Research Article

Courtesy and Civic Virtue as Determinants of Organizational Citizenship Behavior in Bureaucratic Human Resource Management: A Study of the Kotamobagu Governmen

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Abstract.

Human resource (HR) capabilities are needed to achieve the effectiveness of public sector services. So, it is necessary to develop agile HR management starting from employee planning, competency improvement, career development, and welfare improvement. This is so that competent, productive, and high integrity human resources can be achieved. This research aims to see how aspects of courtesy and civic virtue in the development of bureaucratic HR management in the Kotamobagu Government can be maximally implemented. It uses a qualitative approach, and data were collected through observation, in-depth interviews, and documentation. Data sources consisted of primary and secondary data, while data analysis was conducted using interactive methods. The informants in this research are stakeholders and other parties directly involved in the implementation of bureaucratic HR management development in Kotamobagu Government. The results show that the development of organizational management in Kotamobagu has begun to build a strong social foundation to support openness and mutual respect. This is implemented with active participation, appreciation of contributions, and leaders who open space for dialogue. However, the reality is that there are still work culture issues, such as leaders who maintain an authoritarian style and make decisions unilaterally without involving their staff. This limits the space for employees to openly express new ideas. Other problems such as passivity and lack of knowledge of government staff are also obstacles to increasing openness to implement bureaucratic HR management.

Keywords: courtesy, civic virtue, management development

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1. Introduction

Natural disasters are unpredictable events that can cause extensive damage and have negative impacts on human life, the environment, and the economy. Natural disasters include earthquakes, floods, landslides, tsunamis, tropical storms, droughts, and forest fires Somantri [1] These disasters often occur suddenly and require a rapid and effective response to protect human lives, reduce material losses, and restore the affected areas. Handling natural disasters is the responsibility of local governments to protect their citizens and ensure sustainable development Dianty, [2]. Natural disasters can cause

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significant losses in terms of both casualties and economic losses. Therefore, it is important for local governments to have adequate organizational capabilities to respond to, manage, and recover from disaster-affected areas.

Human resource management (HRM) in the public sector has become a critical issue in efforts to improve the effectiveness and accountability of public services. In the Indonesian context, bureaucratic reform initiated in 2010 through the Bureaucratic Reform Roadmap emphasizes the importance of transforming human resource management systems as a foundation for change. High-quality human resources are measured not only by technical competence but also by social values, ethics, and behaviors that support an inclusive and transparent organizational culture. This aligns with the concept of organizational citizenship behavior (OCB), which refers to voluntary behaviors performed by organization members to enhance institutional functionality and sustainability. Two crucial OCB dimensions in modern governance are courtesy and civic virtue, referring to mutual respect and active participation in building shared values and integrity [1].

In Indonesia, implementing these values in bureaucratic HRM still faces challenges. Most government institutions remain trapped in hierarchical cultures that tend to be authoritarian, inhibiting innovation and employee participation. According to data from the Ministry of Administrative and Bureaucratic Reform, approximately 60% of human resources in the public sector still lack understanding of civic virtue values and courteous behavior as part of their work ethic. This condition is exacerbated by unilateral decision-making practices by leadership and low employee awareness in contributing to organizational goals[2].

Kotamobagu City, as one of the regions in North Sulawesi Province, is not exempt from these dynamics. With rapid economic growth and infrastructure development in the last decade, the Kotamobagu City Government has sought to implement good governance through the development of professional and integrity-based bureaucratic human resources. These efforts are reflected in programs such as employee competency enhancement through training, performance-based management systems, and development of work cultures that prioritize participation and honesty. However, field realities indicate that numerous obstacles persist. Previous qualitative research suggests that authoritarian leadership practices remain at mid-level management, where decisions are made unilaterally without subordinate input. Additionally, low work motivation and limited understanding of HR's strategic role in realizing organizational vision and mission also present challenges[3].

