

Public Service Motivation, User Orientation, Affective Commitment, and Job Performance: An Exploratory Analysis on Police Investigator

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Abstract

As in any public institutions, police organizations are unique with their own characteristics. Previous studies showed that there were varied results which differed from the general assumption regarding the relationships between public service motivation (PSM), user orientation, affective commitment, and job performance among police investigators. Due to the importance of prior findings, our current study examines their underlying reasons and practical implications. We focus on two specific police investigators task: receiving crime report and conducting investigative interviews, both were analyzed in South Tangerang Police Criminal Investigation Division (CID). The PSM, user orientation, and affective commitment relationship to performance may thus be more complex in police organization as discussed.

Keywords

PSM; user orientation; affective commitment; job performance; police investigator



I. Introduction

The main functions of the police organization are controlling crime, maintaining public order, and providing services (Zhao et al, as cited by Cho, 2020: p. 785). Among these police functions, law enforcement through criminal investigations are one of the most important (Scott et al., 2019: p. 83). Investigation is a term which covers all government investigative actions to collect information that will be used to process criminal cases (Ballin, 2012: p.16). In the Indonesian criminal justice system, an investigation is defined as a series of actions taken by investigators in collecting necessary evidences used to define criminal suspects.

The success of investigations by the police is often seen from the number of crime clearance (Scott et al., 2019: p. 85). The number of crime clearance is also related to the legitimacy of police actions (Scott et al. 2019, p.85). Thus, police organizations are incentivized to improve the performance of their investigators in order to improve crime clearance rates which further boosts their legitimacy among the public. Previous study from Adhikara and Earlyanti (2021) examined the various factors influencing investigators' performance including PSM, user orientation, and affective commitment. However, the findings were quite different from previous studies within non-police organizations. Such difference sparked interest to our study, which, through an exploratory approach, tries to reach a further understanding of police organizations—especially in matters of investigative services.

II. Review of Literature

Current Insights into Police Performance

The percentage of South Tangerang Police CID's crime clearances were getting lower compared to the average percentage of crime clearance amongst subregional CID in Jakarta Metropolitan Police from 2018 until 2020 (Adhikara and Earlyanti, 2021). The lack of organizational performance of investigators seen from the number of crime clearance is a reflection of individual investigators performance (Jex and Britt, 2008; Sacket, et al., 2006; Wall, et al., 2004; as cited by Johari and Yahya, 2016: p .555). Performance is a set of values and behaviors of a member of an organization which contribute both positively and negatively to the achievement of organizational goals (Colquitt, et al., 2015: p.33). Performance is divided into two, namely task performance related to the basic tasks of a job and contextual performance related to non-task behavior which benefits the organization (William and Anderson, 1991; as cited by Wang, et al., 2020: p. 382). Thus, an investigator's task performance is related to their behavior in conducting the basic tasks needed in an investigation (e.g. search for evidence, paper work administration, etc.). An important factor within task performance to be considered for police investigators are the quality and quantity of investigation as well as their alignment with their superiors (Adhikara and Earlyanti, 2021).

In essence, investigation is a form of public service, which are expected to contribute to public interests. For this reason, every investigators are expected to possess PSM as it is a common trait for members of public organizations (Perry and Wise, 1990; as cited by van Loon, et al., 2017: p 699). Unlike Perry's research, PSM in police investigators ignores the interest in contribution of making policies. On the other hand, compassion, commitment to public interest, and self-sacrifice are greatly considered (Adhikara and Earlyanti, 2021).

Investigators with high PSM may perform better through their prioritization of public interests. However, the relationship between PSM and performance does vary depending on their context (Ryu, 2014; as cited by van Loon, 2017: p.406). Research by Adhikara and Earlyanti (2021) states that PSM has an indirect significant effect on police investigator performance through affective commitment as a full mediating variable. The first proposition are then stated as below:

Proposition 1. PSM affects task performance of police investigators through affective commitment as full mediator. A single investigation is not only expected to be beneficial to the community in general but also to those who are directly related to said investigation (i.e. victims and suspects). The desire to provide benefits towards individual service users is called user orientation (Andersen and Kjeldsen, 2013; as cited by Palma, et al., 2017: p.345). This orientation needs to be implemented fairly without any difference in treatment between victims and suspects according to the concept of procedural justice. In police investigators, user orientation were found to be more focused on user convenience rather on the fulfillment of user needs (Adhikara and Earlyanti, 2021). Furthermore, their research also concluded that user orientation has a positive and significant effect on task performance. Thus the second proposition in this study is as follows:

