



UNIVERSITI PUTRA MALAYSIA

**CORRELATES OF PUBLIC EMPLOYEES' MOTIVATIONAL
ORIENTATIONS AND MOTIVATION TOWARDS
I N-SERVICE TRAINING IN MALAYSIA**

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ARSHAD BIN HASHIM

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MOTIVATIONAL ORIENTATIONS AND MOTIVATION
TOWARDS IN-SERVICE TRAINING IN MALAYSIA**

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APRIL, 1993

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Public employees' competence is critical in ensuring the efficiency and effectiveness of the public services. Therefore, it is of vital importance for adult educators or HRD managers to understand the major motivational orientations and factors which enhance or inhibit public employees' motivation and effective participation in competency-based or in-service training programmes.

The general objective of this study was to determine public employees' major motivational orientations and motivation towards in-service training and the factors that can be associated with them. Specifically, it aimed to determine: (1) the major motivational orientations and the level of motivation amongst public employees towards in-service training; and (2) the relationships of these



dependent variables with identified independent variables, namely the socio-demographic, organisational and psychological variables.

A preliminary study to validate and improve the instrument of the study was conducted qualitatively. This was followed by a survey research method using the validated and improved instrument. The instrument was administered to 572 public employees who were attending 18 different courses at five INTAN campuses in Peninsular Malaysia. A total of 456 valid responses was subjected to further analyses of the study.

The first order factor analysis extracted ten factors of motivational orientations which explained about 64 percent of the total variance. The factors were: (1) Social Welfare; (2) Escape and Stimulation; (3) Social Relationships; (4) Professional Advancement; (5) Cognitive Interest; (6) External Expectation; (7) Personal Goal; (8) Intellectual Interest; (9) Learning Activity; and (10) Departmental Directives. The second order factor analysis yielded two factors explaining 59 percent of the variance as follows: (1) Professional and Intellectual or "positive orientations"; and (2) Escape, Stimulation and External Direction or "negative orientations".

Public employees were found to be highly motivated towards in-service training. They were relatively oriented towards "positive" and intrinsic motivational orientations more than the extrinsic orientations. There were no significant differences in motivation towards in-service

training amongst public employees classified according to: (1) four different groups of services; (2) four different locations of employment; and (3) six different levels of educational attainment.

The psychological variables were the most important predictors of motivation towards in-service training and "positive motivational orientations". On the overall, variables such as organisational environment, work characteristics, supervisory supportiveness, perception towards training, expectancy and goal perceptions, and internal locus of control were the major factors associated with public employees' motivational orientations and motivation towards in-service training.

The study as a whole supported the existing theories, models and research on adult learning motivation. It also contributed significantly to the understanding of different motives adults gave in their quest for continuing education and the factors that may be associated with such motives. The integration of qualitative research design at the initial stage of the study was found to be crucial and significant in arriving at the findings and conclusions of the study.

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**PERKAITAN-PERKAITAN ORIENTASI MOTIVASI
DAN MOTIVASI PEKERJA AWAM TERHADAP
LATIHAN DALAM PERKHIDMATAN DI MALAYSIA**

Oleh

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APRIL, 1993

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Keupayaan para pekerja awam adalah kritikal di dalam memastikan kecekapan dan keberkesanan perkhidmatan awam. Oleh yang demikian, adalah amat penting bagi para pendidik orang-orang dewasa atau para pengurus pembangunan tenaga manusia untuk memahami orientasi-orientasi motivasi serta faktor-faktor yang mendorong atau menghalang motivasi pekerja-pekerja awam serta penyertaan mereka yang berkesan di dalam program-program latihan dalam perkhidmatan.

Objektif umum kajian ini adalah untuk menentukan orientasi motivasi yang utama dan motivasi pekerja awam terhadap latihan dalam perkhidmatan dan mengenalpasti faktor-faktor yang berkaitan dengannya. Secara khususnya, kajian ini bertujuan untuk menentukan:
(1) orientasi-orientasi motivasi yang utama serta tahap motivasi pekerja-

pekerja awam terhadap latihan dalam perkhidmatan; dan (2) perkaitan-perkaitan di antara angkubah-angkubah sandar ini dengan beberapa angkubah bebas seperti angkubah-angkubah sosio-demografi, keorganisasian dan kepsikologian.

Satu kajian awal untuk mengesah dan memperbaiki instrumen kajian telah dijalankan secara kualitatif. Ini diikuti dengan kaedah penyelidikan berjadual (survey) dengan menggunakan instrumen yang telah diperbaiki dan disahkan. Instrumen kajian ini telah dimajukan kepada 572 orang pekerja awam yang sedang mengikuti 18 kursus yang berbeza yang diuruskan oleh lima kampus INTAN di Semenanjung Malaysia. Sejumlah 456 respons yang lengkap telah digunakan untuk analisis kajian ini selanjutnya.