In this context, this research aims to analyze how courtesy and civic virtue aspects can be integrated into bureaucratic HRM development in the Kotamobagu City Government. These concepts were selected because they theoretically correlate with improved organizational performance. According to[4], courtesy encompasses behaviors that avoid conflict, respect others' feelings, and maintain harmony in daily interactions. Meanwhile, civic virtue refers to individuals' willingness to voluntarily contribute to activities promoting common interests, such as participation in strategic discussions or peer performance monitoring. Integrating both concepts is expected to build a work culture of mutual respect, reduce conflict, and strengthen employee commitment to organizational vision.

Empirically, previous studies in several Indonesian regions demonstrate that implementing these values can increase job satisfaction and employee retention. For instance, research in Bogor Regency found that employee participation in policy discussion forums increased by 35% after implementing civic virtue development programs. Conversely, efforts to build courtesy in the work environment reduced employee psychological stress by up to 20% [5] However, no in-depth research has examined the simultaneous dynamics of both concepts in the context of bureaucratic HRM development in Kotamobagu.

Conditions in Kotamobagu reflect common dilemmas in implementing bureaucratic reform in regions. On one hand, there are efforts to build strong social foundations through active community participation and creating dialogue spaces between policymakers. On the other hand, established practices based on vertical power and reluctance to adopt managerial innovations continue to impede change. This phenomenon aligns with[6] diffusion of innovation theory, which states that organizational change adoption requires simultaneous structural, cultural, and individual support.

In the context of HRM development, these challenges become more complex as they involve various elements, including HR planning system readiness, leadership competency availability, and employee access to value-based training. For example, data from Kotamobagu City's Department of Government Apparatus Utilization shows that only 45% of employees have participated in work ethics and civic virtue training in the past five years. This figure demonstrates the gap between needs and existing realities.

Therefore, this research aims to fill this literature and practice gap. Through a qualitative approach using observation methods, in-depth interviews, and document analysis,

this study will explore the dynamics of courtesy and civic virtue implementation in bureaucratic HRM development in Kotamobagu. The results are expected to provide a holistic picture of factors supporting or hindering the integration of these values, as well as strategic recommendations for improving HRM effectiveness in regional government environments.

This study is also relevant to the global agenda on good governance and sustainable development goals (SDGs), particularly Goal 16, which emphasizes the importance of inclusive and responsive institutions

Human resource management (HRM) in the public sector has emerged as a crucial topic in governance and organizational management literature. According to [7], [1], [8], [9] (OCB) has been identified as a significant factor influencing organizational effectiveness . Two dimensions of OCB—courtesy and civic virtue—play strategic roles in building inclusive and responsive work cultures. Courtesy encompasses behaviors that avoid conflict, respect others' feelings, and maintain harmony in daily interactions. Meanwhile, civic virtue relates to individuals' active participation in activities promoting collective interests, such as peer monitoring or policy discussions. Both elements not only enhance individual performance but also strengthen employee commitment to organizational objectives [10].

In the Indonesian context, bureaucratic reform initiated in 2010 through the Bureaucratic Reform Roadmap emphasizes the role of human resources as agents of change. However, research by Yulizar and [11] indicates that OCB value implementation in the public sector still faces structural and cultural obstacles. Authoritarian practices and low employee participation in decision-making constitute primary factors limiting civic virtue development [4], [12]. Additionally, limited understanding of work ethics and civic virtue values among employees impedes the emergence of courtesy culture in the workplace. According to data from the Ministry of Administrative and Bureaucratic Reform, approximately 60% of human resources in the public sector still lack understanding of the strategic role these values play in enhancing public service effectiveness.

Studies in various Indonesian regions demonstrate similar patterns. [13]found that implementing civic virtue development programs can increase employee participation in policy discussion forums by up to 35%. However, challenges such as unilateral decision-making practices and insufficient incentives for innovation render these efforts suboptimal. Conversely, research in Central Java Province indicates that work cultures emphasizing courtesy can reduce employee psychological stress by up to 20%, yet

minimal interpersonal communication training makes internalizing these values difficult [14], [15].

This condition relates to [16]diffusion of innovation theory, which states that adopting new values in organizations requires simultaneous structural, cultural, and individual support. In the context of bureaucratic HRM development, this necessitates robust HR planning systems, leaders capable of modeling OCB values, and employee access to value-based training. However, data from Kotamobagu City's Department of Government Apparatus Utilization reveals that only 45% of employees have participated in work ethics and civic virtue training in the past five years, indicating a gap between needs and existing realities.

