



# Swansea University Prifysgol Abertawe

**Public Service Motivation of Firstline Managers and Employees in Health and Social Welfare Services of Public and Non-Profit Organizations in The Bahamas**

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# **PUBLIC SERVICE MOTIVATION**

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## **Abstract**

## **Abstract**

The purpose of this research is to investigate public service motivation and examine the influences of organizational factors within Bahamian public and non-profit organizations of health and social welfare services from the perspective of Herzberg's dual-factor theory along with self-determination theory and person-organization fits. A multiple case study is used with a mixed method design. Data were obtained using q-technique and semi-structured interviews. Public service motivation is tested with q-technique approach using revised public service motivation and continuous commitment scales. The sample consists of 12 first line managers and 25 employees. Data collection was conducted from January to March 2020. The results show that two dimensions of public service motivation are significant and contextual. Within public organizations commitment to public values is significant, and non-profits regard compassion dimension as important. The results further reveal differences in public servants and non-profit workers' attitudes and perceptions about organizational factors. The evidence shows within public organizations, public service motivation is enhanced by teamwork, workload support, and harmonious working environment. However, the evidence also shows that inhibiting access to advanced education, rules and regulations, lack of autonomy, and inadequate working conditions negatively influence public services within government organizations. The results within non-profit organizations reveal that autonomy, easy access to user-specific training, manager-employee association, and working conditions promote public service motivation and are significant. Employee to employee interactions and insufficient supplies, however, are shown to negatively impact public services. Overall public organizations have greater challenges, but public services are delivered with team approach and public servants supporting one another. Non-profit organizations have fewer difficulties and deliver public services to meet service users' needs.

## **PUBLIC SERVICE MOTIVATION**

*Keywords:* public service motivation, Herzberg's dual factor theory, self-determination theory, person-organization fit, public organizations, non-profit organizations, human and social services, first line managers and employees

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### **List of Abbreviations**

<b>APP</b>	Attraction to Public Participation
<b>CC</b>	Continuance Commitment
<b>COM</b>	Compassion
<b>CPI</b>	Committed to Public Interest
<b>CPV</b>	Committed to Public Values
<b>ERBs</b>	Extra Role Behaviours
<b>NPM-</b>	New Public Management
<b>NPO</b>	Non-profit Organization
<b>OCBs</b>	Organizational Citizens' Behaviours
<b>OCBIs</b>	Organizational Citizens' Behaviours toward Individuals
<b>PAM-</b>	Public Administration and Management
<b>P-E Fit</b>	Person-Environment Fit
<b>PG-</b>	Public Governance
<b>P-G Fit</b>	Person-Group Fit
<b>P-O Fit</b>	Person-Organization Fit
<b>P-S Fit</b>	Person-Supervisor Fit
<b>PSM</b>	Public Service Motivation
<b>RCT</b>	Rational Choice Theory
<b>SS</b>	Self-Sacrifice

## **PUBLIC SERVICE MOTIVATION**

**TNPA** The Non-Profit Alliance

**TPM** Traditional Public Management

**UNHNPI** United Nations Handbook on Non-Profit Institutions

### **Public Service Motivation of Firstline Managers and Employees in Health and Social Welfare Services of Public and Non-Profit Organizations in The Bahamas**

#### **Chapter One**

Public service motivation of first line managers and immediate employees in health and social welfare public and non-profit organizations in the Bahamas: The role of organizational characteristics.

This thesis explores first line managers and employees' motivation of public service within Bahamian health and social welfare public and non-profit organizations and influence of organizational characteristics. The exploration will be viewed through the lens of Herzberg's dual-factor theory and contemporary theories of person-organization fit and self-determination. After review of multiple definitions within public administration literature I operationalized public service motivation as public and non-profit workers' motivation and attitudes of public service to service users, for the public interest and to contribute to society.

Public service motivation is paramount within public and non-profit organizations. Public service motivation steers service needs and delivery for citizens, meet organizational

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and national objectives, and positively influence nations. Among with the myriads of definitions about public service motivation (PSM) is the belief, the values and attitudes that go beyond self-interest and organizational interest, which concern the interests of a larger political entity and that motivate individuals to act accordingly whenever appropriate' (Vandenabeele W. , 2007, p. 549).

The motivated workforce of public and non-profit organizations which delivers service to the public extends across the globe and may be found in every country. The report by the Organization Economic Co-operative Development (Development, 2021)) revealed employees of government are in every country around the world, on average they make up 13% of the working population, and in some instances represent the largest workforce. The report states public employees are among the largest employed individuals in some communist countries. For instance, the 2010 census, Cuban public servants constituted 77% of the workforce and Russian public servants made up 40% of the working population in 2011, however, in 2016 Russian public servants' employment decreased by 9%.

Lower percentages were found in other types of political regimes and in developed countries which may contribute to an increase in non-profit organizations under these circumstances. The rise in non-profits is accredited to partnerships and contracts of government with business and non-profits, along with national reforms and austerity. Therefore, the percentage of public employees, for instance in western developed countries such as North America is low compared to communists' countries. For example, public employees' statistics in the United States were 17.6% in 2013 and 13.6% in 2021. However, in 2015 public employees comprised over forty percent (40.2%) of Greenland population. In Canada, public employment made up over a fifth (22.4%) of adult employed individuals in 2013 and lowered to 21.6% in 2021.

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In three northern European countries such as the United Kingdom, Denmark and Norway, the percentage of the adult workforce account for one fifth to almost a third of public officers. In Denmark and Norway, there was a fall in the percentage of government workforce in the past decade, but public employees still comprised a substantial percentage of the working population. For example, in Denmark in 2011 and 2020, public officers' percentages within the general working population were 32.9% and 30.2 %, respectively; and in Norway public employment had higher percentages of 35.6% in 2013 and 32.2% in 2020. In the UK (United Kingdom), however, the percentage of public officers increased though its percentages were lower than Denmark and Norway's. The 2013 and 2020 census, British public officers constituted 21.5% and 22.5% of the working population.

The Report further showed democratic countries of western Europe had a lesser percentage of public officers with decreasing numbers over time compared to the nations of northern European. In Germany for instance, individuals working for the government were less than fifteen percent and less a year later- 15.3% (2012) and 12.9% (2013). Similar declines the Report revealed in Belgium and France. Examples, in 2013 and 2019 Belgian and French public officers constituted 21.5% and 21.1%; and 28.0% and 20.5% of employed individuals, respectively which show the decline in government employment.

