
<tr>
<td>&gt; 21 years</td>
<td>18</td>
<td>8.1</td>
</tr>
</tbody>
</table>

Factor Analysis

A principal component analysis with varimax rotation was used for data reduction to determine meaningful factors of OCB. Since OCB is measured as a latent construct, factor analysis produced one factor with eigenvalue of 8.56 explaining a total variance of 39.93%. The Kaiser-Meyer-Olkin measure of sampling adequacy stood at 0.88 and a significant Barlett’s Test whereby Chi-square = 2601.03, p < 0.001. Four items with factor loadings of less than 0.5 (Hair, Black, Babin & Anderson, 2010), were dropped from further analysis, leaving only 18 items.
**Descriptive Statistics**

As reflected in Table 2, Cronbach alphas for each OCB sub-dimension and overall OCB achieved above the minimum benchmark of 0.7 which indicated strong internal consistency and reliability (Sekaran & Bougie, 2010). Overall OCB and four OCB sub-dimensions (courtesy, conscientiousness, sportsmanship and civic virtue) recorded high mean scores while altruism achieved a moderate mean score.

<table>
<thead>
<tr>
<th>Variables</th>
<th>Cronbach’s Alpha</th>
<th>Mean</th>
<th>Standard Deviation</th>
<th>Interpretation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Altruism</td>
<td>0.75</td>
<td>3.75</td>
<td>0.64</td>
<td>Moderate</td>
</tr>
<tr>
<td>Courtesy</td>
<td>0.83</td>
<td>4.08</td>
<td>0.61</td>
<td>High</td>
</tr>
<tr>
<td>Conscientiousness</td>
<td>0.86</td>
<td>4.03</td>
<td>0.58</td>
<td>High</td>
</tr>
<tr>
<td>Sportsmanship</td>
<td>0.84</td>
<td>3.95</td>
<td>0.64</td>
<td>High</td>
</tr>
<tr>
<td>Civic Virtue</td>
<td>0.79</td>
<td>3.85</td>
<td>0.64</td>
<td>High</td>
</tr>
<tr>
<td>Overall OCB</td>
<td>0.91</td>
<td>3.97</td>
<td>0.66</td>
<td>High</td>
</tr>
</tbody>
</table>

Note: (1-2.40) = Low, (2.41-3.79) = Moderate, (3.80-5.00) = High

**Hypothesis Testing**

Hypothesis 1a proposed that gender will have positive impact on OCB where result from t-test indicated that gender was unable to influence OCB level as no significant mean difference was noted (t = -0.732, p > 0.05). Despite the insignificant relationship, the negative direction of the relationship was as predicted as female showed higher OCB score compared with their male counterparts. The supervisor’s gender (hypothesis 1b) also failed to exhibit significant mean difference (t = 1.53, p >0.05). However, it was noted that male supervisors demonstrated high OCB level compared with females in this insignificant association. Thus, this implied that the OCB level was similar for both female and male irrespective of whether he or she was a subordinate or holding supervisory position. This finding was similar to Rashidah et al., (2014) where gender showed no significant relationship towards OCB among local government employees in east coast region. The findings are also in line with that of Long (2012) but inconsistent with that of Allen and Rush (2001) and Kark and Waismel-Manor (2005).

Hypothesis 2 proposed that organisational seniority will have a positive impact on OCB. Unexpectedly, this relationship was not significant (F = 1.32, p > 0.05). This implied that whether a respondent is newly employed or edging towards retirement age, the exhibition of OCB level is similar. Although insignificant relationship is noted, those respondents approaching retirement age demonstrated higher OCB arising from attitude of
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benevolence and sharing from their work experience. This finding was in line with that of Rashidah et al., (2014) and Sapie (2012) who looked at local government employees in east coast of Malaysia.

Hypothesis 3 proposed that organisation type will have a positive impact on OCB. As predicted, the result showed that organisation type (city council, municipal council and district council) was statistically significant (F = 10.29, p < 0.001). Post Hoc HSD revealed that municipal and district councils have higher OCB level compared with city councils. This finding was in line with that of east coast region where Rashidah & Mazuri (2013) reported that municipal council exhibited higher OCB compared to district council.