Proposition 2. User orientation affects the task performance of police investigators. PSM and user orientation of police investigators are expected to be in line with values of their organization which further incites affective commitment. Affective commitment is the investigator's emotional attachment to their organization (Allen and Meyer, 1990; as cited by Kuo, 2015: p.32). This psychological bond is manifested in feelings such as loyalty, affection, togetherness, pleasure, and comfort that lead to high performance (Rhoades et al., 2001; Rhoades and Eisenberg, 2002: as cited by Haque, et al., 2020: p.1140). Adhikara and

Earlyanti (2021) concluded that affective commitment had an effect towards task performance through emotional connection, sense of belonging, and a feeling of being part of the family in the investigator's organization. The third proposition is thus stated as follows:

Proposition 3. Affective commitment affects the task performance of police investigators. In addition to being associated with task performance; PSM, user orientation, and affective commitment are also associated with contextual performance. This assumption was made considering that both task performance and contextual performance have the same urgency with their respective specific characteristics (Borman and Motowidlo, 1997: as cited by Neto, et al., 2019: p. 154). Contextual performance of police investigators prioritizes sportsmanship, conviction, helpful behavior, and boosterism. However, previous research by Adhikara and Earlyanti (2021) did not find any significant effect between PSM, user orientation, and affective commitment on contextual performance in the police environment.

Proposition 4. Public service motivation, user orientation, and affective commitment have no effect on the contextual performance of police investigators.

III. Research Methods

This study uses a qualitative approach to explain the four propositions mentioned. The focus of the research was carried out on two important phases in carrying out investigational procedures, namely the receiving of crime reports and the investigative interview for both victims and suspects. The location of the research was carried out in the same place as the previous research, namely the South Tangsel Police CID. Data was collected through interviews with 18 related informants namely 6 investigators, 2 victims, 2 suspects, 6 investigator superiors, and 2 CID top level managers (i.e. Head of CID and Head of CID administration and operations). Another data collection was carried out through observing the process of receiving crime reports, observing interviews on both victims and suspects, as well as observing the physical condition of the office and service hall used for receiving crime reports. In addition, data collection was also carried out by means of a literature study of the investigative documents, namely the interview administration of both victims and suspects in two different cases categories (i.e. white-collar crime and violence against women).

IV. Results and Discussion

4.1 Results

a. General Overview of Police Investigation and CID

As part of a semi-military police culture, the investigator organization has a hierarchical system with a strong leadership role which demands strong obedience from subordinates

- I give more priority to my superior's and the organization's interests. For example, when there is a case that should have been cleared due to peace agreement amongst both sides but if our superior order us to continue the process, I will obey. (R8)
- I don't care about policy making because the policy is the leaders authority. Sometimes I did give a suggestion to my superior but I don't really care whether it is accepted or not because I'm just focused on my given job. (R1)
- I get intervention from leaders quite often, but mostly I can find alternatives way that suit my opinion as well. (R2)
- In general, investigators respect and obey their leaders. (R7)
- As an investigator I appreciate and understand the burden and responsibility of a leader. (R6)

The investigation is conducted according to various existing rules. Supervision of the investigation process is also quite strict.

- Investigations are also carried out carefully through strict mechanisms, including investigation planning, case expose, and supervision by investigators' superiors as well as internal or external supervisors. (R9)
- Case expose is carried out every day as a form of accountability and transparency in every investigation. (R14)
- The current trend of investigative supervision is much stricter than in the past. (R1)

To ensure the quality of the investigation, the organization carries out a performance evaluation every month based on the number of crime clearance. The results of the evaluation accumulates to a reward and punishment model. However, investigators responded differently to said evaluation.

- Investigators in each unit tend to create a system pattern so that the title of the investigator with best performance is always obtained by different person. (R3)
- Investigators only aiming to avoid the title of worst performance, not pursuing the best. (R6)

The investigation process, as a form of service, prioritizes proactive communication between the investigator and their users. Most investigators reported a positive response from their interviewees. Currently, police investigations are getting more oriented towards user benefits.

- Investigators always informs the obstacles and progress of their cases. (R15)
- Comfort is most easily provided by establishing communication. Communication should be carried out as soon as possible to accommodate people's thoughts, especially the victims. (R2)
- I think it is important to carry out an investigation process that is beneficial to the community. (R1)

The investigators are quite overwhelmed with their investigations. This is supported by the number of cases handled by South Tangerang Police CID which is relatively high compared to another CID organizations in the Greater Jakarta Metropolitan Police. Because of their high work rate, investigators simply limit their other activities outside of their investigations.