A marked variation of public officers between Australasia and South America could be noted also in the OECD Report. This difference may be the result of various types of vulnerabilities within developing countries in South America and similar states across the globe. In comparing government employment in Australia as with those in New Zealand, the percent difference is evident. Australian public workforce based on the working population consists of 20.4% in 2012 and 28.9% in 2021. Whereas in New Zealand public workforce was 13.4% in 2011 and fell later the same year to 11.5%. However, in South America, Columbia and Argentina which contributed to the report showed significant public



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employment difference. The Columbian public workforce percentages were 10.0% in 2013 and fell to 3.9% in 2021. However, in 2013 Argentina did not submit their census about public employment. Government employment in Argentina for 2021 constituted 19.0% of the working adult population.

The Report of Asian public employees were distinctly different in terms of percentages which may be based on their stable or growing economies. In the liberal countries of Asia such as Singapore and Japan government employments are some of lowest across the globe. In Singapore public employment accounted for 2.6% of the workforce in 2021, while in Japan, public employment was 12.9% in 2014 and 7.7% in 2019. In China and India, the world largest populations, employees working in government organizations varied. For instance, in China government workforce constituted 28.0% of the working population in 2012 and 7.89% in 2021. Whereas the Indian public workforce was 3.8% in 2013.

Some countries in Africa reported some of the lowest employment in government services which may be reflective of high unemployment rates, underdeveloped states and/ or chronic national challenges. Examples of countries with the low public employment such as Rwanda which reported a percentage of 5.9% of public employees in 2021, South Africa reported 15.6% in 2021; and Nigeria revealed 8.6% in 2019. (Organization for Economic Cooperation Development, 2021)

The spotlight in the last two decades of public service motivation within non-profit organizations is nascent. Studies regarding non-profit organizations (NPOs), are increasing and their contribution to the growing public service workforce cannot be denied, which is possible from their increasing financial status. The globe newswire reported that non-profits experienced an exponential growth since 2015 of 6.8% along with charities and in 2020, non-

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profit organizations had a market value of \$329.3 billion. This sustained growth of 7% is expected to continue for another half a decade and to \$457.8 billion and with slight lowering predicted by 2030 but a substantial growth of \$528.1 billion. Leading the growth (38.2%) in non-profit organizations and charities were countries in Asia and the Pacific Ocean, followed by the United States and Canada, with other countries with a lesser growth rate. It is predicted that countries in Asia and the Pacific Ocean (8.1%) will continue to experience the highest growth rate, they will be followed by the Middle East (7.3%), countries of Africa (7.0%), and to lesser degree European countries (6.7%).

Non-profit organizations' growth and their public service motivated workforce are affected by push and pull factors. Factors that positively influenced the expansion of the numbers of non-profits organizations are results of the rise in public donations and partnerships between private and non-profits resulting from strong emerging markets growth with a rise household contribution. Concerns about social issues also will push the NPOs (non-profit organizations) growth. Other push issues which will steer the growing support for NPOs (non-profit organizations) are greater social responsibility by corporations, environmental concerns, increasing access to the internet, along with financial growth. On the other hand, geopolitical tensions, constraining regulations, and the Corona Virus pandemic pulled against the non-profits' growth (GlobeNewswire, 2021).

Over the past three decades, there has been a proliferation of studies about public service motivation about public workforce followed by non-profit workforce. Interest in public service motivated workforce began with scholars from United States, James L. Perry, professor of public and environmental affairs is the most prolific scholar regarding public service motivation research. One of Professor Perry's greatest contributions to public service motivation is defining the phenomenon along with Lois Wise. Perry and Wise (1990) defined public service motivation as 'an individual's predisposition to respond to motives grounded

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primarily and uniquely in public institutions and organizations' (p. 368). Perry further established public service motivation viability by developing its measurement scales. Following repeated empirical studies, he concluded that public service motivation is heterogeneous with four dimensions or sub-theories and three premises. These dimensions are attracted to policy making (APM) based on rationality; commitment to public interest (CPI) based on norms; and compassion (COM) and self-sacrifice (SS) which are emotive basis (Perry J. L., Measuring public service motivation: An assessment of construct reliability and validity, 1996, p. 16). The initial interests of public service motivation definition and measurement led the way for growing increase and spotlight about the employees' behaviours and attitudes of motivation within public service.

Strands of interest have focused on public service motivation sociohistorical nature, broader public service motivation definitions through its internationalization, organizational outcomes, adding non-profit organizations to the mix, and a small growth of literature on causes of public service motivation. Sociohistorical factors such as education (Yang, 2013); (Naff, 1999) drives of public service-minded individuals' attitudes to work in public services. Another strand of studies which contributed to public service motivation proliferation is the interest that has mounted across the globe among industrialized countries in Europe, Asia, and Australia. The spread has produced newer and broader public service motivation definitions such as public service motivation definitions which indicate its complexity.

Another pair of empirical lenses, albeit slow to examine public service motivation is within non-profit organizations. The literature mostly compared non-profit organizations with public and business organizations and found that public and non-profit organizations had greater similarities compared to businesses (Bromley & Meyer, 2017); (Ertas, 2014); (Carpenter, Doverspike, , & Miguel, , 2012); (Steijn B. , 2008); (Anheir & Salamon, 2006) . As non-profit organizations studies and internationalization grew, more definitive efforts to

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classify public service motivation were encouraged and undertaken. The result removed the overlap found in Perry's public service motivation measure and refined a newer measure. Public service motivation newer model retained the four-dimensionality and tri-premises (Kim, Vandenabeele, Wright, , & Andersen, 2013). Changes involved self-sacrifice (SS) as foundational to public service motivation, and commitment to public interest (CPI) was changed to commitment to public values (CPV) as norm-based premise. Further changes included attraction to public participation (APP) rather than policy making and as an instrumental premise, while compassion dimension remained unchanged.

Studies about public service motivation (PSM) also took other directions toward employees' attitudes and values impacted by organizational features or fits, and future recommendations. Growth in public service motivation research has focused on the relations of public service motivation, performance, and job satisfaction (Mostafa A. M., 2013); (Jin & Lee, 2012); (Edwards J. R., 2008). These behavioural and attitudinal factors received the greatest attention since these outcomes are indications of individual and organizational features such as employees' wellbeing positively and negatively, the link has little or no effect on intention to quit. Other studies of public service motivation includes autonomy (Deci & Ryan, The what and why of goal pursuits: Human needs and the self-determination of behaviour, 2000), (Deci & Ryan, Handbook of Self-Determination Research, 2004) .; leadership (Camilleri E. , 2006); (Bright, 2006); Anheir & Salamon, 1989), meaningful work (Taylor J. , 2014) , commitment (Desmarais & Gamassou, 2014).; Vandenabeele, 2011), and resources ( Herzberg F. , 1966). Public administration scholars have recommended to increase public service motivation studies reliability and validity are to broaden its interest and diversify its research methods (Ritz, Brewer, & Neumann, Public service motivation: a systematic literature review, 2016); (Perry J, Hondeghem, & Wise, 2010).

