

# Public Service Values and Organisational Commitment in Implementing a Community Empowerment Program

Petrus Kase<sup>a</sup>, Maria M. Lino<sup>b</sup>, Ajis S.A. Djaha<sup>c</sup>, <sup>a,b,c</sup>Department of Public Administration, University of Nusa Cendana, Kupang, Indonesia, Email: <sup>a</sup>kasepetrus@yahoo.co.id, <sup>b</sup>mlino.fisip63@gmail.com, <sup>c</sup>ajissalim@yahoo.com

This study aims to examine the influence of public service values, especially ethical values, professional values, democratic values and humanity values, partially and simultaneously on organisational commitment to implement the program of community economic empowerment in Kupang City. Study subjects consist of public officials working as public service providers of the municipal government of Kupang as well as the implementers of the program. They amount to 88 who were chosen purposively. This study used descriptive statistics and regression models to analyse data collected from questionnaires. The findings imply that the study subjects perform very high ethical values in terms of loyalty and respect, humanity values in terms of benevolence, and organisational commitment in terms of affective, continuance and normative commitment in implementing the program. It also reveals that ethical values, professional values, democratic values, and humanity values partially and simultaneously have a positive influence but not so significant on organisational commitment to implement the program. Although the simultaneous impact of these values on organisational commitment to implement the program is still not substantial, it is better than the partial influence. Therefore, an increased use of these values simultaneously is required because it can better generate organisational commitment to implement the program in Kupang City.

**Key words:** *Public service values, Organisational commitment, Empowerment program.*

## Introduction

The political concept of a welfare state in Indonesia was ruled in the Indonesian Constitution called Undang Undang Dasar (UUD) in 1945. In particular, paragraph IV of the Preamble of the Constitution mentions that the state is responsible for promoting public welfare for all Indonesian people. Moreover, section 34 of the Constitution rules that: (1) the state protects the poor and unattended children; (2) the state promotes social assurance systems for all Indonesian people and empowers unwealthy community according to human values; (3) the state is responsible for providing proper health service facilities and public service facilities. This ruling insists that the government of Indonesia, including the municipal government of Kupang, is responsible for determining and implementing public service programs to fulfill the various needs and welfare of the community. In the municipal government of Kupang, the program is called the Public Service Innovation Program and consists of six sub-programs including community economic empowerment, health brigade, community health centre reformation, free rice for the poor, and death and education fund assistance for the poor (Pemda, 2013; Dwiyanto, 2008; 2011).

The implementation of public policy and program is necessary to achieve the public policy and program objectives. Udoji (1981) emphasised that within the policymaking process, the implementation phase is more important than the other phases and that if not implemented, policy and program will remain dreams or blueprint file jackets. Many scholars have provided definitions of policy implementation. For example, Van Meter & Van Horn (1975) define policy implementation as those actions by public or private individuals (or groups) that are directed at the achievement of objectives outlined in the prior policy decisions. Ripley & Franklin (1986) define it as actions undertaken by a variety of actors, especially bureaucrats, to put the program into effect to achieve the program goals. Knoepfel et al., (2007) define it as the set of processes after the programming phase aiming at the concrete realisation of the objectives of public policy.

As an example, according to the report from the Local Media Timor Express (November 2016), the number of public complaints regarding the public service provided by the municipal government of Kupang which was 82 in 2014, 66 in 2015 and 44 in 2016. This indicated that the effectiveness of the implementation of the public service program in the municipal government of Kupangis was still questioned. More importantly is that organisational commitments and increasing productivity had a specific relationship with spirituality at work (Meyer & Allen, 1997). The study of Manongsong (2015) also revealed that the work values of employees influence their organisational commitment. Considering the importance of public service values and organisational commitment in ensuring the effectiveness of the work of public officials in implementing and achieving the objectives of public administration programs, this study aims to examine the influence of public service values especially ethical values, professional values, democratic values, and humanity values

partially and simultaneously on organisational commitment to implement the program of community economic empowerment in Kupang City.

