



The Relationship Organizational Culture and Organizational Commitment on Public Service Quality; Perspective Local Government in Bandung, Indonesia

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ABSTRACT

Literature studies prove the importance the role of organizational culture (OC) and organizational commitment that contribute to organizational performance, but it is a few links to the quality of public services. This study was conducted to contribute in cultural studies' organizations and organizational commitment to public service. The research object of government organizations in the city of Bandung, Indonesia with a sample of 187 employees with proporsionate cluster random sampling technique. Data were analyzed using structural equation modeling partial least squares. The results showed that OC and organizational commitment significantly influence the quality of public services. This suggests that policy makers in Bandung local government, Indonesia should be able to improve OC and organizational commitment to public service that is accepted by society can run optimally.

Keywords: Organizational Culture, Organizational Commitment, Public Service Quality

JEL Classifications: H83, M14, M38

1. INTRODUCTION

The paradigm of public service evolved from services that are centralized to provide more service-oriented focus on managing customer-driven government. For the realization of the implementation of public services is needed personnel qualified, have the ability to serve, to meet the needs, respond to public complaints satisfactorily, in accordance with their expectations through the wisdom, the legal instruments that serve as a reference in the control, regulation that the strength of social and community activities do not endanger state and nation. According to Fernandez and Rainey (2006) in order to deal with changes in public organizations are ensure the need, provide a plan, build internal support for change, overcome resistance, ensure top-management support and commitment, build external support, provide resources, institutionalize change, and pursue comprehensive change.

Public service synonymous with the representation of the existence of the government bureaucracy, because it deals directly with

one of the functions of government is to provide services (John, 1995). Therefore, a quality public service is a reflection of a quality of government bureaucracy, it is consistent with the results of research Chuaire and Scartascini (2014), which suggested that for strengthening public agencies. In the past, the paradigm of public service is to give a very big role to the government as the sole provider. In this regard, Osborne and Plastrik (1997) describes five myths about public sector reform, namely: (1) Myth liberal, (2) myth conservative, (3) business myths, (4) myth workers, and (5) myth people.

Quality of service has become an important issue in the provision of public services in Indonesia. The bad image of public service has always been inherent to the institution's image service provider in Indonesia. During this public service is always synonymous with inaction, injustice, and high cost. Not to mention in terms of the service ethic in which the behavior of personnel service providers are not expressive and reflect the spirit of good service. Therefore quality of service associated with the fulfillment of the expectations or needs of customers.

According to Sanapiah (2008) public service is still have some character that causes people often allergy when dealing with the bureaucracy, namely: Apathy, brush off, coldness, condescension, robotism, and role book. Research by Agus et al. (2007) showed that a strong correlation between service quality dimensions, service performance and customer satisfaction at the Malaysian public service sector. Furthermore, Lipsky (2010) exposes the difficulty of implementing public policy and the disconnected between the legislature's intended goals and eventual policy outcomes. Recent study by Alharbi et al. (2016) proved that organizational culture (OC) has significant effect on managerial effectiveness in Saudi Arabia. Furthermore study by Ramseook-Munhurrun et al. (2010) showed that a significant effect of customer expectations to public service quality management in Mauritian public service. Another study by Murray and Howat (2002) who study the relationships among service quality, value, satisfaction, and future intentions of customers at an Australian sports and leisure center indicated that value appears to play an important mediating role in satisfaction judgments of customers. According to Perry and Wise (1990) stated that public service motivation and identifies a typology of motives associated with public service that includes rational, norm-based, and affective motives that describe the stimulated individual behavior implications of public service motivation. Another study by Warner and Hefetz (2008) indicated that city managers have recognized the need to move beyond a simple dichotomy between market delivery and public planning to an approach that balances concerns with efficiency, market management and citizen satisfaction.

Perspective adopted by the bureaucracy as a service provider perspective is actually derived from the bureaucratic approach that tends to place itself as a regulator rather than as a public servant. Performance of the bureaucracy at first much understood by the bureaucracy and the aspects of responsibility, namely the extent to which services diherikan compliance with formal rules are applied. The provision of services already pointing to the formal rules deemed to have met the good service and the service of officials deemed to have been consistent in applying the rules of public service. It is necessary to further explore the influence of OC and organizational commitment to provide good public services.