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Interest and debate about the tremendous contributions public servants and non-profit workers make, why they do it, how they do it and what causes them to do it, is of grave importance for academics, practitioners, and policymakers. The global reach of public service motivation emphasizes its complexity as different meanings, interpretations, and results emerge, it takes on a country specificity (Kim, Vandenabeele, Wright, & Andersen, 2013); (Kim & Vandenabeele, A strategy for building public service motivation research internationally, 2010)). Empirical evidence about duality theory and fits shows public and non-profit sector workers are influenced by their workplace as they in turn influence their workplace.

Public service motivated individuals in these arenas of public and non-profits are employed in these organizations for several reasons. Among the reasons are increased circumstances to contribute to society (Perry & Hondeghem, Building theory and empirical evidence, 2008b); (Perry J. L., Bringing society in: toward a theory of public service motivation, 2000), driven by the need to give back to (Ritz et al., 2016), propel by compassion to help others ... (Stazyk & Davis, 2015).; Perry, 1996), personal rewards (... (Rauthmann, 2021); (Ryan & Deci, 2000)...Ryan & Deci, 2000, 2004;... (Herzberg, Mauser, & Synderman, The Motivation to Work, 1959), Christian principles (Camilleri, 2007; Perry, 2000), selflessness (Perry J. L., Antecedents of public service motivation, 1997); (Rainey & Steinbauer, Galloping elephants: Developing elements of a theory of effective government organizations, 1999), and attitudes and values which are aligned with social values (Kim & Vandenabeele, 2010; Vandenabeele, 2007).

The public service motivated workforce is an economic resource benefit to governments across the globe, based on the evidence from developed countries. The spotlight on this group of altruistic workers is not only salient, but maintaining and sustaining their motivation, continuous productivity (Naff & Crum, 1999), and avoiding their attrition is

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vitality important. The conditions and situations which influence public service motivation are of further interest for public administration and management especially since these factors may be counterproductive (Rauthman, 2020; (Ariza-Montes & Lucia-Casademunt, 2015) (Perry, Brudney, Coursey, & Littlepage, 2008); (F) Herzberg, 1966). Evidence further shows government reforms downstream effects such as stricter policies (Steijn & van der Voet, 2019) (Kjeldsen & Henson, Sector difference in the public service motivation- job satisfaction relationship: Exploring the role of organizational characteristics, 2018), and pay-performance incentives, have negative effects on public service motivation and employees' wellbeing (Deb, 2018); (Hur, Testing Herzberg's two-factor theory of motivation in public sector: Is it applicable to public managers, 2018). Overall, the empirical evidence about public service motivation continues to grow and it is recommended to continue this trend along with more robust methods of data collection since survey designs are used to gather public service motivation evidence (Ritz et al., 2016; Perry & Hondeghem, 2008).

This research is conducted in the Bahamas. Regarding the Bahamas public servants and non-profit workers make enormous contributions to public services and in comparison, to another small island state. When compared to Barbados as small islands in the Caribbean, public servants in Barbados were almost half the percentage of the Bahamas.' In Barbados in 2019 public servants accounted for 17.1% of employed individuals (OECD, 2021). According to the Bahamas Department of Statistics, public employment remains the highest state of employment in the country. In 2009, public servants' employment was 33.7% and following Hurricane Dorian in 2019, public service employment rose. Public servants, police and domestic workers' employment accounted for the increase in public employment to 39% (Government of the Bahamas, 2021). The Department report also revealed 565 and 2,795 persons from Grand Bahama and Abaco relocated to the capital, the islands devastated by the hurricane. Regarding the gamut of organizations outside of government which provide

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services consists of churches, community groups, associations, unions, and other forms of organizations (Pintard-Newry, 2018). However, national statistics of the financial contributions within non-profit organizations in the Bahamas are not available. Before 2019, non-profit organizations were required to be registered within the country and were exempted from disclosing their financial states. The Non-Profit Organizations Act of 2019 requires registration of all non-profit organizations and reporting of their fiscal earnings, how quickly non-profit organizations meet this government regulation will be assessed and evaluated over time.

The Bahamas is an English-speaking nation, a former British colony (with half a century of independence), which functions as a hybrid Westminster-Whitehall form of government and is defined as a 'small island state.' 'Small island states' as defined by the United Nations are nations with a population of less than 1.5 million (as of 2020, the Bahamian population was 412,623), with various increased vulnerabilities such as environmental due to annual hurricanes, socio-economic challenges from downstream effects of drug and gun trafficking, and political factors based on a young nation. It is archipelago which stretches from Florida in the north to Cuba in the south. It has twenty-three inhabited islands among its 700 islands and two thousand four hundred (2400) cays and a population of 395,361 according to Department of Statistics, 2016 Report. Over three quarters of the population resides on three islands, but the second (Grand Bahama) and third (Abaco) most populated islands were damaged by Hurricane Dorian (August 2019). The capital city, Nassau on the main island of New Providence, has over three quarters of the total population (266,100). New Providence is referred to by Bahamians as "Nassau" rather than the island actual name. Nassau has centralized government ministries and departments and all types of non-profit organizations.

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Empirical evidence regarding public service motivation is non-existent in the Bahamas though scant evidence about the public service (Underwood, 2018); (Rolle & Klinger, 2012); (Taylor J. , Organizational influences , public service motivation, and work outcomes, 2008) (Sutton, 2008); (Rolle C. C., 1996), non-profits (Pintard-Newry, 2018, and job satisfaction (Osman, 2007) is available. Regarding the public service strict bureaucratic conditions, a degree of management void, and low performance were findings of its evaluation (Underwood, 2018 p. 22). Previous similar findings revealed that these conditions within public organizations were ongoing challenges which curtailed improvement measures such as merit-payment approaches (Rolle, 1996); and implementation of new public management reform principles (Sutton, 2008). Internally, officers pushed or pulled against changes, and externally, pressures and/or interferences from politicians threaten the effectiveness of these organizations. Another study among public servants found a general state of job dissatisfaction regardless of age, gender, or role (Osman, 2008). The long-standing hindrances and attitudes of dissatisfaction, low performance and managerial gap illuminate the complexity of public organizations in the Bahamian context.

As regarding non-profit organizations, the Bahamas boasts of over 550 non-governmental organizations (Pintard-Newry, 2018 p. 4). Growth and functioning of non-profit organizations are the consequences of two polarized perspectives. On one hand, the births of non-profit organizations are due to Bahamian bourgeoisie's concerns about the quality of health, social, and environmental services offered or not offered by the government. On the other hand, Bahamian government's refusal to provide the quality health and social welfare services and adopts a distance approach to these issues (Pintard-Newry, 2018 p. 145).