Analisis faktor peringkat pertama telah menghasilkan sepuluh faktor atau orientasi motivasi dengan menjelaskan kira-kira 64 peratus daripada jumlah varians. Faktor-faktor ini terdiri daripada: (1) Kebajikan Sosial; (2) Pengelakan dan Perangsangan; (3) Perhubungan Social; (4) Pembangunan Profesional; (5) Minat Kognitif; (6) Ekspektasi Luaran; (7) Matlamat Peribadi; (8) Minat Intelektual; (9) Aktiviti Pembelajaran; dan (10) Arahan Jabatan. Analisis faktor peringkat kedua telah dilaksanakan dengan menghasilkan dua faktor yang menjelaskan kira-kira 59 peratus daripada jumlah varians. Kedua-dua faktor ini dinamakan: (1) Orientasi Profesional dan Intelektual atau "orientasi motivasi positif"; dan (2) Orientasi Pengelakan dan Arahan Luaran atau "orientasi motivasi negatif".

Pekerja-pekerja awam didapati mempunyai tahap motivasi yang tinggi terhadap latihan dalam perkhidmatan. Kebanyakan mereka mempunyai orientasi motivasi yang positif dan berbentuk intrinsik lebih daripada yang berbentuk ekstrinsik. Tidak ada perbezaan motivasi terhadap latihan dalam perkhidmatan di kalangan pekerja-pekerja awam yang dikategorikan mengikut: (1) empat kumpulan perkhidmatan yang berbeza; (2) empat lokasi pekerjaan yang berbeza; dan (3) enam peringkat pencapaian pendidikan yang berbeza.

Angkubah-angkubah kepsikologian merupakan peramal yang terpenting bagi motivasi terhadap latihan dalam perkhidmatan dan "orientasi motivasi positif". Secara umumnya, angkubah-angkubah seperti persekitaran organisasi, ciri-ciri kerja, sokongan penyeliaan, persepsi terhadap latihan, persepsi-persepsi penjangkaan dan matlamat, dan kepusatan kawalan dalaman adalah merupakan faktor-faktor yang mempunyai perkaitan yang rapat dengan orientasi motivasi dan motivasi pekerja-pekerja awam terhadap latihan dalam perkhidmatan.

Kajian ini secara keseluruhannya menyokong teori-teori, model-model dan penyelidikan-penyelidikan yang sedia ada yang berkaitan dengan motivasi pembelajaran orang-orang dewasa. Ia juga memberi sumbangan yang besar terhadap kefahaman mengenai pelbagai motif yang diberikan oleh orang-orang dewasa untuk belajar dan faktor-faktor yang berkaitan dengannya. Integrasi rekabentuk penyelidikan kualitatif di peringkat awal kajian ini sesungguhnya amat penting dan berfaedah sekali di dalam mencapai penemuan dan kesimpulan kajian ini.

CHAPTER I

INTRODUCTION

Background of the Problem

The Context of the Study

In the Malaysian context, the concern towards human resource development in the public sector is rooted in the government's concerted efforts in bringing about change and development to this country (Government of Malaysia, 1991:51). The developmental tasks of the government require an efficient and effective administrative system (Ahmad Sarji, 1991:147). An effective and responsive administrative system, on the other hand, depends largely upon the quality and productivity of human resources within the system (Mathur, 1983).

Mathur (1983:9) also observes that an effective public administration or administrative system is vital to a country's development. He postulates that if other prerequisites are present to a sufficient degree, and if public administration is generally effective, some developmental progress can be expected. If, however, other prerequisites are present but public administration is poor, "there will be limited progress or perhaps none at all". This observation indirectly emphasises the importance of public employees' capability and productivity in ensuring effectiveness of the administrative system and the success of the government's efforts in development.

The processes of education and training are of vital importance in the development of human resources within a system or an organisation. Poltechar (1987) views education and training as the key that will unlock the full potential of human resources. Staff development programmes, which include in-service training, play an important role in bringing about desirable changes in employees' behaviour (Smith, 1983; Lovel, 1984). Changes in employees' behaviour are expected to occur from improved knowledge and skills related to the job as well as through the inculcation of positive attitudes, values, work ethics and working culture.

The rapid development and changes that took place within the administrative system in this country had resulted in greater awareness and interest towards in-service training amongst public employees (INTAN, 1990; 1991). In-service training is in fact a form of "adult education" or "continuing education". This is based on the broader definition of "adult education" by UNESCO (1977), Darkenwald and Merriam (1982) and Courtney (1991). Adults commit themselves to a new learning activity for specific reasons, and normally for many reasons. Cross (1981:97) observes that ". . . motives differ for different groups of learners, at different stages of life, and most individuals have not one but multiple reasons for learning".

