

Research Article

The Role of Extra-role Behavior in Improving Public Service Quality: A Literature Review

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Abstract.

This paper aims to critically examine the role of extra-role behavior (ERB) or organizational citizenship behavior (OCB) in improving the quality of public services in Indonesia. It uses a systematic literature review of seven relevant national scholarly articles and synthesizes findings on how various dimensions of OCB such as altruism, conscientiousness, sportsmanship, civic virtue, and individual initiative contribute to effectiveness and satisfaction within the context of public service. This study highlights the significant role of public service motivation (PSM) as a primary antecedent of OCB in Indonesia's public sector and the influence of contextual factors such as leadership and reward systems in fostering extra-role behavior. The novelty of this review lies in the in-depth integration of national literature within the context of Indonesian public services, synthesis of the interaction between PSM and OCB dimensions, articulation of the implications of OCB dimensions on service mechanisms, contextual perspectives on OCB antecedents, and the identification of future research agendas relevant to the specific characteristics of Indonesia's public sector. This review concludes that OCB is a crucial asset in enhancing the quality of public services and recommends that public sector organizations develop strategies that promote and appreciate employees' extra-role behavior.

Keywords: extra-role behavior, public service, public service motivation, OCB, service quality

1. Introduction

In the modern era, marked by increasingly complex and dynamic demands for public service, public sector organizations are required not only to be efficient and fast but also responsive and of high quality. Society expects services that go beyond minimum standards, and in this context, extra-role behavior or Organizational Citizenship Behavior (OCB) emerges as a crucial approach. OCB—which includes employees' voluntary actions to assist colleagues, maintain a positive attitude, and contribute beyond formal job expectations—is believed to play a significant role in creating a collaborative, service-oriented work environment, ultimately enhancing public satisfaction.

Although there is a growing understanding of the positive impact of OCB in organizations generally, research that specifically and deeply explores the nuances and

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mechanisms of OCB's influence on performance and service quality in the public sector remains limited. This approach offers a timely contribution by explicitly synthesizing how public service motivation (PSM) interacts with various dimensions of OCB, emphasizing PSM's central role as a driver of extra-role behavior and offering a more nuanced view of public servants' intrinsic motivation. This review provides an in-depth interpretation of OCB both theoretically and based on existing empirical findings, contributing to the understanding of public service delivery mechanisms by articulating the connections between specific behaviors and aspects such as efficiency, responsiveness, accountability, and innovation in service provision, thus enabling an understanding of the impact of OCB, especially in responding to society's complex demands, which remains relatively underexplored.

This literature review seeks to address that research gap by conducting a comprehensive synthesis of relevant studies. Furthermore, it aims to contribute theoretically by identifying and elaborating on the most relevant dimensions of OCB in the context of public service, and practically by offering insights and recommendations for leaders and managers of public sector organizations in cultivating and leveraging extra-role behavior to improve service quality and more effectively respond to public needs.

2. Methods

This study employs a qualitative approach through a systematic literature review method. Data were collected from seven scholarly journals relevant to the theme of extra-role behavior in public service. The selection process was conducted meticulously based on predetermined inclusion criteria:

2.1. Literature Search Strategy

Relevant literature was identified through a systematic search of academic databases such as Google Scholar, Garuda (Garba Rujukan Digital), and university journal portals in Indonesia. The search keywords used included combinations of the terms "extra-role behavior," "Organizational Citizenship Behavior," "OCB," "public service," "public service quality," "public service motivation," and "Indonesia." The search was limited to publications between 2009 and 2024 to ensure the relevance and currency of the information.

2.2. Article Selection Criteria

The articles included in this review met the following inclusion criteria: (1) high relevance to the context of public sector organizations in Indonesia, (2) explicit discussion of the concept of Organizational Citizenship Behavior (OCB) or extra-role behavior, and (3) publication within the range of 2009 to 2024. Articles that did not meet any of these criteria, or whose primary focus was on the private sector without clear relevance to the public sector, were excluded from the review.