The consideration of the substantive contributions' public organizations and non-profits facilitate in the Bahamas, their contexts under which they operate, and the challenges



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they face, it is imperative that their workforce is scrutinized for academic, practice and policy-making purposes. This study adds new knowledge to the body of empirical evidence about the workforce within public sector and non-profit sector organizations. Further, this study can contribute to the understanding of public service motivation from a small island state perspective. Using the lens of Herzberg's motivation-hygiene theory and fits theories to broaden the understanding of public service motivation in public and non-profit organizations and illuminate workforce motives and attitudes of public services and job satisfaction, under their quotient conditions.

Methodological robustness, however, is recommended to improve public service motivation validation. This study therefore applies a mixed methods design to increase the depth, breath, and scope of the findings. Two cases research is adopted. The two cases consist of public organizations (four) and non-profit organizations (six). The study sample consists of twelve salaried first line managers and twenty-five immediate employees within the public and non-profit organizations of health and social welfare services. Data will be obtained through Q-technique, semi-structured interviews, and online documents. Q-technique encompasses a unique qualitative data collection followed by a unique quantitative data analysis. The q-methodology was previously adopted by ... (Brewer, Selden, & Facer, 2000) to explore public service motivation dimensions. The study results revealed four types of public service motives and attitudes which included Samaritans, Communitians, Humanitarians, and Patriots. Semi-structured interviews will be utilized for leeway to participants' broader or unexpected accounts regarding the conditions in which public service motivation is performed. Data analyses will be performed using PQMethod software for q-sorting analysis and NVivo software for interviews analysis and the findings will guide the discussion and conclusion about public service motivation from a small island state approach. Therefore, this study research questions are as follow:

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How is public service motivation manifested in public and non-profit organizations of health and social welfare services in the Bahamas?

How is public service motivation exhibited between public and non-profit first line managers and immediate employees?

How do organizational factors influence public service motivation?

For this research to achieve its goals, it consists of eight chapters. The above information provided includes public service motivation broader definition of motives, attitudes, and values, beyond organizational walls to circumstances outside the working environment. This was followed by the concerted global contributions of public servants and non-profit workers which justified empirical scrutiny of these workforces as their important positions in societies across the world, which is mostly concentrated in industrialized countries. Another strand of interest revealed above is the associations between personnel and their working environment and intrinsic and extrinsic factors interplay.

In chapter two, I undertake an extensive review of the literature regarding public service motivation. Beginning with the numerous ways public service motivation is defined and its synonyms. The next strand of empirical evidence shows the construct of public service motivation measurement with effects of its internationalization. The is followed by antecedent and outcomes studies which show their inconsistencies. Evidence that public service motivation may have a dark side or negative effects. I expect these premises will illuminate managers and employees' attributes and attitudes and reveal the influences of workplace factors on these sectors.

In chapter three, I review extensively the empirical evidence of Herzberg's motivation hygiene factor theory as the theoretical framework (Herzberg et al., 1959) which are two distinct types of factors intrinsic and extrinsic which have shown in some instances to

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overlap. Intrinsic factors may be referred to as individual characteristics such as motivation for public service which produce employees' satisfaction. Employees experience feelings of dissatisfaction when organizational factors are inhibiting, so employees seek to avoid them. The duality model illuminates further that it is content of the work itself which engenders feelings of satisfaction. Whereas the conditions under which work is performed or its context may be facilitating or inhibiting. Public service motivated personnel therefore are embedded in complex and dynamic systems within public and non-profit organizations. Embeddedness is explained through person-organization (P-O) fits as public service motivation produces outcomes that influence the public and non-profit organizations and their workforce.

Organizational outcomes include performance, autonomy/ decision making, commitment, and leadership. Individual outcomes include health and wellbeing, job satisfaction, performance, commitment. Public and non-profit organizations are dynamic environments and though the intended outcomes are established, public and non-profit personnel will experience moments or conditions of misfit which is disassociation between employees and the organization. In the Bahamas, this dynamic environment is more pronounced within government organizations rather than in non-profit organizations, therefore this study will reveal that misfit is more common among public managers and employees rather than within non-profit organizations.

Chapter four, I review my research methodology. I reiterate the objectives. I present the conceptual model as the typology of the components of my research. Two cases are utilized to explore public service motivation in public organizations and public service motivation within non-profit organizations as these organizations espouse public service motivation values and offer various incidences of public services. A mixed method will be employed as qualitative and quantitative data strengthen, enrich, and contextualize the evidence about personnel and their employing organizations. Case study research enriches

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and widens the depth of public service motivation evidence as to understand public service motivation in the Bahamian context and simultaneously contribute to public service motivation research. It lends itself to identifying the influence of public service motivation between public and non-profit managers and public service motivation between public and non-profit employees. In this study two data collection methods are used. The methods applied are Q-technique and semi-structured interviews for qualitative/quantitative and qualitative perspectives.

Q-technique illustrates the extent of participants' agreement to disagreement about public service motivation dimensions. The Q-sort statements consist of sixteen (16) public service motivation measure (Kim et al., 2013), and seven (7) statements of (Allen & Meyer, 1990) continuance commitment measure which added some degree of variability to public service motivation measures. The interview questions will be developed based on evidence in the literature review and duality factor constituents. Twelve questions for managers and eleven questions for employees will be developed. Semi-structured interviews illuminate in-depth insights about organizational influences on public servants and non-profit workers' motives, attitudes, and values (Gill, Stewart, Treasure, & Chadwick, 2008). The target population consists of salaried public and non-profit managers and salaried public and non-profit employees since these managers have greater influence on employees and employees are the largest group within organizations.

A pilot test will be conducted with one public manager and two public employees to assess the length of time to administer and complete the 23 statement placements. The interview is also piloted as (Baker, (1994).) proposes to assess the amount of time to execute it, and to alter/clarify any wording, if necessary. Data collection consists of 38 q-sorts and 38 tape-recorded interviews to empirically identify public service motivation dimensions and organizational impact between first line public and non-profit managers and between

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immediate public and non-profit employees. These participants will be recruited through stratified sampling. Two pieces of software will be utilized. PQMethod software, a statistical tool for person-to-person analysis which generates three statistical phases prior to analysis which are correlation matrix, factor extraction, and factor rotation. NVivo software will be used for analysis of the data collected from the interviews.

Chapter five consists of the results of q-sorting between managers and employees. The sorting reveals the dimensions of public service motivation within health and social services organizations within the Bahamas.

In chapter six the interview results of public managers and non-profit managers regarding the organizational factors on their attitudes and behaviours are revealed. Organizational factors of competence, leadership, and social relations are addressed.

Following the managers' results, chapter seven consists of employees' findings from their interviews. The results cover factors of personal attitudes and organizational behaviours between public and non-profit employees.