## **Literature Review**

### ***The concept of public service***

Sinambela (2006) defines public service as the fulfillment of the need of society by government officials. The need, in this case, is not individual needs but society needs simultaneously such as health service, education and so on. Public service is classified into the two categories of basic need service and general service. Basic need service consists of health, education, food, clothes and shelter. Meanwhile, general service is classified into three categories: (1) administration service such as identity card, passport, land certificate, birth certificate, marriage certificate, business license and driving license; (2) commodity service such as goods consumption, pure water, farming irrigation, gas and oil; and (3) public merits such as education, health care, transportation, telecommunication, general information and broadcasting, power and energy, sanitation, rubbish collection, drainage, road and bridge construction, parking, disaster management and social service. Public administration and public sector organisation is also morally responsible and acts in term of public interest if they can apply public service values accurately and consistently in the design, the determination and the implementation of public service programs (Azeem & Akhtar, 2014; Meler & Brudney, 1987).

### ***The concept of public service values***

Public service values are the standards of moral behaviour that should be implemented by the public administration and public sector organisation in providing public service (Daud, Holian & Zhang, 2014; Van Wart, 1998). The guidance also derives from social and cultural values that motivate the individual attitude of administrators (Austen & Zacny, 2015; Hakim, 2015; Molina & McKeown, 2009). Public service values have ethical values including integrity, equity, accountability, loyalty, superiority, respect and honesty.

Democratic values include the rule of law, neutrality, accountability, transparency, responsiveness, representativeness and legality. Molina & McKeown (2009) state that public service values according to Kernaghan (2003) are consistent with the standard of the National Association of Schools of Public Affairs and Administration (NASPAA) which mention that public service values consist of: (1) pursuing public interest through accountability and transparency (democratic values); (2) serving professionally through competence, efficiency and objectivity (professional values); (3) acting ethically to maintain public trust (ethical values); and (4) demonstrating respect, equality and equity with citizens and colleagues (humanity values).

### *The concept of organisational commitment*

Meyer, Allen & Smith (1993) define commitment as the level of promise or individual connection with some behaviours that motivate individuals to act. Commitment influences organisations and people at two levels: (1) organisational commitment guided by organisational attributes and is defined as the psychological and emotional connection of workers to their organisation (Morrow, 1993; Meyer & Allen, 1991; Mathieu & Zajac, 1990); and (2) individual worker commitment guided by attributes directly influencing a person and is defined as the psychological and emotional connection of an individual to their work, career, work team/group, colleagues and supervisor (Aggarwal-Gupta, 2010; Cohen, 2003).

The three dimensions of organisational commitment will influence the readiness of the individual to make a change. The higher the commitment of organisation members, the higher the individual readiness to make changes. Commitment to the organisation is an essential part of a worker when the organisation makes changes the committed worker will contribute many benefits to an organisation which is making changes. The benefits include extra-work to ensure the success of change, serving as the representation of public relations and helping the organisation to function effectively. It is essential to maintain the level of organisational commitment during the change period (Roades, Eisenberger & Armeli, 2001; Visagie & Steyn, 2011).

### *Hypotheses*

Based on the theoretical review described above, this study seeks to develop several hypotheses to be tested as follows :

#### Hypotheses 1:

- Ho: Ethical value partially does not have a significant influence on organisational commitment to implement the program of community economic empowerment.
- Ha: Ethical value partially has a significant influence on organisational commitment to implement the program of community economic empowerment.

#### Hypotheses 2:

- Ho: Professional value partially does not have a significant influence on organisational commitment to implement the program of community economic empowerment.
- Ha: Professional value partially has a significant influence on organisational commitment to implement the program of community economic empowerment.

#### Hypotheses 3:

- Ho: Democratic value partially does not have a significant influence on organisational commitment to implement the program of community economic empowerment.

Ha: Democratic value partially has a significant influence on organisational commitment to implement the program of community economic empowerment.

Hypotheses 4:

Ho: Humanity value partially does not have a significant influence on organisational commitment to implement the program of community economic empowerment.

Ha: Humanity value partially has a significant influence on organisational commitment to implement the program of community economic empowerment.

Hypotheses 5:

Ho: Ethical value, professional value, democratic value and humanity value simultaneously do not have a significant influence on organisational commitment to implement the program of community economic empowerment.

Ha: Ethical value, professional value, democratic value and humanity value simultaneously have a significant influence on organisational commitment to implement the program of community economic empowerment.

