

A Test of Model of the Relationship between Public Service Motivation, Job Satisfaction and Organization Citizenship Behavior

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ABSTRACT

This paper examines a model of the relationship between public service motivation, job satisfaction and organizational citizenship behavior, which is an interesting issue in the context of Indonesia following the bureaucratic reforms, started in 1998. Improving public service quality has become a priority of the government to meet the expectations of the public, as it is generally known that the quality of this service is relatively poor still. Therefore, to provide better service, public servants have to reconsider their basic function.

We collected data from 136 public servants working for the government of the district of Sragen in Indonesia. We test our hypotheses using structural equation modeling.

Our results show that public service motivation has a positive and significant effect on job satisfaction, which means that public servants having higher motivation in providing public service and are more likely to be satisfied with their job. Moreover, job satisfaction is found to be related to the organizational citizenship behavior. Having higher job satisfaction leads public servants to perform organizational citizenship behavior in a better way. Generally, our findings indicate that public servants who have a high motivation in providing public service and high satisfaction with their jobs may also strongly intend to show prosocial behaviors beyond the behaviors that are formally prescribed by the organization.

Because the object of this study is a particular organization in a specific setting, we suggest the necessity to replicate the study in other settings to gain more generalizable results. Additionally, all data is derived from questionnaires, which may be biased if individuals rate themselves high. Therefore, it appears worthy to make in depth interviews with respondents to get more information.

Keywords: public service motivation, job satisfaction, organizational citizenship behavior

Institutional reforms in Indonesia have brought important changes, including a change of the relationship between central government and local government. The central government delegated authority to the local governments, so they have more autonomy in managing the districts. According to the report of the Asian Development Bank and the Partnership for Governance Reform in Indonesia in 2004, the reform process has been quite successful, but some aspects still need to be improved, including quality of public service.

Nowadays the quality of public service is getting increased attention. Surjadi (2009) stated that public's grievances, such as red tape in bureaucracy, time consuming processes, behavior of the public servants, etc. are indicators of the poor performance of the public service. In order to improve the public service, public servants' behavior is a key. They have to show their capability and professionalism in doing their job. Therefore, the "spirit of serving" should become a habit in the workplace. This is strongly related to public service motivation.

Perry & Wise (1990) defined public service motivation as an individual's predisposition to respond to motives grounded primarily or uniquely in public institution and organization. Based on previous studies, Kim (2006) concluded that public sector employees place a higher value on helping others, serving society and the public interest, and performing work that is worthwhile to society. Crewson (1997) found that public sector employees place "accomplishment" and "performing work that is useful to society" as more important job characteristics than private sector employees. Thus, public service motivation influences employees' work outcomes.

Naff & Crum (1999) found a significant relationship between public service motivation and job satisfaction, performance and intention to stay. Liu, Tang & Zhu (2008) also confirmed that public service motivation has an impact on job satisfaction. Another study by Kim (2006) confirmed that public service motivation influences organizational citizenship behavior. Camilleri (2007) has identified several factors as antecedents of public service motivation, which are role states, job characteristics, employee/leader relations and employee perception of organization.

Attention for public service motivation has increased among researchers. The construct is still in debate in the public administration literature. Results so far are still inconsistent. Despite the increased attention, in their studies of public service motivation, researchers have focused almost entirely on developed countries (Liu, Tang & Zhu, 2008). There is a little research on public service motivation in developing countries, such as Indonesia. Vandenabeele, Scheepers & Hondeghem (2006) suggested that it's important to take the historical and institutional context into account for understanding public service motivation. Considering cultural and political differences between the Western countries and Indonesia, it is important to understand public service motivation in the context of Indonesia. If confirmed in a different political and administrative environment, public service motivation could be stronger supported as a general theory. This study examines a model of the relationship between public service motivation, job satisfaction and organizational citizenship behavior in Indonesia.

LITERATURE REVIEW

A. Public Service Motivation

Expectations of the public servants differ from those of the employees in the private sector. Profit-seeking firms are likely to be dominated by economic oriented employees, while public-service organizations are likely to be dominated by service-oriented employees (Crewson, 1997). Thus, public servants show concern for the community and a desire to serve the public interest. The concept of public service motivation is used to explain the differences between public and private employees.