The final chapter in this dissertation is the conclusion and recommendations for further studies.

## **Chapter Two**

### **. Literature Review**

Across the globe, governments' obligations to maintain and sustain public services require the critical component of a public service motivated workforce. The spotlight on this workforce continues to grow and interest about what motivates them to do what they are doing, and under which conditions they perform their duties has caught the attention of scholars from disciplines such as human resource management (Wright, Hassen, & Park, 2003). Does public ethics encourage ethical behavior: Public service motivated ethical leaders and a

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willingness to report ethical problems, 2016);... (Mostafa, Gould-Williams, & Bottomly, 2015); Ertas, 2014), organizational studies (George & Pandey, 2017); (Denis, et al., 2015), political studies (Grossi & Strccolini, 2015); (Bozeman & Su, 2014) and economics (Bullock, Stritch, & Rainey, 2015); (Perry & Vandenabeele, Public service motivation research, achievements, challenges, and future directions, 2015). This chapter discusses the key strands of literature on public service motivation, the ways in which the concept has been developed over time and what scholars have identified as best ways to measure it for comparative studies. The chapter furthermore covers research on what factors impact public service motivation and, on the consequences, and impact of PSM.

### **Historical Background**

The first is the historical emergence of public service motivation as the alternative concept for traditionalist theory (Rational Choice) of employee work motivation of personal benefits and gains. The five limitations of Rational Choice Theory address employee motivation which are contrary to public servants' motivation. Work motivation traditionalists identify individualism, job clarity, specific goal attainment and emotions as self-evident of workers' desire to and perform their jobs (Shamir, 1991). For instance, Allen and Meyer (1991) constructed a multi-faceted organizational commitment measurement with its rational dimension referred to as continuous commitment tool. The measurement identifies the individual's self-utility by choosing to remain within an organization since their loss will be greater by choosing to leave the organization. The loss can be in any domain such as prestige, income, friendships, or social loss. The fear of personal loss compels individuals to remain at their jobs, regardless of whether they dislike the job.

Motivation to work within public organizations is viewed as alternative motives of service to others; extended duties and roles; multiple goals, and ethical actions along with

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affective and rational behaviours (Perry, 2000 (Rainey, Public agencies and private firms: Incentives structures, goals, and individual roles, 1983).

The origins of the concept and first wave of studies heavily focused on US public organizations conducted by a limited number of researchers mainly situated in public administration and human resource management (Perry & Wise 1990; Rainey & Steinbauer 1999). In the second wave, research of PSM expanded in terms of type of organizations to include non-profit organizations, as well as the geographic focus of the study to cover Europe or industrialized countries beyond North America and Europe. The research focus also shifted more towards the ‘motivation’ part of PSM and the connection between intrinsic and extrinsic factors shaping motivation. Organizational factors and person-environment fit studies became prominent in this wave (Perry 2000; Edwards 2008). The heterogeneity of organizations and contexts in which people work provide a rich ground for studies of public service motivation, the performance of workers as well as the conditions under which public service motivation increases or decreases. Factors such as autonomy and decision-making authority (Deci & Ryan, 2000, 2004), as well as resources and work context (Herzberg, 1966) have been found to influence public service motivation. With more sophisticated methods available, questions of conceptualization and measurements attracted researchers again after 2010, with a stronger focus on the applicability of those measurements for international comparisons (Kim et.al. 2010; Kim & Vandenabeele 2013). At the same time, studies of PSM were also looking at the impact of PSM on performance and job satisfaction as well as the potential adverse effect of high levels of motivation on public sector employees and potential decline in levels of motivation with tenure. Questions of fit between an individual’s values and attitudes with the values of the organization and work environment in which the person is embedded were part of this research. Increasingly, PSM was studied in its complexity and the interdependencies between intrinsic motivation, extrinsic factors impacting PSM (such as

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work content, or organizational values) and the connection with job satisfaction and organizational commitment were considered. Researchers also started investigating the ‘dark side of public sector employment, burnout and wellbeing of public sector employees facing high levels of work-related stress ... (Van Loon & Vandenabeele, On the bright and dark side of public service motivation: The relationship between PSM and employee well being, 2015); (Schott & Ritz, The dark sides of public service motivation: A multi-level theoretical framework, 2018);... (Jenson & Andersen, 2019).

### **Concept Definition and Measurement**

The term ‘public service motivation’ has been coined by Perry and Wise (1990) in their seminal article titled “The Motivational Bases of Public Service”. The authors defined public service motivation as ‘an individual’s predisposition to respond to motives grounded primarily or uniquely in public institutions or organizations’ (1990, p. 368). According to the authors, PSM is an individual trait that is specific to public officers in response to the context they are working in. Scott and Pandey, in comparison, refer to it as ‘an individual’s dedication to public service or interests’ (2005, p. 156). This definition of public service motivation is broader as the authors remove the close connection of PSM with working in government organizations. Another definition of public service motivation is ‘a mix of motives that drives an individual to engage in an act that benefits society’ (Taylor 2007, p. 934). Taylor’s definition suggests that individuals have multiple reasons to help others and that public service actions go beyond the working environment. PSM driven actions are performed by citizens and are observable as society benefits from them.

Vandenabeele, a human resource specialist defines public service motivation as ‘the belief, the values and attitudes that go beyond self-interest and organizational interest, which concern the interests of a larger political entity and that motivate individuals to act accordingly whenever appropriate’ (Vandenabeele, 2007, p. 549). Vandenabeele, therefore,



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expands the concept of PSM by including the study of motives and behaviour of individuals linked to what March and Olsen called the 'logic of appropriateness' in contrast to actions that are consequential (March & Olsen, 1989). Individuals can demonstrate public service motivation in their day-to-day action or in specific crisis situations while PSM forms only a part of their personality trait. That is the second area, in which Vandenabeele goes beyond Perry's connection of PSM to public officers. According to Vandenabeele, PSM is not limited to individuals working in public organizations. The notion of public service motivation is embedded in 'beliefs, values, and attitudes' which indicate that public service is a 'good thing' or has a 'bright side' which is not necessarily visible (van Loon & Vandenabeele, 2015).

Public service motivation is a 'good thing' as a public service motivated workforce is economically beneficial to governments as the employers. Employees in public organizations may be there for various reasons other than motivation for public services but rather motivation for the public sector. Public sector motivation is distinct since it incorporates all employees public sector organizations such as those organizations which have developed partnerships with government. Some of these employees' motives for working in these types of organizations are job security, pensions systems, and promotions ... (Esteve, Urbig, van Witteloostijn, & Boyne, 2015). 'Quality of life' was found to be motives for public sector jobs, some studies in Europe have shown (Vandenabeele, Hondeghem, & Steen, The civil service as an employer of choice in Belgium: How work orientations influence attractiveness of public employment, 2004). Perry cautioned a level approach to employees and concluded that PSM remains distinct from public sector motivation, since PSM is about other-oriented attitudes and behaviours and may be considered a subset of public sector motivation since that latter constitutes a broad array of reasoning for government employment (Perry & Hondeghem, Introduction, 2008a) ( p. 3). The distinction between PSM and public sector

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motivation does not rule out that some employees may possess both motivations, simultaneously ... (Spitzmueller & Van Dyne, 2013); Brewer et al., 2000).