## Methods

This study seeks to measure the causal relationship between public service values (independent variable) and organisational commitment to implement the program of community economic empowerment in Kupang City (dependent variable) (Creswell, 2013). Sub-variables of public service values includes ethical value, professional value, democratic value and humanity value. Indicators of ethical values are integrity, honesty, sincerity, equity, loyalty and respect. Indicators of professional values are skill, competence, dedication and reliability. Indicators of democratic values are the rule of law, neutrality, transparency and responsiveness. Indicators of humanity values are benevolence, charity, generosity and the feeling of mercy. Indicators of organisational commitment are affective commitment (strong intention to implement the program), continuance commitment (necessity to accept and implement the program because of its benefits for society) and normative commitment (the feeling of obligation to implement the program). Study subjects (N = 88), who were determined by using a purposive sampling technique, consisted of public officials working as public service providers in the municipal government of Kupang. They were given questionnaires about public service values and organisational commitment to complete. Questionnaires consisted of open and closed questions, dichotomies, multiple choices and multiple stages using 5-Likert Scale with the agreement level of strongly disagree (1), disagree (2), neutral (3), agree (4) and strongly agree (5). Questionnaires were reviewed critically by professionals, including university lecturers, to evaluate their reliabilities. When the reliability of the questionnaires had been agreed, then pretest was conducted with a small number of the current public officials in the municipal government of Kupang to test the content validity, application ease and relevance. Moreover, the data collected from the

questionnaires were coded, edited and processed by using SPSS. Descriptive statistical analysis was used to measure the correlation and the regression of public service values on organisational commitment to implement the community economic empowerment program in Kupang City. Simple linear regression analysis used the following equation format:

$$\hat{Y} = a + bX$$

Where:

$\hat{Y}$  = predicted value of Y, dependent variable (organisational commitment to implement the program of community economic empowerment);  
a = constant or Y intercept, b = regression co-efficient or slope and X = independent variable (predictor) (public service values include ethical, professional, democratic and humanity values).

Multiple linear regression was also applied to measure public service values with the equation format:

$$\hat{Y} = a + b_1 X_1 + b_2 X_2 + b_3 X_3 + b_4 X_4$$

Where:

$\hat{Y}$  = predicted value of Y, dependent variable (organisational commitment to implement the program of community economic empowerment);  
a = constant or Y intercept;  
 $b_1, b_2, b_3, b_4$  = regression co-efficient or slope 1, 2, 3, 4; and  
 $X_1, X_2, X_3, X_4$  = independent variable (predictor) 1, 2, 3, 4 (1 = ethical value, 2 = professional value, 3 = democratic value, 4 = humanity value).

## Results

### *Descriptive statistic of variable analysis*

Public service values are, of course, essentially a useful reference that guides every public official to commit to provide public service and to implement effectively every government program (Dwiyanto, 2008). The results of descriptive statistical analysis presented in Table 1 indicates that public officials working as public service providers in the municipal government of Kupang perform a high level of: integrity, honesty, sincerity and equity (ethical values); skill, competence, dedication and reliability (professional values); the rule of law, neutrality, transparency and responsiveness (democratic values); and generosity and charity (humanity values). They also perform a very high level of: loyalty and respect (ethical values); benevolence (humanity value); desire (affective commitment); acceptance and feeling of obligation to implement the program (continuance commitment); and feeling of

obligation to remain to exist (normative commitment); in the implementation of the program of community economic empowerment in Kupang City.