2.3. Data Analysis Process (Thematic Synthesis)

Data analysis was conducted using a thematic synthesis method. The first step involved a thorough reading of each selected article to identify and record key findings related to OCB in the context of public service, including the operational definitions of OCB used, antecedents, consequences, and the role of contextual factors. Subsequently, these notes were grouped and categorized based on emerging main themes (e.g., the influence of PSM, the impact of altruism, the role of leadership). This process was iterative, allowing initial themes to be revised and refined as understanding of the overall literature deepened. After the main themes were established, an in-depth analysis was carried out to identify patterns, similarities, differences, and potential contradictions across the studies within each theme. Finally, the synthesized findings were interpreted to address the research questions and identify the theoretical and practical implications of this review.

Furthermore, the recorded findings were then grouped and categorized based on emerging main themes. These themes could include antecedent factors of OCB (such as job satisfaction, organizational commitment, organizational justice, individual characteristics), consequences of OCB on service delivery (such as improved service quality, innovation, team effectiveness, public satisfaction), as well as the mechanisms or processes underlying these relationships (e.g., the mediating role of transformational leadership, the influence of a supportive organizational climate). This categorization process was conducted iteratively, where initial themes could be refined or merged as understanding of the overall literature deepened.

After the main themes were established, an in-depth analysis was carried out for each category to identify patterns, similarities, differences, and potential contradictions across the studies. This process involved comparing findings from various journals to

produce a more comprehensive and integrated understanding of the OCB phenomenon in public service.

Finally, the synthesized and analyzed findings were interpreted to address the research questions and identify the theoretical and practical implications of this literature review. Through this systematic thematic synthesis process, this study aims to present a clear and in-depth depiction of extra-role behavior in the public service context, moving beyond mere individual descriptions of each reviewed article.

Table 1 presents a comparative synthesis of seven national studies relevant to the phenomenon of extra-role behavior (Organizational Citizenship Behavior/OCB) within the context of public service organizations in Indonesia. The grouping of studies is based on four main categories: the Main Topic of the research, the Underlying Principles related to the role or influence of OCB in public service as revealed in the study, the Challenges identified in promoting or managing OCB in the public sector (as implied in the study), and the Best Practices or practical implications suggested or inferred from the research findings.

The “Main Topic” column summarizes the central focus of the investigation of each study, providing an overview of the specific issues examined in relation to OCB and public service. The “Underlying Principles of Extra-Role Behavior (OCB) in the Context of Public Service” column articulates the core ideas or fundamental mechanisms of how OCB is understood to play a role or be influenced within the realm of providing services to the public based on the research results.

Furthermore, the “Challenges in Promoting/Managing OCB in Public Service” column attempts to identify potential obstacles or difficulties that public sector organizations may face in their efforts to stimulate and manage the voluntary behavior of employees that goes beyond formal job descriptions. It should be noted that the exploration of these challenges is not the primary focus of all the studies reviewed, so the information in this column may be implicit or limited.

Finally, the “Best Practices Identified/Practical Implications” column presents a summary of suggestions, policy implications, or superior practices that can be drawn from the studies’ findings. This information provides potential guidance for managers and policymakers in the public sector to optimize the utilization of OCB for the improvement of service quality and effectiveness. The comparative analysis through this table allows for the identification of central themes, recurring principles, as well as potential areas

TABLE 1: Classification of Literature on Extra-Role Behavior in Public Services.