In a revision of his original conceptualization, Perry published a new theory of motivation in 2000 broadening out to include organizational factors and to embed the study of PSM into the wider societal context (Perry, 2000). His explicit goal in this study is to 'develop a theory of motivation that serves as an alternative to rational choice theories' (p. 472) that had dominated the scholarship up to that point.

According to Perry, rational, normative, and affective processes motivate humans. He suggests a process theory of motivation that integrates the socio-historical context of the individual including factors such as education, life events or socialization, the motivational context capturing organizational incentives, institutional values or work environment, individual characteristics such as abilities, competences, values, and identities as well as a behaviour covering rational choice considerations or rule orientation (Perry, 2000, p. 481). Perry's process theory was influential for the study of PSM due to his inclusion of the socio-economic background, the role of 'antecedents' of motivation (Camilleri, 2007; (Charbonneau & Van Ryzin, 2017) and the explicit combination of rational choice and normative processes influencing motivation. In his paper, Perry also went beyond his previous focus on public organizations and with the inclusion of 'motivational context' opening the study of environmental factors or organizational values for public service motivation (Organizational commitment, public service motivation, and performance within the public sector, 2007) ... (Camilleri & Van Der Heijden, 2007).

Another strand of literature in response to the conceptual expansions, focus on the person-environment fit. Authors argue that the individuals' values, beliefs, and attitudes should be aligned with public service motivation's; and/ or consistent with organizational value-systems to perform public services (Wright et al., 2016; Perry & Vandenabeele, 2016).

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Motivation for public service is grounded in values, beliefs, and attitudes directed at ‘doing for others’ (Crewson, 1997);... (Posner & Schmidt, 1996). Originally, public service referred to the delivery of goods and services by employees within government organizations. The related term of ‘public sector’ and ‘public sector motivation’ covers staff working in government as well as non-governmental organizations with a focus on the delivery of public services. The expansion of the concept of PSM to include various organizations results in an overlap of the two terms. Nevertheless, studies of public service motivation assume that employees within government or public organizations express an element of self-interest as part of their attitudes and a stronger focus on utility maximization which drives an interest in salary, status, job security, external reward, and promotion (Van Witteloopstuijn & Esteve, 2017. (Caillier, 2015).

Three concepts are used alongside and often interchangeably with PSM: altruism, pro-social behaviour, and intrinsic motivation. Rainey & Steinbauer (1999) refer to “altruism as the selfless motives of individuals to serve the interests of a community or people, a state, a nation or humanity” (p. 23). Thus, altruistic motives contribute to the service to individuals, groups, and the nation, rather than to oneself which is the essence of public service motivation. Prosocial motivation is also used synonymously with public service motivation. Prosocial motives are defined as ‘doing good for other people and society through the delivery of public service’ (Perry et al., 2008). (Lui, Tang, & Zhu, 2008) state that PSM forms ‘an expression of pro-social and other-oriented motives and values and actually represents an individual’s predisposition to enact altruistic or pro-social behaviours regardless of the setting’ (p. 720). (Ryu, 2017)...Ryu summarizes PSM as ‘public and non-profit workers’ motive for service through helping others’ (p. 353). These scholars indicate that innately individuals’ desire is to do good, and regardless of the setting or organization, they express public service motivation. In addition, life-cycle explanations of PSM cover

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arguments about human beings developing prosocial actions at adulthood stage, as the individual makes cognitive decisions based on his or her individual role within the society for the greater good, to give back to society (Koehler & Rainey, 2008) which is congruent with public service motives. Adults' altruistic attitudes and actions are engendered from motivation termed 'generativity,' which refers to 'the development of ideas, products, and offspring that will benefit the next generation' (Valsiner & Lawrence, 1997) (citing Erikson 1987).

Alongside the work on definitions, researchers focused on developing more robust and appropriate measurements to facilitate research on public service motivation. Perry's basic needs conceptualization of PSM of 1996 was the most influential in steering the research on measurements (Perry, 1996). Based on (Knocke & Wright-Isak, 1982), Perry and Wise (1990) ... (Perry & Wise, The motivational bases of public service, 1990) proposed that PSM is associated with three types of motives: affective, norm-based, and rational. Affective motives are human emotional responses such as joy and happiness. Norm-based motives cover a desire to help others thereby contributing to society, such as volunteering at a refugee camp. Rational motives include benefit maximization for oneself based on job performance, such as requesting a pay raise for completing a project that has generated substantial amount of money for the organization (Perry, 1996 p. 6). In a second step, Perry translates those basic needs into six dimensions of PSM: attraction to policymaking, commitments to public interest, civic duty, social justice, compassion, and self-sacrifice. Attraction to policy making characterizes public employees who prefer to serve the public interest by influencing political processes or those who are particularly interested in the policy processes. Commitment to the public interest describes civil servants' aspirations for pursuing the common good and furthering the public interest (i.e., achieving policy goals). Civic duty refers to responsibility to society as a citizen within a democracy. Social justice captures the enhancement of well-

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being of vulnerable groups by certain actions. Compassion is a unique feeling of sympathy for the suffering of others that involves emotions and empathy towards others, a sense of understanding, and the drive to protect. Self-sacrifice or ‘willingness to substitute service to others for tangible personal rewards’ (Perry 1996, p. 7) is characterized by a devotional desire to help others and a sense of abnegation.

The six dimensions formed the basis of an extensive survey study that Perry conducted with Master students in Public Administration and Business Administration to test their validity. The results showed a substantive overlap in the responses within the dimensions of ‘civic duty,’ ‘social justice,’ and ‘commitment to the public interest.’ Perry refined the operationalization and measurements and suggested working with four dimensions as the foundation for a more robust measurement. Those four dimensions are: Attraction to policy making (APM), commitment to public interest (CPI), compassion (COM), and self-sacrifice (SS) with a 24-item survey reflecting the four dimensions (Perry, 1996, p.16).

The conceptual revisions treat PSM as a four-dimensional concept with self-sacrifice as foundational concept representing the altruistic or pro-social origins of PSM and the three dimensions of attraction to public participation (APP), commitment to public values (CPV) and compassion (COM), representing the instrumental, value-based, and affective motives that Kim and Vandenabeele formulated (see Figure below). Several public service motivation scholars agree that self-sacrifice and compassion are the premises of motives for public service (Coursey, Perry, & Littlepage, 2008); Liu et al., 2008; and (Choi, 2015).