2. LITERATUR REVIEW

2.1. OC

According to Schein (1990) OC as a patern of share basic assumptions that the group learned as it solved its problems of external adaptation and internal integration, which has worked well enough to be considered valid and, therefore, to be taught to new members as the correct way to perceive, think and feel in relation to these problems. Meanwhile, according to Moorhead and Griffin (2013), OC is defined as: A set of acceptable values is always right, which helps a person in the organization to understand the actions that are unacceptable and which actions are unacceptable and values are communicated through stories and other symbolic ways. While Hofstede et al. (1991) stated that culture is a mental program area that effect the way of thinking and behavior, collective mental program a group of people in a country referred by the national culture.

Sithi-Amnuai (1996) limits the understanding of OC as a pattern of basic assumptions and beliefs held by members of an organization from the process of learning to the problems of external adaptation and internal integration problems. Organizations have cultures through learning, inheritance, adaptation and verification of the value adopted or termed Schein (1983) considered an invalid value is proven benefits. It also can be through a position of leadership as teaching by example or by Sithi-Amnuai (1996) as "through the leader him or herself," namely the establishment of, and attitudes evident not just speech, charm or charisma.

According to Sithi-Amnuai (1996) that being developed as they learn to cope with problems of external adaptation and internal integration. According to Sathe (1983) by looking at the basic assumptions are applied in an organization that divides the "Sharing Assumption," sharing means sharing the same values or the same values embraced by the organization as much as possible citizens. Assumptions same values that apply are considered as factors that shape OC can be divided into: Share thing, share saying share, share doing, and share feeling.

While Schein (1990) divides OC into several indicators among other things: (1) The qualitative aspects (basic), (2) quantitative aspects (shared) and aspects of the formation, (3) aspects of the component (assumption and beliefs), (4) the aspect of external adaptation (external adaptation), and (5) the aspect of internal integration (internal integration) as the process of unification of culture through assimilation of cultural organizations that enter and affect the character of the members. Kluckholn and Strodbeck (1961) based on the results of research found that people differ in value orientation as follows: An evaluation of human nature; the relationship of man with his environment; the orientation of the activity; and the relationship between humans.

Furthermore, the cultural characteristics according to Robbins and Judge (2007) as follows: Innovation and risk taking, Attention to detail, outcome orientation, people orientation, team orientation, aggressiveness, and stability. Furthermore Hofstede et al. (1991) classifies OC into six dimensions as follows: Processoriented versus resultoriented, employee oriented versus job oriented, parochial versus professional, open system versus closesystem, loose control versus tight control and normative versus pragmatic. Meanwhile, I Luthans (2006) identified six important characteristics of the culture of theorganization, namely: Observed behaviora irregularities, norms, dominant values, philosophy, rules and organizational climate. And according to Makin and Cooper (1999) suggests the dimensions of OC can be classified among others; Orientation at organizational integration, orientation at performance, achievement orientation, employee orientation and theori orientation of the society.

2.2. Organizational Commitment

Commitment to each employee is very important because with a commitment to an employee can become a more responsible job than employees who are not committed. Usually, employees who have a commitment, will work optimally so as to devote attention, thought, energy and time for the job, so what is already doing as expected by the company. Understanding commitments

under Mowday et al. (1979; 2013) arguing that the commitment as a force identification of individuals who are in an organization. Furthermore, Curtis and Wright (2001) explain that the concept can be broken down into three dimensions, namely: Interest maintain membership in the organization, confidence and acceptance of the values and goals of the organization and willingness to work hard as part of the organization. For all of human resources within an organization has a strong commitment to the job, then all parties within the organization should always be motivated and to be able to motivate, it takes commitment from the top leadership of a secret societies. Mathis and Jackson (2001) stated that the commitment of the organization is the extent to which employees believe and accept organizational goals, as well as the desire to stay with or leave the company ultimately reflected in absenteeism and employee turnover.

To achieve competitive advantage, organizations require various supporting factors. One of the supporters is the organization's leadership in building the commitment of its employees. Luthans (2006) defines organizational commitment in three terms, namely as (1) a power of attitude once the decision becomes part of the organization, (2) a desire or the will to realize high performance as the part that should be fostered in the organization, and as (3) a belief that is accepted as value/value once the goals to be achieved by the organization. Meanwhile, Robbins and Judge (2007) looked at the organizational commitment is one of the working attitude. Because it reflects the feelings of a person (like or dislike) to the organization where he works. Robbins and Judge (2007) defines it as an individual orientation to the organization that include loyalty, identification and engagement. Thus, organizational commitment is an orientation active relationship between the individual and the organization. The orientation of these relationships result in individuals (employees) on their own will be willing to give something, and something given that illustrate support for the achievement of organizational goals.