Public service is often used as a synonym for government service. This includes also all the workers in the public sector. Public service motivation provides both the analytical framework to determine the nature of public sector incentives and an evaluative mechanism through which the behaviors of those providing the services can be examined (Jacobson, 2011). According to Perry & Wise (1990), public service motivation may be understood as an individual's predisposition to respond to motives grounded primarily or uniquely in public institutions and organization. These motives can be classified in to three analytically distinct categories: rational, norm-based and affective. Perry & Wise (1990) explained that rational motives involve actions grounded in individual utility maximization; and norm-based motives refer to actions generated by efforts to confirm to norms, while affective motives refer to triggers of behavior that are grounded in emotional responses to various social contexts.

Perry (1996) has developed a measurement scale for public service motivation. Four dimensions of attraction to public policy making, commitment to the public interest and civic duty, compassion, and self-sacrifice-are empirically associated with the construct. Attraction to public policy making refers to the opportunity to participate in the formulation of public policy. According to Perry (1996), this dimension is closely related to rationale motives. Another dimension, commitment to the public interest, is one of the most commonly identified normative foundations for public service and reflects the desire to serve the public interest. Perry explained that this desire is only one value included in the construct of public service motivation. Following Buchanan, Perry noted that the public service ethics involve a unique sense of civic duty. According to Buchanan, this norm derives from the state's sovereign power and the role of public employees as nonelected trustees of parts of this power.

Perry (1996) defined compassion as a "patriotism of benevolence", which reflects an extensive love of all people within our political boundaries and the imperative that they must be protected in all of the basic rights granted to them by the enabling documents.

The last dimension of public service motivation, self-sacrifice, is defined by Perry (1996) as the willingness to substitute service to others for tangible personal rewards.

The construct of public service motivation is new, and has not been discussed yet in the literature on public administration (Perry, 1997). Perry's study

(1997) identified potential antecedents of public service motivation. He found that an individual's public service motivation develops from exposure to a variety of experiences, some associated with childhood, some associated with religion and some associated with professional life.

Camilleri (2007) investigated the antecedents of public service motivation and found that role states, employee-leader relations, job characteristics, and employee perceptions of the organization have a significant correlation between public service motivation and the antecedents.

Several authors developed the hypothesis that motivation differs across different sectors. This hypothesis gained continuous attention and was affirmed by empirical support (Jacobson, 2011). Further, researchers' efforts to understand the behavioral impact of public service motivation have found it to be correlated with pro-social behavior and positive organizational outcomes.

B. Job Satisfaction

Job satisfaction refers to the general attitude of an individual towards his or her work. A person with high satisfaction would have a positive attitude towards the job while a dissatisfied person would express a negative attitude towards the job (Robbins, 2005). Individual attitude towards the job is, according to Gibson, Ivancevich & Donnelly (1996) a result of the individual perception of their work and work environment, such as supervisor style, policies and procedures, affiliation with their department, work condition and benefits. According to Mathis & Jackson (2001), job satisfaction is a positive emotional condition resulting from the evaluation of one's work experience comparing to their individual expectations. Job dissatisfaction would emerge when expectations of the employee are not met.

Job satisfaction plays an important role for an employee. Employees who are not satisfied with their job would become frustrated. Dessler (2005) adds that employees with job satisfaction usually have good records for attendance, a lower rate of turnover and better job performance than employees with job dissatisfaction.

Mathis & Jackson (2001) state that job satisfaction has many dimensions. In general, the focus of research are the dimensions of the satisfaction with the job itself, satisfaction with payment, recognition, relation between superior and subordinate, and with opportunities for advancement. Each dimension would result in a feeling of satisfaction with the job itself, while different people have their own perception about job satisfaction

Basically, there is no simple way to estimate employee satisfaction. Mathis & Jackson (2001) suggest that the critical factor here is the difference between what is expected from the employees and what they receive from their work.

C. Organizational Citizenship Behavior

Organ (1997) has defined organizational citizenship behavior (OCB) as a contextual performance. The behavior carried out by the individuals does not directly support their job but can support the organization as a whole. Further,

Organ defines OCB as a discretionary individual behavior which is not rewarded by the formal rewarding system but can support the effectiveness of organizational functions in general. OCB tends to take the form of extra-role behavior in organization. Extra-role behavior is very important for the effectiveness of the organization, which would impact the survival of the organization in the long term, especially during increasing competition between organizations. Dyne, Graham & Dienesch (1994) state that OCB is the behavior of employees willing to work more than what they are required to or to carry out things which are not stipulated in their job description would be beneficial for the success of the company in the long run.