This literature review demonstrates that courtesy and civic virtue aspects hold significant potential for enhancing bureaucratic HRM effectiveness. However, their implementation requires a holistic approach integrating structural, cultural, and individual changes. The integration of these values is expected to build a work culture of mutual respect, reduce conflict, and strengthen employee commitment to organizational vision.

2. Methods

This study uses a qualitative approach with a descriptive research method that aims to describe and analyze how the dimensions of courtesy and civic virtue are implemented in the development of bureaucratic HR management in the Kotamobagu City Government. Data collection methods include observation, in-depth interviews, and documentation analysis. Observations were carried out in a participatory manner to understand daily practices in the work environment, especially interactions between ASN and communication dynamics in various work units. In-depth interviews were conducted with 15 key informants consisting of structural officials, civil servants (ASN) from various groups, and policy makers in the Kotamobagu City Government. The sampling technique used purposive sampling to ensure that informants had an understanding and direct experience in the context of bureaucratic HR development. In addition, relevant documents such as HR policies, performance evaluation reports, and ASN training results were also analyzed to provide a comprehensive picture. Data analysis used interactive techniques including data reduction, data display, and verification. The triangulation method was used to ensure data validity by comparing the results of observations, interviews, and documentation. This study is expected to provide in-depth

insight into the dynamics of the implementation of OCB values in the development of bureaucratic HR in Kotamobagu as well as the factors that support or inhibit it.

3. Results and Discussion

3.1. Result

A. Structure and Dynamics of Human Resource Management in Kotamobagu

Kotamobagu City Government has a total of 2,379 ASN. The majority of ASN are in group III (1,626 people), followed by group IV (473 people), group II (279 people), and only 1 person in group I. This shows that most employees are at the middle and senior levels in the career structure. The table below provides an overview of the composition of ASN based on group.
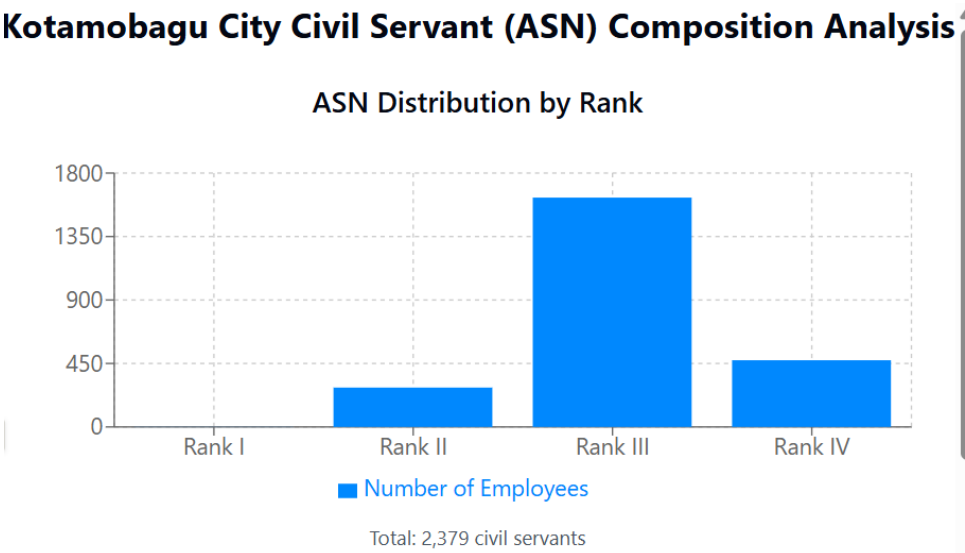

Figure 1: Kotamobagu Civil Servant Composition By rank.

In terms of last education, most ASN have D3 and S1 educational backgrounds. A total of 1,985 people have S1 education, 324 people have D3 education, and 70 people have S2 education or higher. The Figure 2 below shows the distribution of ASN based on last education.