- The lack of enthusiasm of investigators in organizational activities outside their routine task is due to lack of their free time, investigators will only attend this kind of activity if they receive direct orders from superiors. (R4)
- The inclination to help other investigator tends to be passive which is only carried out if a fellow investigator asks for help. (R3)

b. Receiving Crime Report

Some efforts have been made to increase the convenience of the public in making their reports; this was done by creating an integrated service center for all services provided by the police. It is located at the front of the police station, making it easier for the public to access. In addition to the centralized service, the latest policy makes it easier to approve crime reports. However, the policy received a negative response from investigators and their superiors.

- The workload becomes heavier because incoming police reports double per day. (R1)
- With the ease of making reports, people are increasingly not appreciating solving problems amicably so that it seems selfish. (R2)
- Most crime reports actually cannot be approved and followed up but they still force it. (R7)

The response was understandable, as in previous practice, prior to the existence of new policies, it was difficult to approve reports (e.g. strict requirements, redirecting reports towards other police stations, etc.)

- The group in charge that received a lot of reports would be ridiculed by other groups. (R3)
- By making it difficult to receive reports, the workload of investigators will decrease. (R8)

c. Investigative Interview

The interview process related to criminal investigation is carried out based on several rules (e.g. Criminal Procedural Code, Regulation number 6/2019, CID organizational Standard Operational Procedure, etc.). Some points in the regulation are not rigid, still alterable in consent between the investigator and the witnesses (e.g., the time and place of the interview). However, there are differences in treatment, especially towards suspects in making agreements with investigators.

- For victims we usually adjust our schedule, for the suspects we are more assertive, if they do not come then we often made a forced effort, this difference in treatment is based on the subjective assessment of the investigator and the investigator's superior. (R4)
- Investigators are more empathetic to the calamity suffered by the victim compared to the motive of the suspect to commit the crime. (R5)

The difference in treatment toward suspects was also seen when observing the examinations done on cases of sexual abuse. The suspect in this sample case were handed over to the investigators in a beaten condition. Our observation findings: (1) no proper treatment was given, (2) legal advisory assistance was not provided in accordance with the investigation procedural code, (3) was not given the opportunity to contact his/her family, (4) received threats of violence and physical contact in the form of cheek slaps, (5) was investigated until late night at 00.00, (6) self-incrimination violation by asking the suspect to open their cell phone password, (7) was not given the opportunity to report back the case of physical abuse of which he/she suffered.

- The investigator did not inform me of any rights during the examination. (R17)
- The examination is carried out in this way to speed up the process because the case has become viral in the media. (R4)

The attitude of investigators in examining the suspect also differs according to the case subjects.

- In examining white-collar crime cases, we prioritize the information gathering and do not pursue the suspect's confession. (R1)
- For cases involving lives, violence, or victims of vulnerable groups, the examination tends to be allegation and it is important to get the suspect's confession even by means of psychological manipulation through threats or false evidence. (R2)

In the literature study of the investigative interview administration, it can be seen that there are standard provisions that are oriented towards the rights of witnesses to provide other extra information, provide supporting witnesses, as well as statements that they are not under any pressure during the interview. In the context of suspect interviews, these provisions based on observations were only asked as a formality and did not occur in implementation. The writing of the investigative interview administration of the suspects is also using the words of the investigator not from the suspect and there are some answers that were copied from the previous answers.

4.2 Discussion

a. PSM Affects Task Performance with Full Mediation of Police Investigators' Affective Commitment

Police Investigators' public service motivation does not have a direct effect on performance. This can be understood because the effect of PSM on performance is recognised to be influenced by the policies of the leadership or organization. In the context of a police organization with a semi-militaristic system, the involvement of members in influencing policy is very limited. Often these policies do not accommodate the aspirations of subordinates, for example, the policy on facilitating the acceptance of reports that received negative responses from subordinates. As a result, investigators become disinterested in policymaking and only take on the role of an implementer.

On the other hand, the effect of PSM on task performance should appear when there is an affective commitment between investigators and their organization. Emotional relationship is based on shared values of investigators and their organizations. The previous policy of the investigative organization that sorted the approval of crime reports serves as an example. This policy indirectly adjusts law enforcement into becoming the last resort to solve problems within the public sphere. This extra-court settlement essentially serves more benefit to the public because the current Indonesian criminal justice system is still retributive in nature (Atmasasmita, 2018: p.7). Such settlements create a feeling of pleasure for investigators because it reflects a commitment to public interest. Thus, organizational policies that are in accordance with the investigator's values will build loyalty and affect their performance positively.

b. User Orientation Affects the Task Performance of Police Investigators

In contrast to the motivation for public services, which are largely determined by the leadership or organization, investigators are more able to show a direct behavior to victims and suspects. An investigation is controlled directly by the investigators put in charge. In this context, investigators interact directly with the victims and suspects so that they would be able to better identify themselves and work to provide benefits for them (Palma, et al., 2017: p.354). This study is also in line with research by Palma, et al. (2017: 354) which concludes that user orientation has more influence on performance rather than PSM.