In this concept of OCB from, the dimension of civic virtue is similar to social participation, while sportsmanship has the same meaning as loyalty. A rather different dimension from the concept of Dyne, Graham & Dienesch is the dimension of advocacy participation, which includes the behavior directed towards other members of the organization and reflects the intention to be different.

D. Previous Studies

1. Camilleri (2007)

This research tests the relation between public service motivation and several antecedents, such as personal attributes (education, family life-cycle, tenure, gender, age and pay), job role, perception of employees on their organization, relation between supervisor and subordinate, and job characteristics. Tests were carried out on the following four dimensions of public service motivation: policy making, public interest, compassion and self-sacrifice. The results show that all dimensions of public service motivation, except policy making, are related to personal attributes. All dimensions of the public service motivation are also found to be related to the ambiguity of job role, but job role conflict is not related to public service motivation. Employee perception on the organization is found to be related to most of the dimensions of public service motivation, except compassion. The relation between supervisor and subordinate is also found to be related to all dimensions of public service motivation. Job characteristics are also related to most dimensions of public service motivation, except compassion.

2. Liu, Tang & Zhu (2008)

This research examines the construct of public service motivation consisting of the four dimensions policy making, public interest, self sacrifice and compassion in the context of government employees in China. A second focus of research is the impact of public service motivation on job satisfaction among the employees. Exploratory testing has shown that the generalizability of the concept of public service motivation is limited to the dimensions of policy making, public interest and self-sacrifice. The dimension of compassion is found to be lacking evidence in the studies in public sector in China. Liu, Tang & Zhu also show that there is a significant impact of public service motivation on job satisfaction.

3. Kim (2006)

This study has examined the role of public service motivation, job satisfaction and organizational commitment as predictors of organizational citizenship behavior (OCB). The result of this research suggests that there is a significant relation between public service motivation and OCB and between organizational commitment and OCB, while job satisfaction is not found to be related to OCB.

4. Gonzales & Garazo (2006)

The paper of Gonzales & Garazo (2006) examined the structural relation between organizational service orientation, job satisfaction and organizational citizenship behavior (OCB). The result of this research shows that organizational service orientation has a significant impact on job satisfaction. Job satisfaction is also found to have a positive impact on OCB. Employees more satisfied with their work would be more likely to practice OCB.

E. Conceptual Framework

Based on the literature review on the theories of public service motivation, job satisfaction and organizational citizenship behavior the following framework is proposed here:

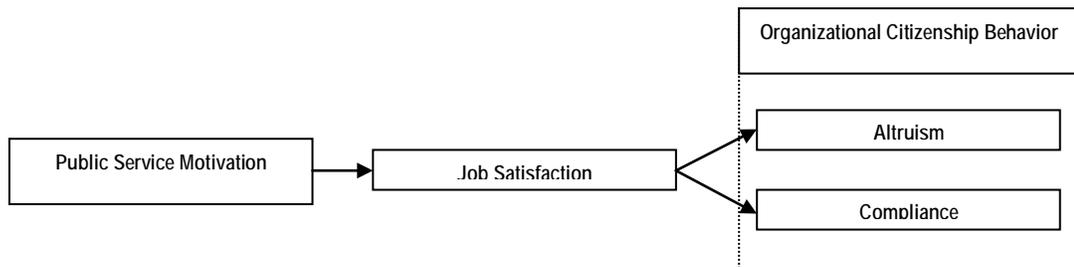


Figure 1. Conceptual Framework

The foregoing framework is a development of the model of public service motivation and employee behavior, which is formulated based on the previous studies (Camilleri, 2007; Liu et al. 2008; Kim, 2006; Gonzales & Garazo, 2006). Public service motivation growing in the individual would result in job satisfaction, which would in turn motivate the individual to practice organizational citizenship behavior.

F. Hypothesis Development

1. The Impact Of Public Service Motivation On Job Satisfaction

Liu, Tang & Zhu (2008) have shown that public service motivation has a strong impact on job satisfaction of employees in public sector in China. The result of this research supports the findings of Naff & Crum (1999) showing that there is a significant impact of public service motivation on job behavior and attitude, and also on job satisfaction. This research also supports Taylor (2007), who found that there is a significant relation between public service

motivation and individual performance, where job satisfaction is the primary attitude for employees in public sector. Based on these research findings, Hypothesis 1 is proposed as follows:

H1. Public service motivation has a positive impact on job satisfaction.