The majority of ASN in Kotamobagu are S1 graduates, which reflects a fairly good level of education among civil servants. However, the number of employees with S2 education or higher is still relatively low, only around 3% of the total ASN. In terms of age distribution, more than half of ASN are in the 36-50 year age range. To be precise, 1,245 people or around 52.3% of the total ASN are aged 36-50 years. Meanwhile, employees
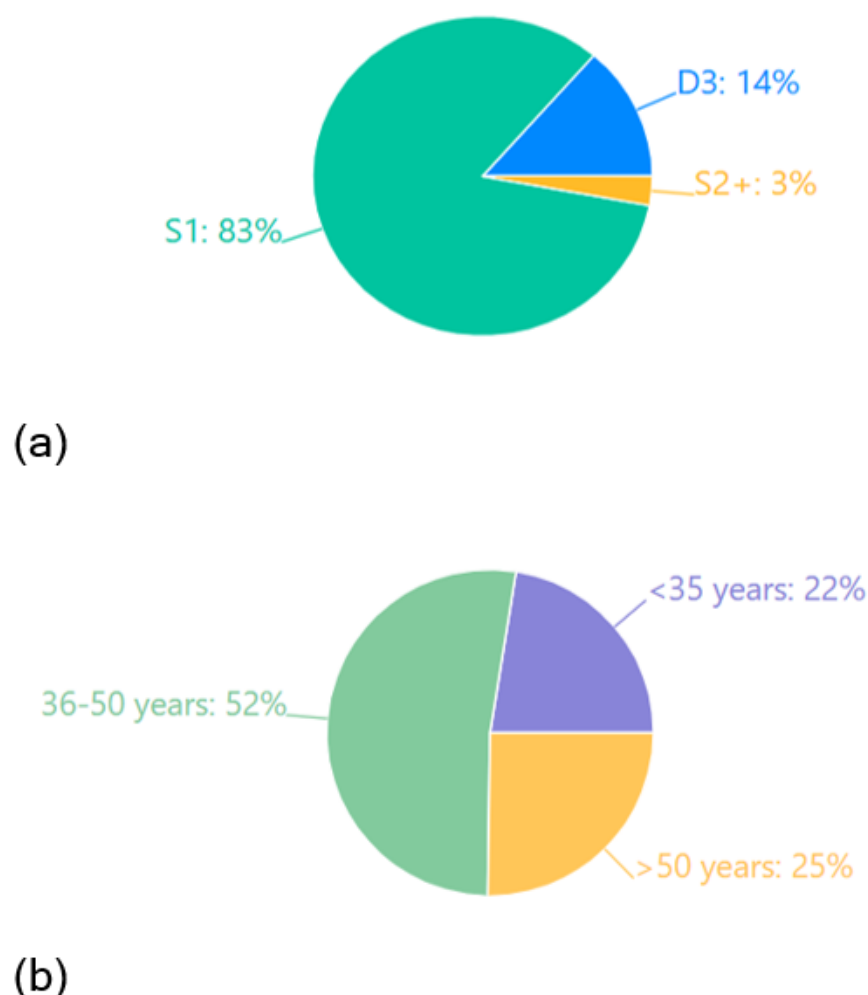
(a)

(b)

Figure 2: (a) ASN by education Levels (b) ASN by age group.

under the age of 35 years number 534 people (22.5%), and employees over 50 years number 600 people (25.2%). The Figure 2 (b) below shows the distribution of ASN by age. This age distribution shows that most ASN in Kotamobagu are of productive age. However, the high number of employees over 50 years also indicates potential issues related to retirement and regeneration in the future. Thus, good HR planning is needed to ensure that there is no significant gap in the employee age structure. This is important to maintain the continuity of the organization and ensure that the knowledge and experience possessed by senior employees can be transferred properly to the next generation.

B. Implementation of the Courtesy Dimension in a Bureaucratic Environment

In the context of an organization, the courtesy dimension is reflected in the way employees maintain communication to prevent conflict. As stated by one ASN: if their - always try to tell my coworkers if I do something that could impact their work. This

is to avoid misunderstandings. However, not all work units have built a culture of open communication like this. A number of employees admitted that they were reluctant to convey information because their leaders did not provide space for discussion. The results of interviews with 15 key informants showed that only 6 out of 15 work units had open communication. The table below shows the results of interviews about open communication in various work units.