No	Reference	Main Topic	Core Principles of Extra-Role Behavior (OCB) in the Context of Public Services	Identified Best Practices / Practical Implications
1	Setijaningrum (2017) [1]	The Influence of Extra-Role Behavior on Service Satisfaction at Community Health Centers	Employees' voluntary contributions enhance the quality of patient experience	Encouraging and appreciating helpful behaviors and employee initiatives to improve service recipient satisfaction
2	Darto (1969) [2]	The Role of OCB in Improving Individual Performance in the Public Sector	Behavior beyond formal roles contributes to employee effectiveness	Creating a supportive work environment that facilitates voluntary behavior to enhance individual performance
3	Ulum (2015) [3]	The Influence of Reward Power and Situational Leadership on OCB and Performance	Reward power and adaptive leadership styles motivate OCB	Implementing fair and transparent reward systems and adopting leadership styles suited to specific situations
4	Gozali (2020) [4]	Extra-Role Behavior of Officials in Community Social Programs	Social responsibility and individual initiative are crucial for program success	Encouraging initiative and a sense of social responsibility among implementers to enhance program effectiveness
5	Himam (2024) [5]	Police Work Ethic and Work Engagement through Extra-Role Behavior	Individual initiative and active engagement are key to successful police services	Building a strong work ethic and promoting active engagement and initiative among police personnel
6	Ingrams (2020) [6]	Comparison of OCB in Public and Private Sectors: The Role of PSM and Antecedents	Public Service Motivation (PSM) is a major driver of OCB in the public sector	Leveraging and developing PSM as a foundation for promoting OCB; recruitment strategies based on strong PSM
7	Komalasari et al. (2009) [7]	The Influence of PSM and OCB on Government Organizational Performance	PSM and OCB jointly enhance organizational effectiveness	Promoting synergy between public service motivation and extra-role behavior to achieve optimal organizational performance

that require further attention in research and practice related to OCB within the unique context of public service in Indonesia.

3. Results and Discussion

This literature review comprehensively affirms the significance of extra-role behavior (ERB), also known as Organizational Citizenship Behavior (OCB), in improving the quality of public services. An analysis of seven relevant studies focusing on the public sector context—particularly in Indonesia—consistently reveals that voluntary behaviors exceeding formal role demands have a positive correlation and substantial contribution to organizational effectiveness and public satisfaction as service recipients. Various manifestations of extra-role behavior, when internalized and practiced by employees, create a more collaborative, innovative, and service-oriented work environment, which ultimately leads to an overall improvement in service quality.

Dimensions of OCB and Their Relevance to Public Service Delivery: A Synthesis Based on the Reviewed Literature. Although the reviewed literature does not explicitly dissect and link each established dimension of OCB in organizational behavior literature to specific aspects of public service delivery, it is possible to interpret and draw connections between empirical findings and the conceptual framework of commonly recognized OCB dimensions. This approach enables us to understand how extra-role behaviors observed in the context of public service manifest through the lens of dimensions such as altruism, conscientiousness, sportsmanship, civic virtue, and individual initiative.

An analysis of the seven reviewed articles reveals several interesting patterns. First, there is consistency in the emphasis on the positive role of OCB, particularly the dimensions of altruism and conscientiousness, in improving service quality and recipient satisfaction ([1], [2]). This indicates that helping behavior among colleagues and dedication exceeding formal duties are generally recognized as contributing significantly within the context of Indonesian public services. Second, Public Service Motivation (PSM) is repeatedly identified as an important antecedent of OCB in the public sector ([3], [4]), affirming that the intrinsic motivation to serve the public is a primary driver of extra-role behavior among government employees.

Nevertheless, this review also identifies areas where research shows variation or a lack of in-depth exploration. For example, the role of OCB dimensions such as sportsmanship and civic virtue in the context of Indonesian public services is not explicitly explored in the reviewed studies. Furthermore, the precise mechanisms of how leadership and reward systems influence various dimensions of OCB require further, more detailed analysis within the specific context of public service organizations

in Indonesia. Differences in the research focus across studies (e.g., focus on patient satisfaction in [1] vs. individual performance in [2] vs. community program effectiveness in [5]) may also contribute to variations in findings and the emphasis on specific OCB dimensions.

3.1. Altruism: The Heart of Empathy in Public Service

Altruism, as a dimension of OCB, refers to an employee's voluntary actions to assist colleagues in completing tasks, overcoming difficulties, or facing professional challenges. The primary motivation behind altruistic behavior is a sincere desire to ease others' burdens and contribute to the collective well-being of the team or organization, without expecting material rewards or personal recognition.