Thus the organizational commitment refers to an attitude that should be owned by every employee to show loyalty to the organization in which they work. Basically, organizational commitment is closely related to the psychological aspects in the acceptance and confidence in the values and goals of the organization is raised through a desire to maintain membership in the organization. To instill loyalty so highly committed employees, should enter the environment since the beginning of the new organization, employees are introduced to the vision, mission, goals, target values, and commitment to the organization. In essence, some definitions of organizational commitment of several experts in the above has almost the same emphasis on the individual processes (employees) in identifying himself with the values, rules, and organizational objectives. In addition, organizational commitment implies as something more than just a passive loyalty to the organization, in other words implies organizational commitment employee relationship with the company or organization actively. Because employees who demonstrate a high commitment to have the desire to provide power and responsibility in contributing to the welfare and success of the organization where she worked.

2.3. Public Service Quality

With regard to the services in the public sector, one of the important principles that changed the paradigm of public service is the principle steering rather than rowing. With regard to this principle, the government is expected to act more as guides than just punting. Scull functions can be performed more efficiently by other parties that a professional. This principle explains that the government can not continuously work alone, and must begin to change the paradigm of service for the purpose of the provision of services can be achieved better. There are still a lot of the principles introduced in this concept, but the bottom line is everything to change the perception of the workings of government. Osborne and Plastrik (1997) describes five important strategies to make it happen, namely: (1) Core strategy: Creating clarity of purpose, (2) strategy consequences: Creating consequences for performance, (3) customer strategy: Putting the customer in decisive positions, (4) the control strategy: Moving the control from the top and center, (5) cultural strategy: Create an entrepreneurial culture.

According to Makin and Cooper (1999) explains that public participation especially in the decision making process is a mean to fulfill basic rights as citizens. Ultimately the goal of public participation is to educate and empower citizens. Meanwhile, according to Marschall (2004), the purpose of public participation is basically to communicate and influence the decision-making process as well as assist in the implementation of the service. Quality of service has become an important issue in the provision of public services in Indonesia (Juhana et al., 2015). The bad impression of public service has been inherent to the institution's image service provider in Indonesia. During this public service is always synonymous with inaction, injustice, and high cost. Not to mention in terms of the service ethic in which the behavior of personnel service providers are not expressive and reflect the spirit of good service. Quality of service is defined as a dynamic condition related to products, services, people, processes and environments that meet or exceed expectations. Therefore quality of service associated with the fulfillment of the expectations or needs of customers. So that public services can be promoted leadership principles to guide decision making and increase of competitiveness (Milakovich, 1995).

An assessment of the quality of these services can be viewed from several different angles (Evans and Lindsay, 1999), for instance in terms of product based, where quality of service is defined as a specific function, with different measurement variables; user based, where quality of service is the degree of conformity with the services desired by the customer; and value based, related to the usefulness or satisfaction over priced. Quality of service can be known when performed on several types of gaps associated with customer expectations, perceptions of management, and quality of service, provision of services, external communications, and that is perceived by customer.

In the view of Albrecht and Zemke (1985; 2002) the quality of public services is the result of the interaction of various aspects such as service system, human resources service providers, and customer strategy. Public service system that will produce good quality public services as well. A good system will provide standard

service procedures and provide built-in control mechanism so that any deviation that occurs will be easily identified. In addition, the service system must also be in accordance with customer needs. This means that the organizations should be able to respond to the needs and desires of customers by providing service system and the right strategy. In connection with human resources, takes care workers who are able to understand and operate a good service system. In addition, service personnel must also be able to understand the needs and desires of customers. The nature and type of customers varied services required different strategies and this should be known by service personnel. Care workers need to know the customers well before he provides the service.

While Zeithaml et al. (1990) suggests 10-dimensions that must be considered in view of public service quality benchmarks, as follows; tangible, consisting of physical facilities, equipment, personnel and communications; reliable, consists of the ability of the service unit in creating a promised service properly; responsiveness, willingness to help consumers responsible for the quality of services provided; competence, its demands, knowledge and skills both by officials in providing services; courtesy, attitude or behavior hospitable, friendly, responsive to the desires of consumers and would make contact or personal relationships; credibility, fairness in every effort to attract public confidence; security, services provided should be free from various hazards and risks; access, there is the ease of establishing contact and approach; communication, a willingness to listen to the voice service provider, wishes or aspirations of customers, as well as a willingness to always convey new information to the public; understanding the customer, make every effort to understand the needs of customers. And Parasuraman's servqual model (Parasuraman et al., 1988) studied the effect of consumers' perception of quality of service (customer-perceived quality) in service industries and reduce the dimensions to reliability, tangibles, responsiveness, assurance and empathy.