Convenience is observed to give more influence on user orientation than towards user's needs. According to the investigators, such convenience was easier to provide to users, through communicating the progress of the investigation consistently and continuously. The behaviour of investigators which carries out proactive communication is rightly appreciated by the users especially victims. It is through this method that the quality and quantity of an investigation's task performance is supported. Performance can be influenced by various factors, both internal factors and environmental factors directly or indirectly. According to Ivancevich, Konopaske and Matteson (Busro in Edward, 2020) that performance shows the ability and skills of workers. Performance is a person's success in carrying out tasks, work results that can be achieved by a person or group of people in an organization in accordance with their respective authorities and responsibilities (Wulandari, 2021). According to Yani in Syardiansah (2020) performance is a result of work achieved by a person in carrying out the tasks assigned to him based on skill, experience and sincerity as well as time. This means that in work contains elements of the standard that achievement must be met, so, for those who reach the standards set means good performance (Wahjudewanti, 2021).

Suspect's convenience tends to be ruled out by investigators in certain contexts. Although this behaviour is essentially not in accordance with procedural justice, it turns out that it is important for investigators to do so to speed up the handling of cases. In this case, excessive friendliness, especially towards suspects, can have a negative impact on

investigative performance (Brown, 2002: p. 117). However, an unfriendly nature towards suspects is argued to be harmful to performance. For example, in the previously observed case, giving suspects an opportunity to report the abuse they suffered may open opportunities for the resolving of cases through restorative justice. Such case settlements may also be beneficial for the organization through the solving of more cases (i.e., the sexual abuse itself and the physical abuse suffered by the suspect).

c. Affective Commitment Affects the Task Performance of Police Investigators

Investigators feel that there is an emotional connection that is built over time within their organization. In this case, investigators have realized that there are similarities between individual values and organizational values. These values add stronger motivation for investigators to do their jobs rather than other factors such as financial or social ones (Castillo and Valle, 2017: p.691). These values are unique to police organizations, especially regarding the field of investigations, which includes discretion, authority, diversity, ambiguity, and the elimination of threats within society (Cordner, 2019: 25).

The discretion and authority of police investigators are guaranteed by the Criminal Procedure Code. Although in practice there are often interventions from top managers; in this case, most investigators can find alternative ways to accommodate these interventions. The value is related to indicators of task performance namely the personnel's alignment with their leaders. In addition, the investigator's discretion and authority are also facilitated by the organization through the provision of certain freedoms in carrying out their workload (e.g., daily duties, working schedule, uniform, etc.)

The diversity and ambiguity of challenges are in line with the continual development of the trends of crime. For this reason, the investigative organization encourages investigators to continue to learn and adapt to contemporary issues. Their learning processes are carried out formally through training and education, and informally through interactions between investigators or with superiors. Case exposes and discussions are held routinely every day to find solutions to their problems. Through the learning processes, the qualities and quantities of their investigative tasks are gradually improving.

Investigation, in the context of law enforcement, is a form of providing security and threat elimination for the public. In addition, our law enforcement is currently more focused on user benefits through the practice of restorative justice. Crime clearance through restorative justice improves the quality of case resolution and improves the quality because the process tends to be faster compared than by settlement through the courts.

d. PSM, User Orientation, and Affective Commitment Have No Effect on the Contextual Performance of Police Investigators

In contrast to task performance, contextual performance of police investigators is not influenced by PSM, user orientation, and affective commitment. This is arguably caused by several factors including the nature of the investigation of which their responsibility belongs to each individual investigator. Investigators in this case do not want to be involved in investigations lead by other investigators unless it is requested directly by their peers. The helpful behaviour possessed by investigators towards other investigators is thus passive. Individual investigative duties are also related to the workload of investigators. In this case, investigations are an overwhelming burden—so that investigators seldom pay attention to other things outside of their tasks. Boosterism is thus not maximally achieved by police investigators as well.

The second reason is related to organizational policies regarding the rewards and punishments given towards individual investigators. The absence of collective rewards and punishment does not support the sense of togetherness that exists between investigators.

Furthermore, tolerance seems to appear among investigators through their manipulation of the system so that the best investigator predicate is always awarded to a different person per month. We argue that this is an inappropriate form of sportsmanship which does not support contextual performance.

V. Conclusion

In general, the research answered the findings of previous research and provide an in-depth explanation based on empirical facts from the field. From this discussion, it can be concluded that there are indeed differences within the factors affecting performance of police investigators compared to other public institutions. This difference is due to the unique nature of the police organization, especially in terms of investigations. The characteristic affects the performance dynamics of all members in the organization as well as the form of their service to the public.

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