In the context of public service, as highlighted by [1] in their study at Puskesmas Balongsari, the "willingness of employees to assist their colleagues" is a concrete manifestation of altruism. The finding that such extra-role behavior positively correlates with increased patient satisfaction implies that altruism plays a vital role, even if not always directly visible to service recipients. When medical staff, nurses, and administrative personnel at the community health center help one another, share knowledge, and offer support, overall operational efficiency increases. Effective collaboration among staff ensures that patients receive more coordinated, responsive, and timely services. For instance, a senior nurse assisting a junior in handling a complex case, or a registration officer helping an overwhelmed colleague manage patient queues, indirectly contributes to a more positive service experience for the community.

Furthermore, [4] in their research on the extra-role behavior of officials implementing the community-based social program "Ketuk Pintu Layani Dengan Hati" ("Knock on the Door, Serve with Heart") also highlighted the importance of volunteerism and social responsibility. Although the primary focus was on direct community interaction, the willingness of officials to cooperate, share information, and support each other in field implementation reflects altruism within the work team. The success of such programs, which depend on grassroots coordination and collaboration, is significantly influenced by mutual support and helping behavior among team members.

3.2. Conscientiousness: The Pillar of Reliability and Accountability

The dimension of conscientiousness in OCB is characterized by employees consistently exceeding minimum requirements in fulfilling their duties. This includes aspects such as time discipline, efficient use of organizational resources, adherence to rules and procedures, and dedication to completing work with high-quality standards.

[2] in their theoretical and empirical analysis of the role of OCB in the public sector generally stated that OCB is a key factor in improving individual performance. Conscientiousness, as one of the OCB dimensions, contributes to this improvement through reliability and accountability. Employees with a high level of conscientiousness tend to be more responsible with assigned tasks, more meticulous in their work, and more committed to delivering the best results. In the context of public service, this translates to more organized, accurate, and dependable services.

Public trust in service organizations largely depends on the consistency and quality of services provided, which in turn is influenced by the level of conscientiousness of their employees. For example, an administrative officer who is meticulous in processing citizen documents or a policy analyst who is careful in preparing recommendations will contribute to more accountable services and avoid errors that could harm the public.

3.3. Sportsmanship: Fostering a Positive Work Environment

Sportsmanship in the context of OCB refers to employees' willingness to tolerate discomfort, frustration, and workplace issues without showing excessive complaints or counterproductive negative behavior. Sportive employees are able to maintain a positive and constructive attitude despite work pressure, limited resources, or organizational changes.

Although the reviewed literature does not explicitly discuss sportsmanship in relation to public service, it can be inferred that a sportive work environment has a significant positive impact on service quality. When employees are able to maintain a positive attitude and cooperate harmoniously even in challenging conditions, it creates a better service atmosphere for the public. Employees' positive attitudes can be contagious to service recipients, creating more pleasant interactions and building trust. Furthermore, a sportive work environment reduces the potential for internal conflict and enhances focus on the organization's main objective, which is to serve the public effectively.

3.4. Civic Virtue: Active Engagement in the Organization

The civic virtue dimension of OCB reflects an employee's active and responsible participation in the overall life of the organization. This includes attending meetings, providing constructive ideas and feedback, staying informed about organizational developments, and upholding a positive organizational image in the public eye.

[6] in their study on police work ethic and work engagement in public service performance through extra-role behavior highlighted the importance of individual initiative in realizing proactive public service. This initiative can be linked to civic virtue, where employees feel a responsibility to contribute beyond their routine tasks for the advancement of the organization and the quality of services. Employees who possess civic virtue tend to be more concerned about the organization's reputation and its impact on society, thus they are more motivated to act proactively in improving services. For example, a police officer who is active in community safety education or a transportation department employee who provides constructive input for improving public transit systems demonstrates civic virtue.

3.5. Individual Initiative: Driving Innovation and Effectiveness

Individual initiative, sometimes considered a separate dimension or as an aspect of conscientiousness, refers to an employee's tendency to undertake tasks beyond their formal job description with the aim of enhancing organizational effectiveness and efficiency. This includes actions such as identifying problems and offering solutions, taking on additional responsibilities, or developing better ways of working.

The findings of [6] and [4] regarding the involvement of officials in community-oriented programs demonstrate how individual initiative directly contributes to the success of policy implementation and the improvement of community well-being. Employees who take the initiative to reach out to the public, provide information, or facilitate access to services show a commitment that goes beyond the formal demands of their jobs. These actions are often key in overcoming unique challenges in public service delivery and creating innovative solutions.