A quality service can also be done with the concept of "wholehearted service," i.e., "service that comes from self that reflects the emotions, character, beliefs, values, viewpoints, and feelings." Therefore, service personnel are required to provide services to customers wholeheartedly. Services such as this reflected the seriousness of the apparatus to serve. Seriousness is intended, ministry officials making customer satisfaction its primary purpose. Gibson et al. (2006) stated that the performance of public services consists of production is a measure that indicates the ability of an organization to produce the output required by the environment; quality is the organization's ability to meet the expectations of customers and clients; efficiency is the best ratio between output and input; flexibility is a measure that indicates the organization's responsiveness to the demands of internal and external changes. The flexibility associated with the organization's ability to shift resources from one activity to another activity in order to generate new products and services are different in order to respond to customer requests; Satisfaction refers to the feelings of employees towards work and their role in the organization; Competition, describe the organization's position in the competition with other similar organizations; Development

is a measure that reflects the ability and the responsibility of the organization to increase the capacity and potential for growth through resource investments, and Survival is the ability of organizations to exist in the face of all the changes.

3. HYPOTHESES

Hypothesis 1: High OC would lead to higher affective commitment.

Hypothesis 2: High OC would lead to higher normative commitment.

Hypothesis 3: High OC would lead to higher countinuanance commitment.

Hypothesis 4: High affective commitment would lead to higher public service quality.

Hypothesis 5: High normative commitment would lead to higher public service quality.

Hypothesis 6: High countinuanance commitment would lead to higher public service quality.

4. RESEARCH METHODS AND DATA ANALYSIS

This study aims to determine the influence of OC, organizational commitment toward public service quality. Therefore, OC as independent variables with mediated by organizational commitment, and public service quality as the dependent variable. Due to a large enough population and the limited available time and cost, then the sampling of the population studied. In addition the survey methods also do the assessment and comparison of the results that can be made conclusions. Sampling technique using proporsionate cluster random sampling on employees in Bandung local government, Indonesia.

Distributing questionnaire had done dirly to 210 respondents but only 187 questionnaire were complete. Respondents were asked to provide a response by choosing one of the choices. Scoring on each item of the question to the problems in this study was done with a Likert scale and with Likert seven poin anchor ranging from very unimportant to very important. The OC, Organizational commitment domains included in the survey were affective commitment (CO1), normative commitment (CO2), countinuanance commitment (CO3), and public service quality. The the instument of OC was adopted from a study by Wallach (1983) and adopted by Alharbi et al. (2016), with modification related to our study. The instrument of organizational commitment was adopted from Meyer and Allen (1997), Allen and Meyer (1993) and the instrument of public service quality was adopted from Parasuraman et al. (1988).

Processing data using structural equation modelling, component-based partial least squares (PLS). Measurement models PLS based on measurement predictions have the nature of non-parametric through convergent validity, where the size of the reflective individual correlated with the value of loading >0.50 (Chin, 1998) and the value discriminant validity by comparing the value of the square root of average variance extracted (AVE) of each construct with the correlation between the constructs in the model, if the value AVE is greater than the value of the correlation between the

constructs models discriminant then said to have good validity (Fornell and Larcker, 1981) as well as the criteria Cronbachs alpha >0.70. While the structural models were evaluated using coefficients path to construct first-order constructs, Stone-Geiser Q-square test to test and t-test predictive relevance and significance of the parameters of structural lines. Value of R² used to test the effect of structural models with GoF Tenenhaus criteria (Kock, 2012). Testing of second order confirmatory factor analysis of second order factor or component known as hierarchical models (Chin, 1998).

5. RESULTS AND DISCUSSION

5.1. Respondents Characteristics

Most of the respondents are male (61%) and were 31-50 years old above (50%). In time of years in working, majority of respondents 1-10 years (57%) (Table 1).

Data analysis by examining the results of convergent validity, discriminant validity and Cronbachs alpha. The results of calculation show seven indicators that have loading value <0.5 so that indicator dropped after it carried out the analysis again using indicators qualified testing model testing criteria PLS. And calculating results Cronbachs alpha and composite reliability and AVE is as follows in Table 2.