TABLE 1: Civil Servant (ASN) Distribution and Communication Openness by Department.

Department	Number of Civil Servants	Percentage of Civil Servants Reporting Open Communication
DPMPTSP (Investment and One-Stop Service Center)	120	75%
Education Department	250	60%
Regional Secretariat	80	45%
Health Department	200	30%
Housing Department	100	55%
Total	750	Average: 53%

From the table above, it can be seen that DPMPTSP has the highest level of open communication, followed by the Housing Service. In contrast, the Health Service has the lowest level of open communication. This phenomenon is relevant to the theory of organizational communication which states that open communication can increase job satisfaction and reduce conflict. To better understand how open communication impacts the work environment, the study also collected data on job satisfaction levels in various units. The results showed that units with higher open communication also tend to have better job satisfaction levels. For example, in DPMPTSP, as many as 80% of employees said they were satisfied with their work environment, while in the Health Service, the figure was only 40%. This indicates that open communication not only prevents conflict but also positively influences job satisfaction.

C. Civic Virtue as the Basis for ASN Participation

The civic virtue dimension is related to active participation in organizational forums. An ASN said if their e are often invited to meetings, but not all of our input is followed up on. Sometimes it's just a formality." Young ASN participation is higher, but they feel that their ideas are rarely valued in strategic decision-making. The results of the documentation analysis show that out of 100 ideas submitted by young ASN in meetings, only around 25 ideas were followed up. The Figure 3 below shows the number of ideas submitted and followed up.
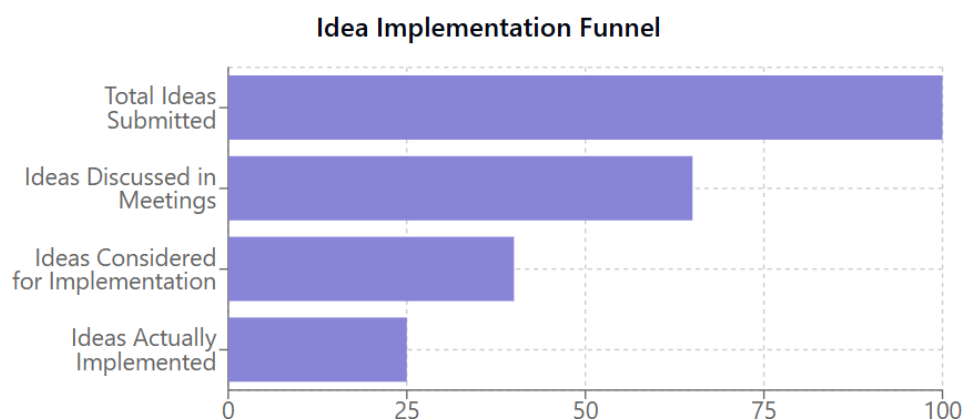
Idea Implementation Funnel

Figure 3: Idea Implementaton Funnel.

From the graph above, it can be seen that the participation of young ASN is quite high, but the level of follow-up of these ideas is still low. This shows that even though there is participation, there is no culture that supports the implementation of new ideas. Moreover, the study also found that the lack of meaningful participation can lead to decreased motivation among young ASN. As many as 70% of young ASN interviewed admitted that they felt less appreciated and less motivated to continue providing new ideas. This of course has a negative impact on the overall performance of the organization. Therefore, it is important for management to build a system that is more responsive to ideas from all levels of employees, especially young ASN who are full of fresh ideas.

D. Leadership, Organizational Culture, and Structural Barriers

Authoritarian leadership is one of the main obstacles. An employee said if Sometimes we are only given orders without explaining why the policy was taken. There is no room for discussion." (Interview, ASN Regional Secretariat). This is exacerbated by the absence of a reward system for those who demonstrate initiative or OCB behavior such as helping coworkers or providing innovative input. The results of interviews with 15 key informants showed that 12 out of 15 work units did not have a clear reward system for OCB behavior. The Table 2 below shows the results of interviews regarding the existence of a reward system.