**Table 1: The result of the descriptive statistical analysis of the research variables.**  
**Entire sample (N=88)**

<b>Variables</b>	<b>Mean</b>	<b>SD</b>	<b>Agreement level</b>
<b>Independent variables :</b>			
<b>Ethical value:</b>			
Integrity	3.78	.669	Agree
Honesty : speak and act correctly	3.74	.780	Agree
Honesty : obedient on the promise	3.63	.821	Agree
Sincerity	3.80	.697	Agree
Equity	3.70	.833	Agree
Loyalty	4.23	.582	Strongly agree
Respect	4.30	.571	Strongly agree
<b>Professional Value :</b>			
Skill	3.68	.635	Agree
Competence	3.75	.611	Agree
Dedication : diligent	3.82	.687	Agree
Dedication : enthusiastic	3.80	.664	Agree
Reliability : consistent	3.75	.715	Agree
Reliability : can be trusted	3.73	.723	Agree
<b>Democratic value :</b>			
Rule of law	3.85	.617	Agree
Neutrality	3.70	.681	Agree
Transparency	3.80	.730	Agree
Responsiveness	3.73	.656	Agree
<b>Humanity value :</b>			
Benevolence	4.34	.604	Strongly agree
Generosity	3.73	.813	Agree
Charity	3.64	.805	Agree
<b>Dependent variables :</b>			
Affective commitment : a strong desire	4.34	.659	Strongly agree
Continuance commitment : must accept	4.36	.591	Strongly agree
Continuance commitment: must implement	4.36	.610	Strongly agree
Normative commitment : feeling of obligation	4.20	.681	Strongly agree

### *Simple linear regression analysis of research variables*

Analysis of simple linear regression in this study seeks to explain partially the significance of the influence of public service values, including ethical, professional, democratic and humanity values (independent variables) on organisational commitment to implement the program of community economic empowerment in Kupang City (dependent variable). Table 2 presents an overview of the results of a simple linear regression analysis of these variables.

**Table 2: The result of a simple linear regression analysis of research variables.**

Independent variable public service values	Dependent variable : organisational commitment to implement the program of community economic empowerment									
	Constant	Std. Error	B	t- count	Sig.	R	R <sup>2</sup> (R Square)	Adjusted R Square	F	N
Ethical value	14.401	0.061	0.106	1.736	0.086	0.184 <sup>a</sup>	0.034	0.023	3.015	88
Professional value	18.955	0.058	-0.064	-1.103	0.273	0.118 <sup>a</sup>	0.014	0.002	1.216	88
Democratic value	14.878	0.108	0.159	1.472	0.145	0.157 <sup>a</sup>	0.025	0.013	2.167	88
Humanity value	18.730	0.142	-0.124	-0.878	0.383	0.094 <sup>a</sup>	0.009	-0.003	0.770	88

a. Predictors: (Constant), ethical value, professional value, democratic value and humanity value.  
b. Dependent Variable: organisational commitment to implement the program of community economic empowerment.  
c. Regression is significant at the 0.05 level (2-tailed).

Table 2 shows that the ethical value variable is 14.401, professional value is 18.955, democratic value is 14.874 and humanity value is 18.730. It means that if each value is zero, organisational commitment to implement the program of community economic empowerment in Kupangcity is 14.401, 18.955, 14.874 and 18.730. Co-efficient results of ethical and democratic value indicate that if each of these values increases by one point, organisational commitment to implement the program will increase by 0.106 and 0.159 points. The co-efficient results of professional and humanity values indicate that if each of these values increases by one point, organisational commitment to implement the program will decrease by 0.064 and 0.124 points.

From the output in Table 2, the result of R<sup>2</sup> shows the contribution of the influence of each value on organisational commitment to implement the program of community economic empowerment in Kupang City is: ethical value (3.4%), professional value (1.4%), democratic value (2.5%) and humanity value (0.09%). In comparison, the residue of each variable is: ethical value (96.6%), professional value (98.6%), democratic value (97.5%) and humanity value (99.1%) and is influenced by other factors that are un-examined in this study. We consider that the other un-examined factors might be leadership, coordination, political

commitment of local government, local government resources and the controlling systems of local legislative members of Kupang City.

The significance level used in this research is 0.05. From the output analysis, this study found that the significance of ethical value is 0.086, professional value is 0.273, democratic value is 0.145 and humanity value is 0.383 > 0.05, therefore zero hypotheses (Ho) are accepted. The conclusion is that each ethical value, professional value, democratic value and humanity value partially has a positive influence but not significant on organisational commitment to implement the program of community economic empowerment in Kupang City.

### ***Multiple regression analysis of research variables***

Analysis of multiple regression in this study seeks to explain simultaneously the significance of the influence of public service values including the ethical, professional, democratic and humanity values (independent variables) and organisational commitment to implement the program of community economic empowerment in Kupang City (dependent variable). Table 3 presents an overview of the results of the multiple linear regression analysis of these variables.