Since in-service training is basically a learning activity, a generalisation as mentioned above implies that the Malaysian public employees may also have several reasons or motivational orientations when they participate in in-service training programmes. This phenomenon can be expected to occur in view of the fact that public

employees consist of individuals who come from different upbringing, ethnic groups, and cultures and who work in different types of organizations. Their world-views, needs and behaviours are, therefore, different (Cross, 1981). Public employees who participate in in-service training programmes may not necessarily do so for positive reasons. Some of them may want to get rid of a dull or unstimulating environment prevailing in their organisations. Some may even feel that they are being forced to participate in such programmes. Therefore, in the light of various administrative reforms and changes that have taken place within the Malaysian administrative system, and in ensuring greater effectiveness of in-service training programmes, an empirical investigation into public employees' motivation and motivational orientations towards in-service training is considered timely and necessary.

Apart from the concern on public employees' reasons or motivational orientations towards in-service training, the study also concerns itself with Peters and Waterman's (1982) view concerning the constant search by human beings for meaning in their lives and how successful organisations help their employees find some meaning through their work. An investigation into organisational and psychological factors in relation to motivation and motivational orientations towards in-service training has an important bearing on public employees' search for meaning, work motivation and job satisfaction in general. Empirical evidence on this phenomenon is crucial in view of Malaysia's efforts at becoming a fully developed industrialised nation by the year 2020.

The National Institute of Public Administration (INTAN)

The National Institute of Public Administration, Malaysia, or commonly referred to by its acronym in the Malaysian Language as INTAN, was established in 1972 (Elyas, 1975). INTAN was established following the recommendation by a report entitled "Training for Development in West Malaysia" published in 1969. The establishment of INTAN was also seen as a vital institution for effective implementation of the public sector's training policy which was adopted by the government in 1970 (Iqbal, 1987).

Since its inception in 1972, INTAN has grown as a leading public sector in-service training institution in the country. INTAN's main function is to provide training to all sectors of public employment in order to achieve excellence in the Civil Service (INTAN, 1991). Apart from its main campus which is situated in Kuala Lumpur, INTAN has four regional campuses to facilitate its training activities throughout Peninsular Malaysia.

From a mere 2,124 participants in 1972, INTAN presently trains about 23,000 participants annually (INTAN, 1991). The number of courses has increased from 123 in 1972 to 405 in 1982 and 670 courses in 1991. The majority of INTAN's participants in 1991 comprised public sector personnel who were working in Federal Departments. This category of personnel comprised 59 percent of the total number of participants trained. The balance were from the State Services, Local Authorities, Statutory Authorities and Public Corporations.

By groups of services, 39 percent of the total number trained in 1991 came from the Professional and Managerial Group (Group A), 18 percent from the Semi-professional Group (Group B), 30 percent from the Clerical Group (Group C) and the remaining 13 percent came from the Industrial and Manual Labour Group (Group D).

By schemes of services, 16 percent of the total number trained in 1991 represented the Professional Services like engineers, doctors, lawyers, accountants, etc. Eleven percent were from administrative services such as the Administrative and Diplomatic Service, State Administrative Services, General Administrative Services, etc. The Police and the Army consisted of five percent of the total participants. The remaining 68 percent of the total participants came from other schemes of services particularly the Supervisory and Clerical Services.

By age group, the largest category of those trained in 1991 were in the 31 - 35 years age bracket which comprised 27 percent of all the participants. The smallest category came from those who were below 26 years of age, comprising about five percent of the total number of participants (INTAN, 1991).

With regard to the types of INTAN's training programmes, the Sixth Malaysia Plan document (Government of Malaysia, 1991:439) categorises all INTAN's courses according to the following fields of studies:

1. Urbanisation, Rural Development and Regional Planning;
2. Economics, Policy, Project Planning and Management;

3. Diplomacy and International Relations;
4. Computer and Information Technology;
5. Finance and Accounting;
6. Human Resource Management, Quality and Productivity Management;
7. Training Methodology;
8. Language Studies;
9. Clerical and Supervisory Training; and
10. Mandatory courses especially for promotion and evaluation purposes.

INTAN's function and development presented above indicate the importance of INTAN as an institution responsible for the development of human resources in the public sector. INTAN is committed to providing in-service training to almost all categories of public employees. INTAN's commitment is in line with the th

through training is an important component in Malaysia's developmental efforts (INTAN, 1991:1). INTAN alone certainly cannot cope with the tremendous need for in-service training by public employees. Thus, apart from INTAN being the prime institution responsible for public sector's in-service training, more than 120 departmental training centres are established to provide in-service training facilities to employees of the respective departments (INTAN, 1987). However, these departmental training centres are technical in nature. Their courses are organised based on the specific needs or job functions of the departments. Participation in in-service training organised by these centres is made on rotation and the training is basically mandatory by nature. In some