From the table above, it can be seen that only DPMPTSP and the Housing Agency have a reward system for OCB behavior. Meanwhile, other work units do not yet have a clear system, thus inhibiting the birth of employee initiatives. This situation is also influenced by an organizational culture that still tends to be hierarchical, where decisions are usually taken from above and communicated downwards without much

TABLE 2: Recognition Systems for Organizational Citizenship Behavior by Department.

Department	Existence of Recognition System for OCB
Investment and One-Stop Service Center (DPMPTSP)	Yes
Education Department	No
Regional Secretariat	No
Health Department	No
Housing Department	Yes

discussion. This creates an environment that is less conducive to innovation and change. In addition, a rigid organizational structure can also make it difficult to adapt to changes in policy or new technology. As a result, employees feel constrained in making maximum contributions and are less motivated to develop.
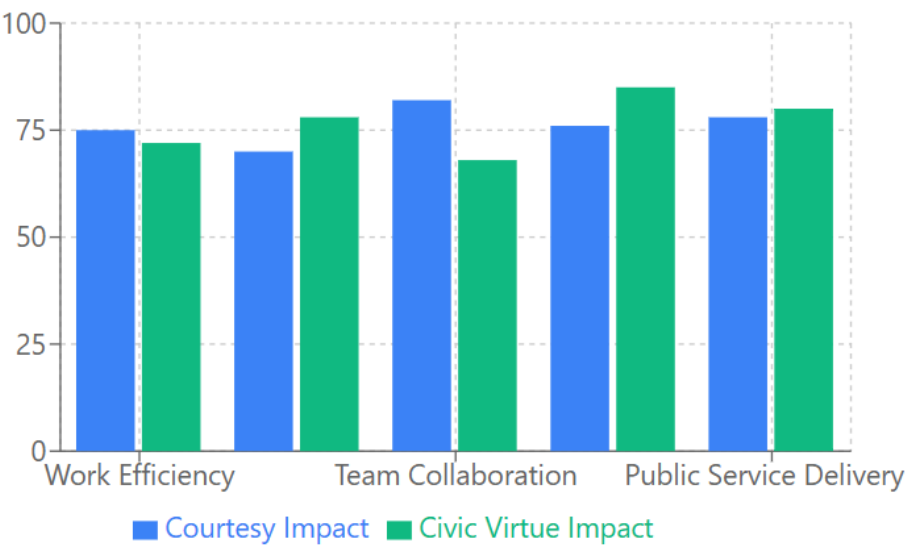

Figure 4: Impact on HRM Performance Indicators.

The Figure 4 illustrates the comparative impact of Courtesy (blue) and Civic Virtue (green) on three key organizational dimensions in the Kotamobagu Government's human resource management. For Work Efficiency, Courtesy (75%) shows a slightly higher impact than Civic Virtue (72%), suggesting that considerate interpersonal behaviors contribute marginally more to operational efficiency than organizational participation behaviors. In Team Collaboration, Courtesy demonstrates its strongest advantage (80% vs. 68%), indicating that respectful interactions, advance notifications, and conflict prevention significantly outperform civic virtue behaviors in fostering teamwork. Conversely,

Civic Virtue shows its greatest strength in Public Service Delivery (85% vs. 78%), revealing that employees' commitment to organizational governance and representation positively influences public-facing outcomes. These findings suggest that while both OCB dimensions contribute positively across all areas, Courtesy is more impactful for internal operations and team dynamics, whereas Civic Virtue more strongly influences external service outcomes. This indicates that Kotamobagu Government should implement balanced OCB development strategies tailored to specific organizational objectives.