The calculations in Table 2 show that all have a value >0.7 for Cronbachs alpha and AVE have a value >0.5 and the results of composite reliability have value >0.7. While the results of the R² and Tenenhaus GoF as shown in Table 3.

Table 1: Respondents characteristics

Description	Category	%
Gender	Male	61
	Female	39
Age (years old)	<30	24
	31-50	50
	>50	26
Time of working (years)	1-10	57
	11-20	32
	>20	11

Table 2: Value of cronbachs alpha, average variance extracted an composite reliability

Variables	Cronbachs alpha	AVE	Composite reliability
Affective commitment	0.810	0.614	0.862
Normative commitment	0.724	0.652	0.829
Normative commitment	0.711	0.568	0.813
Organizational culture	0.854	0.796	0.901
Public service quality	0.923	0.558	0.933

AVE: Average variance extracted

Table 3: R² and Tenenhaus GoF

Variables	R ²	T-statistics	Tenenhaus GoF
Affective commitment	0.135	2.367	Small
Normative commitment	0.191	2.760	Small
Continuance commitment	0.430	5.982	Large
Public service quality	0.662	11.744	Large

5.2. Results of Hypothesis Testing

The results of hypothesis testing with the p value are obtained to see the effect of the independent variables partial to the dependent variables. Meanwhile, the results of Path Coefficient and Hypothesis Testing are obtained to know the effect of the overall result of the study. The results of the research hypothesis testing are shown in Tables 2 and 3.

In Table 4, it shows that the path coefficient of OC, organizational commitment and public service quality. From the calculation, it showed that only one of the results P-values that lower than significant level is affective commitment toward public service quality. From the calculation of regression analysis by using SmartPLS 3.0, it is obtained the results as shown in Table 4 and Figure 1 of P-values of structural model.

The results showed that the organizational cultur significant effect on organizational commitment and contribute to the public service quality. The previous study support the results of this study presented as Allen and Meyer, 1990, Agus et al. 2007, Lipsky, 2010, Alharbi et al. 2016, Ramseook-Munhurrun et al. 2010, Murray and Howat, 2002. Study by Faye and Long (2014), which states the perception of the job for the public sector did not prove to significantly influence employee behavior on the job. These results are supported by research conducted by Joo and Park (2010) which states that organizational commitment can shape the attitudes of employees. Another study by Lau et al. (2002) which states that organizational commitment influence on employee attitudes and satisfaction of employees. Similarly (Diab, 2015) which states that organizational commitment is closely linked to the workers performance and job satisfaction in the Ministry of Health Hospitals in Amman. According to Steers (1985), there are three causes of organizational commitment, namely: Personal characteristics such as need for achievement, tenure or office, etc., job characteristics such as feedback, task identity, opportunities to interact, etc., and work experience.

The commitment in an organization can be influenced by several factors. Van Dyne et al. (1994) mentions several factors that affect organizational commitment a person based on a multidimensional approach, namely: (1) Personal factors, there are several personal factors that affect working class background, including age,

Figure 1: Result of structural model

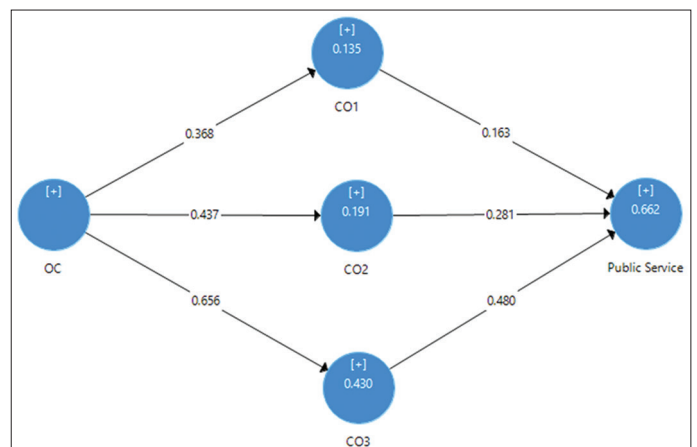


Table 4: Result of path coefficient and hypothesis testing

Variables	Path coefficient	P-values	Description
H1: OC→Affective commitment	0.163	0.083	Reject
H2: OC→Normatif commitment	0.281	0.001	Accept
H3: OC→Continuance commitment	0.480	0.000	Accept
H4: Affective commitment→public service	0.368	0.000	Accept
H5: Normatif commitment→public service	0.437	0.000	Accept
H6: Continuance commitment→public service	0.656	0.000	Accept