3.6. The Role of Public Service Motivation (PSM) as a Primary Driver of OCB in the Public Sector

The analysis of the reviewed literature consistently highlights the unique role of Public Service Motivation (PSM) as a significant antecedent of OCB in the public sector. [7] explicitly found that PSM has a stronger influence on OCB in the public sector compared to the private sector, indicating that the intrinsic motivation to serve the public is a primary driver of extra-role behavior among government employees. This finding is reinforced by [5], which showed that PSM and OCB together make a significant contribution to the effectiveness of government organizations. The internal drive to provide benefits to others and society as a whole motivates public sector employees to go beyond their formal duties and engage in behaviors that support organizational goals and public welfare.

3.7. The Influence of Leadership and Reward Systems on OCB

Furthermore, [3] highlighted how situational leadership styles and the provision of rewards can motivate employees to exhibit extra-role behavior. Supportive leadership that provides constructive feedback and acknowledges employee contributions, both formal and informal, creates a work environment conducive to the emergence of OCB. A fair and transparent reward system that not only focuses on core task performance but also values initiative, collaboration, and helping behavior can strengthen OCB norms within public service organizations.

3.8. Comparative Analysis of Factors Driving and Hindering OCB

Although all the reviewed studies acknowledged the importance of factors such as PSM, leadership, and reward systems in influencing OCB, the depth of comparative analysis regarding how these factors operate in various public service contexts remains limited.

Longitudinal Research on PSM and OCB Interventions: What is the influence of implementing sustainable PSM development programs on the evolution of various OCB dimensions among public sector employees over a longer period? Multilevel Analysis of Inclusive Leadership Influence: How does the interaction between inclusive leadership styles at the organizational level and team norms that support helping behavior at the team level affect the relationship between individual PSM and altruistic behavior in

different types of public service organizations in Indonesia? Contextual Comparative Studies on the Influence of Reward Systems: Do different types of reward systems (e.g., individual vs. team-based performance, financial vs. non-financial rewards) have varying impacts on OCB motivation across different public service sectors (e.g., education vs. health vs. administration)

Mediation of the Role of Trust and Organizational Identification: How do organizational trust mechanisms and employee identification with the organizational mission mediate the relationship between antecedents (e.g., organizational justice, supervisor support) and various dimensions of OCB in the Indonesian public service context? Development and Validation of Context-Specific OCB Measurement Instruments: How can OCB measurement instruments be developed and validated to more sensitively capture the nuances of extra-role behavior relevant to various types of public services and cultural contexts in Indonesia

Based on the findings of this review, several more concrete policy recommendations can be considered by public sector organizations in Indonesia. Strengthening PSM Assessment in Recruitment and Promotion: Develop and implement standardized and valid PSM assessment instruments as an integral part of the employee recruitment and promotion processes across all government agencies. Participative and Service-Oriented Leadership Training: Organize leadership training programs focused on developing active listening skills, empowering employees, and instilling a strong service-oriented culture among leaders at all levels.

Implementation of Transparent and Contribution-Based Reward Systems: Design and communicate reward systems that clearly identify and provide recognition (both formal and informal) for examples of extra-role behavior that tangibly improve service quality and community satisfaction. Development of Collaborative Learning and Best Practice Sharing Platforms: Facilitate the establishment of forums or platforms where employees from various public service units and organizations can share knowledge, experiences, and best practices related to successful OCB initiatives. Continuous Measurement and Feedback on OCB and its Impact: Develop mechanisms to measure OCB levels in various service units and collect feedback from employees and the public on the impact of this behavior on service quality, which can then be used to evaluate and refine OCB enhancement initiatives.

[5] highlighted the importance of individual initiative in police performance, implying that empowering and autonomy-granting leadership styles may be highly relevant in the

context of law enforcement. Meanwhile, [1] in the context of health services emphasized the role of altruism in increasing patient satisfaction, which may be more influenced by organizational norms and a collaborative work culture. [6] generally discussed the influence of situational leadership and rewards on employee OCB but did not specifically compare their impact across different types of public services. Future research needs to explicitly compare how these OCB antecedents manifest and their impact across various public service sectors in Indonesia (e.g., health, education, administration) to identify best practices specific to each context.