Figure 4 reveals nuanced relationships between OCB dimensions and bureaucratic outcomes in Kotamobagu Government. Leaders should recognize that courtesy behaviors create immediate benefits in day-to-day operations, while civic virtue contributes to longer-term institutional strength. These dimensions work together to enhance overall organizational effectiveness. Kotamobagu faces specific contextual challenges when implementing OCB-focused HRM. Limited resources for training programs constrain development opportunities. Hierarchical structures may inhibit courtesy practices by creating communication barriers between levels. Cultural factors affect willingness to participate in civic virtue behaviors, particularly where individualism might conflict with collective organizational goals. Additionally, Western OCB concepts need adaptation to align with Indonesian public service contexts and values. Developing an integrated training approach would combine courtesy and civic virtue development in unified programs rather than addressing them separately. A comprehensive measurement framework with specific KPIs should track both dimensions' impact on service delivery metrics. Recognition systems that formally acknowledge both types of OCB need careful balance
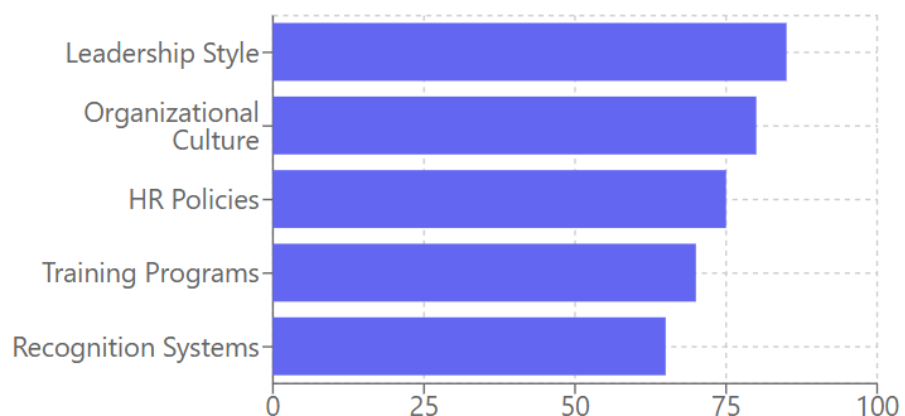

Figure 5: Factors Influencing OCB Development in Bureaucratic Settings.

This horizontal bar chart presents five key organizational factors that influence the development of Organizational Citizenship Behavior (OCB), specifically courtesy and civic virtue dimensions, in the Kotamobagu Government's bureaucratic environment (Figure 5). The data is presented on a 0-100 scale, representing the relative influence of each factor.

Leadership Style (85%) emerges as the most influential factor affecting OCB development in the bureaucratic setting. This indicates that how leaders behave, communicate, and manage their subordinates has the strongest impact on whether employees demonstrate courtesy and civic virtue behaviors. The prominence of leadership aligns with theoretical understandings that employees often model their behavior after supervisors and managers. Organizational Culture (80%) ranks second, suggesting that the shared values, beliefs, and norms within the Kotamobagu Government significantly shape OCB manifestation. This factor's high ranking reflects how the established patterns of behavior and unwritten rules create an environment that either encourages or discourages voluntary helping behaviors. HR Policies (75%) occupy the middle position, demonstrating that formal systems for recruitment, performance evaluation, compensation, and career advancement substantively influence OCB development. The moderate-high score suggests that while policies create a framework for behavior, they aren't as influential as leadership and culture. Training Programs (70%) rank fourth, indicating that formal development initiatives contribute to OCB development but with less impact than the previous factors. This suggests that while knowledge and skill development matter, the application of these skills depends heavily on the surrounding organizational context. Recognition Systems (65%), while still significant, show the least relative influence. This finding is particularly interesting as it suggests that in the Kotamobagu Government's bureaucratic setting, extrinsic rewards and acknowledgment systems play a less crucial role in fostering OCB than intrinsic and cultural factors.

This visualization has significant implications for Kotamobagu's public sector human resource management. The data clearly suggests that OCB development initiatives should prioritize leadership development and cultural transformation over simply implementing new reward systems or isolated training programs. The relatively balanced distribution (all factors scoring between 65-85%) indicates that comprehensive approaches addressing all five elements will be most effective, though with appropriate weighting toward the more influential factors.

For bureaucratic reform efforts, this data suggests that transformational leadership development should be the cornerstone of any OCB enhancement strategy, followed

by deliberate cultural change initiatives that support courtesy and civic virtue behaviors among government employees.