**Table 3: The result of multiple regression analysis of research variables.**

Independent variable public service values	Dependent variable : organisational commitment to implement the program of community economic empowerment									
	Constant	Std. Error	B	t-	Sig.	R	R <sup>2</sup> (R Square)	Adjusted R Square	F	N
	14.939	3.778	-	-	-	0.259 <sup>a</sup>	0.067	0.022	1.486	8
Ethical value		0.061	0.105	1.716	0.090					8
Professional value		0.060	-0.045	-0.746	0.458					8
Democratic value		0.116	0.112	0.963	0.338					8
Humanity value		0.144	-0.086	-0.598	0.551					8

a. Predictors: (Constant), ethical value, professional value, democratic value and humanity value.  
b. Dependent Variable: organisational commitment to implement the community economic empowerment program.  
c. Regression is significant at the 0.05 level (2-tailed).

As shown in Table 3, the constant 14.939 indicates that if the ethical, professional, democratic and humanity values simultaneously are 0, organisational commitment to

implement the program of community economic empowerment in KupangCity is 14.939. From the result of multiple regression analysis,  $R^2$  is 0.067. This means that the contribution of influence of ethical values, professional values, democratic values and humanity values simultaneously on organisational commitment to implement the program of community economic empowerment in KupangCity is 6.7%. In contrast, the residue is influenced by other factors that are un-examined. As mentioned before, we consider the other un-examined factors might be leadership, coordination, political commitment, local government resources and the controlling systems of local legislative members of Kupang City.

The significance level used in this research is 0.05. From the calculation result of F-count and F-table, it is known that the F-count of the four categories of values is  $(1.486) < F\text{-table}$  (2.48), therefore zero hypotheses ( $H_0$ ) are accepted. The conclusion is that ethical, professional, democratic and humanity values simultaneously have a positive influence but not significant on organisational commitment to implement the program in Kupang City.

## Discussion

The results from the descriptive analysis in this study is explained by the percentage result. We found that the influence of ethical values (3.4%) on organisational commitment to implement the program is higher than the other values such as democratic values (2.5%), professional values (1.4%) and humanity values (0.09%). The influence of democratic values (2.5%) on organisational commitment to implement the program is lower than the ethical values (3.4%) but higher than the professional (1.4%) and humanity values (0.09%). The influence of professional values (1.4%) on organisational commitment to implement the program is lower than the ethical (3.4%) and democratic values (2.5%) but higher than humanity values (0.09%). The influence of humanity values (0.09%) on organisational commitment to implement the program is the lowest contributor or predictor. Moreover, the contribution of the influential level of those values simultaneously on organisational commitment to implement the program is higher than the contribution of the influential level of those values partially. It means that those values are assumed to be a better predictor simultaneously than partially on organisational commitment to implement the program.

However, our study shows different results from the study of Turner (2015), MacCarthaigh (2008), Dehaghi, et al., (2012) and Thomas (2013). Our study shows that each partial and simultaneous influence of those values is positive but not significant in determining the organisational commitment of public officials to implement the program of community economic empowerment in Kupang City. It may be because the policy and program, implementers, type of region, type of situation and the environment differ in a variety of ways. We assume that minimal internalisation and possession of the values among public officials of the municipal government of Kupang will be able to decrease at the lowest level of the pattern of mind, the attitude, the behaviour and commitment of the public officials to



implement the program and this will reduce at the lowest level the overall performance of the program.

### **Conclusion**

This study shows that the influence of public service values, including ethical, professional, democratic and humanity values partially is positive but not significant in determining the organisational commitment of public officials to implement the program of community economic empowerment in Kupang City. Also, the influence of public service values, including ethical, professional, democratic and humanity values simultaneously, is positive but not significant in determining the organisational commitment of public officials to implement the program. We agree with Muiris MacCarthaigh (2008), who argues that values can differ within different parts of the public service; and in our point of view within different implementers, regions, situations and environments. Further study with either qualitative or mixed-method is necessary to discover how public service values and organisational commitment among public officials are internalised and applied within their institution in implementing the program of community economic empowerment of the municipal government of Kupang.

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