3.9. Integration of OCB and PSM Theories

The findings of this review generally support the theoretical frameworks of OCB and PSM. The role of PSM as a primary driver of OCB in the Indonesian public sector, as emphasized by [3] and [4], aligns with the notion that individuals motivated by public service values are more likely to go beyond their formal job requirements for the benefit of the community. Furthermore, the positive correlation between OCB dimensions such as altruism and conscientiousness with service outcomes (e.g., patient satisfaction in [1], individual performance in [2]) supports the theoretical view that extra-role behavior contributes to organizational effectiveness. However, further research is needed to explore deeper mediating mechanisms (e.g., how organizational trust mediates the relationship between civic virtue and public participation) and moderating variables (e.g., how organizational structure influences the impact of individual initiative on service innovation) within the specific context of Indonesian public services.

3.10. Practical Implications

The practical implications of this review are highly significant for leaders and managers in the Indonesian public sector. The consistent finding regarding the role of PSM underscores the importance of integrating PSM measurement into recruitment processes and developing orientation and training programs that reinforce public service values among employees. Furthermore, given the positive influence of leadership and reward systems on OCB ([6], [7]), organizations need to invest in developing participative leadership styles that empower employees and creating reward systems that recognize and appreciate not only formal task performance but also extra-role behaviors that contribute to service quality and public satisfaction. Fostering a collaborative and mutually supportive

work culture, as demonstrated by the positive impact of altruism ([1], [7]), is also a crucial strategy for enhancing OCB and overall service quality.

4. Conclusion

This literature review comprehensively confirms that extra-role behavior makes a tangible and significant contribution to improving public service performance. Key dimensions of OCB such as altruism, conscientiousness, and sportsmanship are identified as important factors in fostering a collaborative, innovative, and proactive work culture within public sector organizations. Furthermore, this review highlights that public service motivation (PSM), participative leadership styles, and fair reward systems are crucial antecedents that drive the emergence of extra-role behavior among employees. Therefore, public sector organizations need to strategically design and implement organizational culture strengthening initiatives that actively encourage and appreciate employees' extra-role behavior.

Although this review provides valuable insights, several areas still require further research to deepen the understanding of OCB in the context of public service, namely: Longitudinal Research: Longitudinal studies are needed to examine the evolution and long-term impact of interventions designed to enhance OCB on performance and public satisfaction. Multilevel Analysis: Research adopting a multilevel approach can explore how factors at the individual, team, and organizational levels interact in influencing OCB and its impact on service outcomes. Contextual Comparative Studies: Comparative research that examines the antecedents and consequences of OCB across different types of public sector organizations (e.g., health, education, administration) and in different cultural contexts can provide more nuanced insights.

Mediation and Moderation: Future research can explore the mediating mechanisms (e.g., trust, organizational identification) and moderating variables (e.g., task characteristics, organizational structure) that influence the relationship between antecedents, OCB, and service performance. Context-Specific OCB Measurement: Developing OCB measurement instruments that are more specific and relevant to various types of public services can enhance the validity and reliability of future research.

Based on the findings of this review, several policy recommendations can be considered by public sector organizations. First, Strengthening PSM in Recruitment and Development: Integrate PSM measurement into recruitment processes and develop

training programs focused on the internalization of public service values. Implementation of Participative Leadership: Encourage leadership styles that involve employees in decision-making, provide autonomy, and appreciate their contributions. Development of Fair and Transparent Reward Systems: Design reward systems that not only recognize formal performance but also extra-role behavior that contributes to organizational goals and public satisfaction. Facilitation of Learning and Collaborative Development: Create platforms and opportunities for employees to share knowledge, collaborate on cross-functional projects, and develop skills that support OCB. Continuous Evaluation and Feedback: Regularly evaluate OCB enhancement initiatives and gather feedback from employees and the public for continuous improvement.

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