2. The Impact Of Job Satisfaction On Organizational Citizenship Behavior (OCB)

Many studies found that there is a significant impact from public service motivation on job outcomes such as job satisfaction (Naff & Crum, 1999; Taylor, 2007) and on OCB, trust in the government and political participation (Brewer et al. 2000). Gonzales & Garazo (2006) further support the impact of job satisfaction on OCB, since employees who are more satisfied with their jobs would tend to practice OCB. Based on these research findings, Hypothesis 2 is proposed as follows:

H2. Job satisfaction has positive impact on organizational citizenship behavior, in the dimensions of altruism and compliance.

RESEARCH METHOD

A. Population, Sample and Sampling Technique

1. Research Population

The population of this research is all employees in the municipal government of Sragen. This population is distributed in several work units within the organizations of regional divisions providing public services.

2. Sample and Sampling Techniques

From the research population, a sample is taken for further analysis. In this research, the size of the sample is determined by the Structural Equation Modeling (SEM). According to Hair et al. (in Ghozali, 2005), the sample size recommended for SEM, especially for maximum likelihood estimation is 100 – 200. Based on this recommendation, the size of the sample for this research is 136 respondents, in order to anticipate the possibility that the questionnaire is missing or not returned.

In order to obtain the sample from the population, purposive sampling was carried out. In this technique, the sample is taken with certain consideration, which in this case is providing the work units services for the society. All employees within the work unit are involved as research respondents.

B. Operational Definition of The Variables

1. Public Service Motivation

Public service motivation is a reflection of the individual tendency to be motivated in carrying out the work in public organization. Public service motivation is measured using a questionnaire adapted from Wright et al. (2011), consisting of 20 items.

2. Job Satisfaction

Job satisfaction is related to the feelings, both positive and negative, of an individual in relation to his or her work. It is measured by a questionnaire adapted from Muller et al. (2001), consisting of 4 items.

3. Organizational Citizenship Behavior (OCB)

Organizational citizenship behavior or OCB reflects individual behavior which is discretionary and is not directly nor explicitly rewarded by the formal reward system and can increase the effectiveness of organizational functions as a whole. We measure OCB by using a questionnaire adapted from Kim (2008), consisting of 7 items.

RESULTS

A. Public Service Motivation

Table 1 shows public service motivation among respondents. Almost all respondents (99.6 percent) agree or strongly agree that “meaningful public service is very important”. Also, most respondents agree or strongly agree with the statements “I’m often reminded by daily events about how dependent we are on one another” (89.4 percent); “Making a difference in society means more to me than personal achievements” (90.6 percent); “I am prepared to make enormous sacrifices for the good of society” (96.9 percent); “I am not afraid to go to bat for the rights of others even if it means I will be ridiculed” (89.8 percent). The data shows that public service motivation is quite high among public servants.

B. Job Satisfaction

Table 2 shows public servants’ satisfaction with their job. Most respondents agree or strongly agree with the sentence “I find real enjoyment in my work” (96 percent). Respondents also state that they agree or strongly agree with other items like “Most days I am enthusiastic about my work” (91.8 percent); “Generally speaking, I am very satisfied with this job” (85.15 percent); “I love my job more than anyone” (74.1 percent).

Table 1. Public Service Motivation (%)

	Strongly Agree	Agree	Disagree	Strongly Disagree
Meaningful public service is very important	61.2	38.4	0.4	0
I am often reminded by daily events about how dependent we are on one another	26.7	62.7	10.6	0
Making a difference in society means more to me than personal achievements	27.5	63.1	7.8	1.6
I am prepared to make enormous sacrifices for the good of society	27.1	69.8	2.7	0.4

I am not afraid to go to bat for the rights of others even if it means I will be ridiculed	16.1	73.7	10.2	0
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Source: Processing on primary data (2012)

Table 2. Job Satisfaction (%)

	Strongly Satisfied	Satisfied	Dissatisfied	Strongly Dissatisfied
I find real enjoyment in my work	38	58	3.5	0.4
Most days I am enthusiastic about my work	27.1	64.7	7.8	0.4
Generally speaking, I am very satisfied with this job	21.65	63.5	14.5	0.4
I love my job more than anyone	13.7	60.4	24.7	1.2

Source: Processing on primary data (2012)

C. Organizational Citizenship Behavior

Table 3 shows organizational citizenship behavior in the dimension of altruism. Most of the respondents agree or strongly agree with the predication “I assist my supervisor with his or her work” (94.4 percent). Also most respondents agree or strongly agree with following statements “I make innovative suggestions to improve my department” (91.8 percent); “I volunteer for things that are not required” (96.5 percent); “I orient new people even though it is not required” (95.3 percent); “I help others who have been absent” (88.7 percent); “I attend functions that are not required but that help organization image” (82.3 percent).