The conceptual revisions formed the basis of a large comparative study testing the validity of the measurements across countries (Kim et. al, 2013). The key aim of the study was to develop a PSM measurement instrument that can be applied internationally. The researcher’s concern was based on the potential bias of the concept and language of

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measurements towards the US context in which it was developed. Twelve researchers from Australia, Belgium, China, Denmark, France, Italy, Korea, Lithuania, Netherlands, Switzerland, United Kingdom, and United States participated in the study surveying civil servants in local government in 2010. The results across the twelve participating countries show that the four-dimensional model of the PSM instrument exhibits good fit across the samples from the twelve countries. However, variation exists between the countries regarding the distinctiveness of the four dimensions. The results show, for example, that in Italy three of the four dimensions strongly correlate and ‘attraction to public service,’ ‘commitment to public values,’ and ‘compassion’ could be combined into one dimension. The authors repeated the analysis using the data from three very similar countries – Australia, the United Kingdom, and the United States – to minimize the impact of potential cultural differences. The results showed a good overall fit of the four-dimensional model to the data from those three countries (Kim et.al, 2013, p. 96).

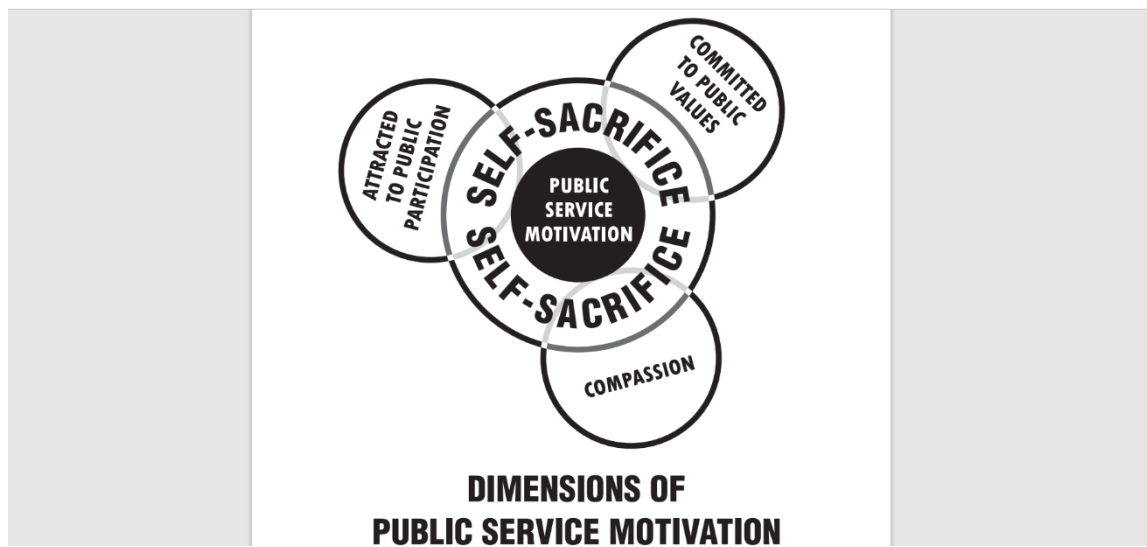
The results of the comparative study are relevant in multiple ways: first, the authors refine the four dimensions to replace ‘attraction to public participation’ with ‘attraction to public service’ and found that it measures the instrumental motives of public service motivation. Their results also provide evidence that the dimension ‘commitment to public values’ is effectively measuring the ‘value-based motives’ of PSM, while the dimensions of ‘compassion’ and ‘self-sacrifice’ capture the identification motives and the underpinning notion of self-sacrifice that Kim and Vandenabeele used to define PSM in their earlier paper (Kim et.al, 2013, p. 97; Kim & Vandenabeele, 2010). Second, the results of the empirical study highlight that the same PSM measurement instrument does not have the same meaning in each cultural context and that ‘the exact meaning and scaling of PSM dimensions are likely to differ across cultures and languages’ (Kim et.al, 2013, p. 97). Comparative research as well as studies undertaken outside the US or similar contexts, must take the cultural

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differences into consideration when applying the concept with its four dimensions and the measurement tool. In a study of public servants in Pakistan, Giaque et.al. found that only two of the four PSM dimensions were applicable and argued to take the political and administrative context more into account when investigating the motivation among staff (Giaque, Kim, Varone, & Anderfuhren-Biget, 2012).

**Figure 1**

*Dimensions of public service motivation*



Note. From revised version of public service motivation by Kim and colleagues (Kim et al., 2013)

One common thread across the definitions and conceptualizations is the individual's proclivity for other interest a dedication to the public, beyond self-interest, and focus on the benefits to society. Public service motivation extends 'beyond self-interest' and includes a concern for community interest. Public service motivation captures individuals doing good while helping others and contributing to society (Vandenabeele, 2013; Kim & Vandenabeele, 2010; Perry & Hondeghem, 2008). The other common thread is that PSM has been shown to not be limited to public employees or staff in public organizations but is demonstrated and lived in diverse contexts – government or public organizations, non-profit organizations and, to a lesser extent, even in private organizations. Even though the motivation for public

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service stretches 'beyond self-interest' and 'organizational interest,' it does not exclude rational interests or cost-benefit considerations entirely.

Perry's four dimensions of PSM and the survey items to measure those dimensions have been widely accepted and used with some adjustments to social and cultural contexts. Brewer, Selden, and Facer, however, criticized Perry's survey measurement as not suitable to capture differences in individual perceptions of PSM (Brewer et.al., 2000, p. 256). Instead, the authors apply the Q-methodology for the first time to the study of PSM allowing individual respondents to rank statements based on how strongly they agree or disagree. The relation between different statements can also be measured which is considered an advantage over survey questions answered separately from each other. With this new method, attitudes of individuals are measured in a comprehensive way and a person-to-person analysis instead of a variable analysis becomes possible. Using a factor analysis of statements, Brewer and colleagues (2000) can identify clusters of groups who have ranked the statements in a similar way. Their investigation of PSM among practitioners and students of Public Administration resulted in four groups of respondents: Samaritans who 'see themselves as guardians of the underprivileged and are moved emotionally when they see others in distress (p. 258-259); communitarians who are 'motivated and stirred by sentiments of civic duty and public service' instead of acting on the basis of self-interest; patriots who believe in and act for causes much bigger than themselves, protecting, advocating, and working for the good of the public' (p. 259), and who would even risk personal loss; and humanitarians who are 'motivated by a strong sense of social justice and public service' and interested in making a difference with their work (p. 260). Respondents across the four groups shared a general distaste for politics and politicians, thereby disconfirming Perry's assumption about an 'attraction to policymaking' among public service staff and students.