Hypothesis 4 proposed that dyadic tenure (supervision period) will have a positive impact on OCB. As envisaged, dyadic tenure has the ability to influence OCB exhibition (F = 3.40, p < 0.01). Post hoc HSD revealed that those with dyadic tenure of less than five years exhibited lower OCB compared with those having between 11 and 15 years supervision bracket. The possible explanation for this significant association was that respondents who have been supervised by their current supervisor in the range of 11 and 15 years could be considered as in-group member where mutual trust, respect and affection have built up between them and they were in the close communication circle of the supervisors. Hence, exhibiting higher OCB would increase their chance to be noted by their superiors and increase their chances for promotion and getting other exclusive benefits that were a discretion of the higher management (Graen & Uhl-Bien, 1995).

While respondents with less than five years dyadic tenure reported lower OCB presumably because they were still new to the organisation and still in the process of familiarising themselves with the working environment, colleagues and senior management. These new employees can be considered as out-group members where mutual trust, respect and affection have yet to be established (Graen & Uhl-Bien, 1995). A positive and significant association was also noted by Rashidah et al., (2014); however, significant mean difference was noted for dyadic tenure exceeding 21 years where low OCB was exhibited compared to those in dyadic range of between 16 and 20 years. Approaching retirement age whereby salary has hit the ceiling coupled with the low possibility of promotion prospects were among the reasons for in the respondents displaying low OCB. A summary of the results on mean differences of OCB according to demographic profile is tabulated in Table 3.

| TABLE 3 |
| Summary of Demographic Analysis on OCB |

<table>
<thead>
<tr>
<th>Variable</th>
<th>Gender</th>
<th>Supervisor’s Gender</th>
<th>Organisational Seniority</th>
<th>Organisational Type</th>
<th>Dyadic Tenure</th>
</tr>
</thead>
<tbody>
<tr>
<td>OCB</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>√</td>
<td>√</td>
</tr>
</tbody>
</table>
CONCLUSION

The aim of the study was to examine the impact of demographic variables including gender, supervisor’s gender, organisational type, dyadic tenure and organisational on OCB. This research had attained its objective and contributed to literature and knowledge on OCB and human resource literature by examining one of the important agencies in the government sector that has the capacity to drive social and economic growth within its jurisdiction. By incorporating and analysing demographic characteristics of local governments’ employees in southern region of Malaysia, this research had provided insight for local government management that organisational type (municipal and district councils) and dyadic tenure between 11 and 15 years have significant impacts in elevation of OCB. Nonetheless, the management should also acknowledge that the other demographic variables namely gender, supervisor’s gender and organisational seniority, although insignificant, need to be looked into so that OCB exhibition can be further improved and fortified since OCB has been acknowledged as a low cost vehicle in promoting organisational effectiveness.

Being the government’s lowest tier and has the closest relationship with the communities, the management should acknowledge that employees are the most valuable assets a local government can acquire. Being a service-oriented public sector organisation with high customer contact, the local government has to rely on employees to perform its multifarious services, thus, monitoring and reviewing of its human resource practices should be undertaken periodically. By having a workforce that has high OCB work culture can contribute towards reducing level of complaints and instil public confidence in its varied services provided. Like other research, this study has shortcomings that need be taken into considerations. The research area has been confined to local governments situated in southern region of Malaysia and hence, it may raise the issue of generalisation of the findings. Thus, to make the findings more meaningful and profound, the geographical coverage needs to be extended to cover the nation. Moreover, the respondents in this study are predominantly Malays and by expanding the geographical area, 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. This study only explores the impact of demographic characteristics on OCB, however, the antecedent variables that could promote OCB are worthwhile to be explored. Thus, it is recommended that antecedents of OCB such as task characteristics, organisational conditions, employee attitudes and leadership styles be explored in future studies.

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