Table 3. Organizational Citizenship Behavior – Altruism (%)

	Strongly Agree	Agree	Disagree	Strongly Disagree
I assist my supervisor with his or her work	25	69.4	4.3	0.4
I make innovative suggestions to improve my department	15.3	76.5	7.5	0.8
I volunteer for things that are not required	15.7	80.8	3.1	0.4
I orient new people even though it is not required	12.2	83.1	4.7	0
I help others who have been absent	7.5	81.2	11.4	0
I attend functions that are	9	73.3	15.7	2

not required but that help organization image				
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Source: Processing on primary data (2012)

Table 4 shows organizational citizenship behavior in the dimension of compliance. Most of the respondents agree or strongly agree with the statement “I don not spend time in idle conversation” (96.8 percent). Respondents also state that they agree or strongly agree with other items like “I do not take extra breaks” (90.1 percent); “I am always on time” (95.6 percent).

Table 4. Organizational Citizenship Behavior – Compliance (%)

	Strongly Agree	Agree	Disagree	Strongly Disagree
I don not spend time in idle conversation	18.4	78.4	3.1	0
I do not take extra breaks	14.5	75.7	9.8	0
I am always on time	27.8	67.8	3.9	0.4

Source: Processing on primary data (2012)

D. Goodness of Fit Analysis

The results for the goodness of fit for the model being tested are presented below:

Table 5. The Model’s Goodness of Fit Before Modification

Goodness of Fit Indices	Cut-Off Value	Model
Chi square (χ^2)	Expected to be low	3868.959
Significance probability (p)	$\geq .05$	0.0000
CMIN/DF	≤ 2.00	2.640
GFI	$\geq .90$	.738
AGFI	$\geq .90$	.666
TLI	$\geq .95$	.633
CFI	$\geq .95$	.680
RMSEA	$\leq .08$	.110

Source: Processing on primary data (2012)

Based on Table 5, it is evident that goodness-of-fit analysis has not shown adequate results. A model is considered to have a good fit when there are three indices whose values fulfill certain criteria (Ghozali, 2008). Therefore, the model is modified by correlating the errors in the model, as measured by modification indices.

After correlation between errors is calculated, the following result was obtained:

Table 6. The Model's Goodness of Fit After Modification

Goodness of Fit Indices	Cut-Off Value	Model
Chi square (χ^2)	Expected to be low	143
Significance probability (p)	$\geq .05$	0.0000
CMIN/DF	≤ 2.00	1.109
GFI	$\geq .90$	.900
AGFI	$\geq .90$	.853
TLI	$\geq .95$	.974
CFI	$\geq .95$	.981
RMSEA	$\leq .08$	.029

Source: processing on primary data (2012)

As stated in Table 6, it is evident that the value of chi-square (χ^2) has been reduced significantly, but the probability is still below .05. This value of χ^2 is sensitive to the number of samples and indicators but can influence the reliability of measurement (Santoso, 2011). The increasing number of samples or increase in the number of indicators can increase χ^2 , as was also found in this research. Therefore, testing in this research requires additional tests.

The value of CMIN/DF of 1.109 shows a good fit of the research model with the data. The value of GFI is close to the cut-off value of .9, which also shows that the model has good fit. The value of RMSEA is .029, which is under .08 and confirms the good fit of the model. Other measures of fit, such as AGFI, TLI and CFI show a marginal magnitude, which means that the values do not differ much from the expected cut-off values.

In general, it can be concluded that the measurement of goodness of fit after the modification of the model shows that the proposed model is acceptable.

E. Analysis on the Relation Among Variables

After finding that overall structural model has good fit, an analysis is carried out on the relations among variables. This analysis resulted the following:

Table 7. Regression Weights After Modification

			Estimate	S.E.	C.R.	P	Label
Job Satisfaction	<---	Public Service Motivation	1.242	.441	2.814	.005	par_16
OCB Altruism	<---	Job Satisfaction	.763	.207	3.693	***	par_17
OCB Compliance	<---	Job Satisfaction	.851	.204	4.172	***	par_18
PSM1	<---	Public Service Motivation	1.000				
PSM2	<---	Public Service Motivation	1.643	.551	2.983	.003	par_1
PSM3	<---	Public Service Motivation	1.399	.505	2.771	.006	par_2
PSM4	<---	Public Service Motivation	1.319	.426	3.096	.002	par_3
PSM5	<---	Public Service Motivation	1.530	.479	3.192	.001	par_4