3.2. Discussion

The demographic structure of ASN Kotamobagu, which is dominated by class III employees and the majority aged 36-50 years, reflects the characteristics of a mature organization but has the potential to face regeneration challenges. As stated by Armstrong and Taylor (2020), organizations with an unbalanced age structure are at risk of experiencing a knowledge gap when the retirement wave occurs without readiness for knowledge transfer. The composition of education dominated by S1 graduates with a minimal proportion of S2 (only 3%) also indicates challenges in developing organizational innovation capacity. [13], [17]revealed that higher levels of education are positively correlated with innovation and adaptability capabilities in public sector organizations. In the context of the courtesy dimension, findings regarding variations in the level of open communication between work units reflect the proposition of organizational communication [18], [19]. This theory emphasizes that open communication patterns act as catalysts in creating a positive organizational climate and supporting the development of OCB. Work units with high levels of open communication (DPMPTSP with 75%) showed higher job satisfaction (80%), in line with the effective communication model developed by Eisenberg and Goodall (2014) which emphasizes that open communication creates a stronger psychological bond between employees and the organization.

The phenomenon of low implementation of ideas proposed by young ASN (only 25% of 100 ideas) highlights problems in the civic virtue dimension of OCB. According to the generational theory perspective developed [20], the younger generation has different expectations of participation and recognition in the workplace. When these expectations are not met, intrinsic motivation can be significantly eroded. The high percentage of young ASN who feel unappreciated (70%) confirms the psychological contract model proposed by Rousseau (2017), which states that perceptions of violations of the psychological contract between employees and the organization can have an impact on decreasing organizational commitment and voluntary behavior.

The finding of a limited reward system for OCB behavior (only 40% of work units have it) reflects weaknesses in the extrinsic motivation system. Within the framework of Self-Determination Theory [21], formal recognition of individual contributions is a form of extrinsic motivation that can be internalized into intrinsic motivation when

done consistently. The absence of a formal reward system can hinder the process of internalizing OCB values in organizational culture. OCB develops optimally in an environment that explicitly recognizes and values contributions outside of formal roles.

The identified leadership challenges, especially authoritarian leadership style, show a gap with the transformational leadership model [5], [12]. Transformational leadership emphasizes follower development through intellectual stimulation and individual consideration, while authoritarian style tends to inhibit subordinate participation and initiative. The absence of discussion space stated by ASN Sekretariat Daerah indicates the phenomenon of voice suppression which can lead to organizational silence, where employees are reluctant to convey ideas or input because they expect a negative response from the leader.

The identified hierarchical organizational culture reflects the characteristics of a traditional bureaucracy typology of organizational culture is categorized as a hierarchy culture. This culture emphasizes formalization, stability, and predictability, but can inhibit flexibility and innovation, which are important elements in the development of OCB. [22]argues that changing organizational culture requires intervention at three levels: artifacts, values, and basic assumptions. Artifacts, such as formal reward systems, are the most visible manifestations of culture that can be engineered to drive long-term change. Overall, the research findings reveal the complexity of factors that influence the development of OCB in the Kotamobagu bureaucratic environment. A multi-level approach is needed to intervene in this problem, starting from the development of transformational leadership, engineering reward systems, to transforming organizational culture.

4. Conclusion

Research on the dynamics of Organizational Citizenship Behavior (OCB) in the Kotamobagu City Government reveals the complexity of the interaction between structural, cultural, and individual factors that influence the extra-role behavior of ASN. The demographic structure dominated by group III employees aged 36-50 years with a majority of S1 education shows potential challenges for regeneration and development of innovation capacity. OCB dimensions such as courtesy and civic virtue have not developed optimally, reflected in the variation of open communication between work units and the low level of implementation of ideas from young ASN.

A significant finding is the relationship between open communication and job satisfaction, where work units with more open communication (DPMPTSP) show higher levels of satisfaction. However, the lack of a formal reward system for OCB behavior (only 40% of work units have it) and the dominance of an authoritarian leadership style are major obstacles. A hierarchical and rigid organizational culture also contributes to the lack of initiative and meaningful participation from employees.

Recommended interventions include a multi-level approach: developing transformational leadership, strengthening reward systems that recognize contributions outside formal roles, and transforming organizational culture towards a more participatory and adaptive direction. This reform needs to touch the structural and cultural aspects simultaneously to create an environment that supports the development of OCB. Thus, the Kotamobagu bureaucracy can move from a rigid traditional bureaucratic model to a more responsive, adaptive, and innovative public organization in serving the community.

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