working class background, attitudes and values as well as the intrinsic needs of workers. There are many studies that show that some types of workers have a higher commitment to the organization that hired him. Based on these results, a more thorough worker, ekstrovet, and has a positive outlook on life (optimistic) tend to be more committed. In addition, workers who are oriented to the group, had a goal and showing concern for the group, is also the type of workers who are more tied to its membership. Similarly, workers who are empathetic, willing to help others (altruistic) are also more likely to show behavior as a member of the group on his work. Results of research Al-Tit and Suifan (2015) also proved that there is a significant influence perception about the work of the employee's behavior, which in turn increases employee satisfaction, (2) situational factors, distribution of values is an important component in any relationship or agreement. Values are not too controversial (quality, innovation, cooperation, participation) will be more easily shared and will establish a closer relationship. If workers believe in the value of the product quality of the organization, they will be bound to the behaviors that play a role in improving the quality. If workers are confident in the value of participating organizations, they would be more likely to feel that their participation will make a difference. Consequently, they will be more willing to find solutions and make suggestions to the success of an organization, (3) the supervisor's behavior. The behavior of the supervisor is a fundamental in determining the level of interpersonal trust in the work unit. The behavior of supervisors who belong to it as sharing important information, making good effect, recognize and appreciate the good performance and do not injure others.

An attempt to increase organizational commitment starting from the management, the process which to mobilize the commitment that starts at the highest levels of the organization with circles of executives. Inconsistency and lack of confidence in the leaders will reduce the clarity of vision of an organization. Leaders demonstrate a commitment to the values through their behavior send and through the way they reinforce the behavior of others so as to provide a public service quality. The leader of the organization is responsible for playing an important role in creating an atmosphere of work environment that encourages all personnel to high performance with high organizational commitment (Luthans, 2006). Moreover, Sweeney and McFarlin (2002) states that in order to increase organizational commitment can be done in a way; (1) trying to give credence to increase employee loyalty to the organization, (2) build the integration of vision and mission as well as the basis of values and attitudes objectives to be achieved by the organization, (3) using the pattern of teamwork to improve the normative commitments and (4) make countinuous improvement in organizational commitment.

In general, a paradigm shift is the shift frombureaucratic service thatis "served" to bureaucratic "serve." Service functions carried and attached to the bureaucracy, not necessarily place the citizens as passive group. In this case the community participation in service must be improved, because in line with the mission of empowering rather than serving. This empowerment will lead to an increase in citizen participation in public service (Chuaire and Scartascini, 2014). Public participation in the public service known as the concept of coproduction. Basically the concept refers to the delivery of services coproduction well as an arrangement or process, in which the government and the community split conjoint responsibility in providing public services. So here no longer distinguishes between citizens as traditional customer with the government as a service provider. Both parties may act as part of service providers. Thus the public service can be understood as a concept and production customers in the public sector, namely consumer producer, regular producer and coproduction.

6. CONCLUSION, RECOMMENDATIONS AND LIMITATIONS

The results showed that significantly influence the OC, organizational commitment and public service quality. However, if viewed more partial OC has a different effect on organizational commitment. While Organizational commitment to public service quality have different influences where normative commitment and countinuanance commitment significant influence but no significant effect on affective commitment. This indicates that the employee has a strong commitment to promote the organization, but they do not feel confident to remain a member of the organization. The results of this study showed that the higher the higher the OC, organizational commitment to advance the organization's employees. On the other hand the higher organizational commitment also high public service quality.

Pubic service quality overall influenced by OC and organizational commitment. Organizational commitment partially influenced by OC. This means employees are more committed if the OC in the public service organization has a strong culture. Furthermore, the results of this study contribute to the empirical gap that linked OC, organizational commitment toward Pubic service quality, so as to contribute to the study of public service quality.

For that need attention by the management of public service organizations to make improvements in building a strong OC that can foster organizational commitment to improve public service quality. This suggests that the need for the implementation of improvements in providing the OC so as to form the organizational

commitment to public service quality can be improved as well as the effectiveness of the work is getting optimal. In this research, there are still some limitations with respect to the research model of OC, organizational commitment and public service quality, thus the need for further research such as testing several factors suspected to affect the public service quality.

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