			Estimate	S.E.	C.R.	P	Label
KK1	<---	Job Satisfaction	1.000				
KK2	<---	Job Satisfaction	1.247	.222	5.623	***	par_5
KK3	<---	Job Satisfaction	1.667	.370	4.500	***	par_6
KK4	<---	Job Satisfaction	1.582	.355	4.461	***	par_7
OCBA1	<---	OCB Altruism	1.000				
OCBA2	<---	OCB Altruism	.762	.227	3.354	***	par_8
OCBA3	<---	OCB Altruism	1.076	.226	4.763	***	par_9
OCBA4	<---	OCB Altruism	1.127	.216	5.222	***	par_10
OCBA5	<---	OCB Altruism	1.206	.239	5.040	***	par_11
OCBA6	<---	OCB Altruism	1.402	.297	4.718	***	par_12
OCBA7	<---	OCB Altruism	1.320	.253	5.210	***	par_13
OCBC8	<---	OCB Compliance	1.000				
OCBC9	<---	OCB Compliance	.882	.170	5.176	***	par_14
OCBC10	<---	OCB Compliance	.723	.195	3.703	***	par_15

Source: processing on primary data (2012)

- Table 7 presents the significant relationships among variables, which are:
- 1) Public Service Motivation has a significant effect on Job Satisfaction (C.R=2.814; P=0.005)
 - 2) Job Satisfaction has significant effect on OCB Altruism (C.R=3.693; P<0.05)
 - 3) Job Satisfaction has significant effect on OCB Compliance (C.R=4.172; P<0.05)

DISCUSSION

Based on the results of SEM, tests on the model for the relations among variables will be discussed in more detail as follows.

A. Hypothesis 1: Public service motivation has positive impact on job satisfaction.

As Table 7 shows the value of C.R. is 2.814, which is greater than 1.96 and probability is 0.05. This indicates that public service motivation has significant and positive impact on job satisfaction. Therefore **H1 is supported**. This finding is consistent with Liu, Tang & Zhu (2008), who also found the impact of public service motivation on job satisfaction.

The significant impact of public service motivation on job satisfaction as found in this research indicates that higher motivation of the employees in public service would result in higher job satisfaction.

B. Hypothesis 2: Job satisfaction has positive impacts on organizational citizenship behavior for the dimensions of altruism and compliance.

Based on the result of the analysis presented in Table 7, which shows that C.R. is higher than 1.96 and probability is far below 0.05, it can be inferred that job satisfaction has significant and positive impact on organizational citizenship behavior in form of altruism and compliance. Therefore, H2 is supported. This finding is consistent with Gonzales & Garazo (2006) but different from Kim

(2006), who found no evidence for the impact of job satisfaction on organizational citizenship behavior.

The impact of job satisfaction on the dimension of altruism of organizational citizenship behavior means that employees satisfied with their job would have an enhanced willingness to help co-workers with problems on their job. While the impact of job satisfaction on the dimension of compliance suggests that the more satisfied employees are in their jobs, the greater the level of extra role they would play in their work beyond the minimum expected performance.

DISCUSSION

This study aims to analyze the influence of public service motivation on job satisfaction and organizational citizenship behavior. The results show that public service motivation is found to have positive impacts on job satisfaction. This is consistent with Liu, Tang & Zhu (2008). Additionally, job satisfaction has a significant impact on organizational citizenship behavior, and this is consistent with Gonzales & Garazo (2006).

Based on the result of this research, several implications for management are offered here. The municipal government of Sragen should develop a working atmosphere which is conducive, especially to support the close relationship between superior and subordinate, since the relationship can motivate the employees in providing better public service.

The municipal government of Sragen should also improve the motivation of their employees in providing public services to strengthen their role as state employees and civil servants. The success in achieving this would lead to increased job satisfaction of the employees.

The municipal government of Sragen should also strive to create and maintain employees' job satisfaction at an optimum level so the employees can perform extra role behaviors in conducting their jobs.

This research has several limitations. The most important one is that only responses to the questionnaire were collected since the conditions in the field did not allow for in-depth interviews with the respondents. The researchers were also prevented from conducting a pre-test due to the limitations of the research object, and therefore several indicators are invalid and had to be eliminated from the model due to low factor loading.

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