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The study by Brewer et.al. highlights more nuances among public service motivated individuals, for example with the distinction between an orientation towards the wider society of ‘humanitarians’ in contrast to specific individuals or groups of ‘Samaritans.’ The researchers firmly ground the study of PSM in individual attitudes. The advancement of public service motivation gained further traction as public administration and public managers researchers adopted PSM measurement instrument to find and explain the antecedents, correlates, and outcomes of public service motivation (see Perry & Hondeghem, 2008; Perry et al., 2010).

### **Dimensions of Public Service Motivation**

Most empirical evidence about PSM has shown that it is a heterogeneous construct with distinct sub-theories of compassion, self-sacrifice, attracted to public participation, and committed to public values (Kim et al., 2013), however some scholars ignore the heterogeneity of PSM and applied it as aggregated concept. The approach to treat PSM dimensions as a single measure produces mixed findings, it is therefore fruitful to illuminate the distinctiveness of each dimension of PSM since studies show that PSM may differs between individuals, positions, across organizations, and across countries.

As a dimension of PSM, public administration scholars have not paid sufficient attention to compassion dimension since most PSM studies treat PSM as a homogeneous construct. Despite the shortcoming, public sector workplaces should be arenas of compassion with a compassionate workforce especially toward service beneficiaries (Perry, 1996), regardless of them being formally structured organizations (Andrews & Van de Walle, 2012) (Lynn, *The new public management: How to transform a theme into a legacy*, 1998). Beneficiaries seek and attend public organizations for services which most of the time they

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are unable to receive elsewhere. Compassion has proven difficult to define. For example, (Sprecher & Fehr, 2006) defined as “attitudes toward others, either close others or strangers or all human beings containing feelings, cognition, and behaviours that are focus on caring, concern, tenderness, and an orientation toward supporting, helping and understanding the other; particularly when the other(s) is (are) perceived to be suffering or in need” (p. 630). Some scholars have referred to public sector organizations as compassionate workplaces and defined them based on the attitudes and behaviours of employees. It is defined as ‘expressed feelings of affect, caring, and tenderness toward subordinates or colleagues without the expecting any official reward’ ... (Eldor & Shoshani, 2016).. (Barsada & O'Neill, 2014)

However, some scholars have cautioned that feelings of compassion in public service organizations may not always be a good thing. The compassion dimension of PSM has been associated with unethical behaviours. For example, Stazyk and Davis (2015) found that less educated public officers sometimes ignore the regulations to do good for an individual based on their personal values which may go against organizational values. Regardless of the warning, public and non-profit organizations that have a compassionate culture are advantageous for the organizations, service users, and the wellbeing of their employees ... (Robinson, et al., 2016); (Hareli & Rafaeli, 2008); (Brief & Weiss, 2002)..

In a study comparing public and private Dutch physiotherapists level of public service motivation, the researchers found that public physiotherapists exhibited motives and attitudes for public interest whereas private physiotherapists exhibited motives and attitudes of compassion for service beneficiaries (Andersen, Pattenes, & Pedersen, Does ownership matter publici service motivation among physiotherapists in private and public sectors in Denmark, 2011) p. 21).

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Besides compassion, James Perry (1996), distinctly described self-sacrifice as “a willingness to substitute service to others for tangible personal rewards” ...for intangible rewards they receive from serving the public (Perry, 1996 p. 7).

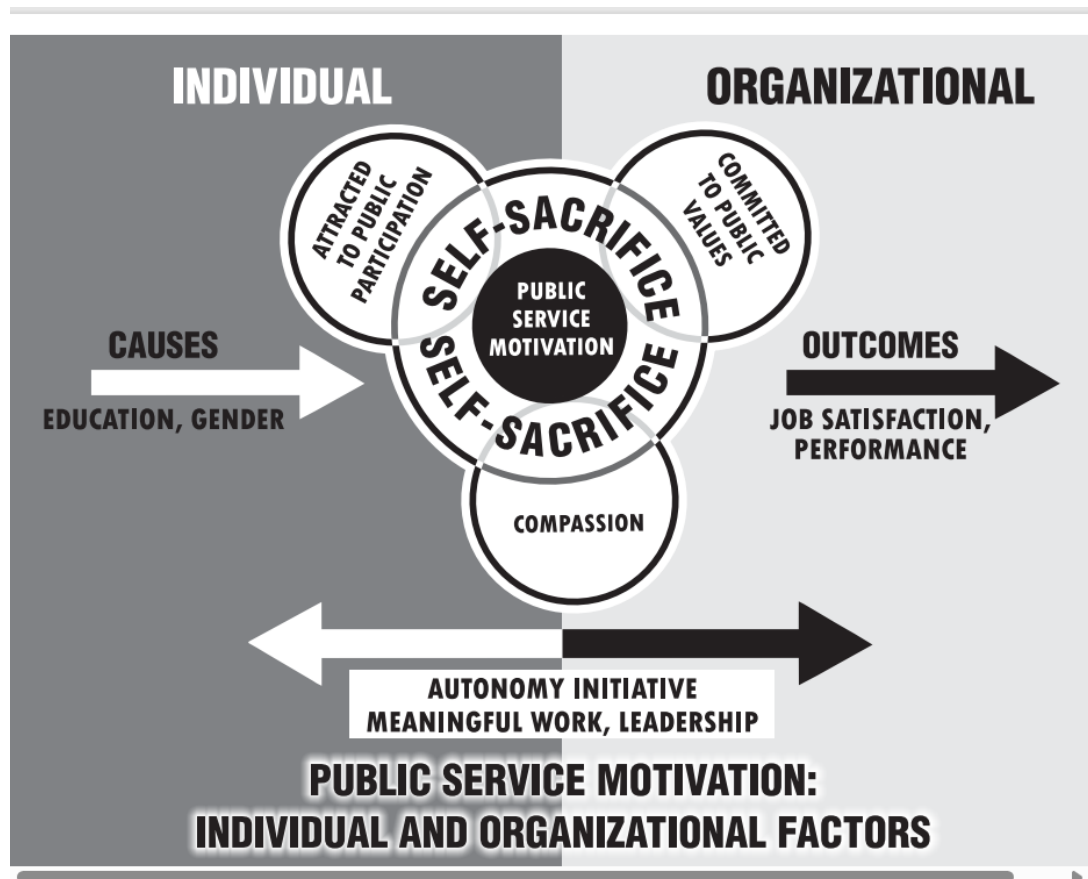
### **Antecedents and organizational factors influencing PSM.**

A second strand of the literature on PSM investigates factors that influence the level of observable motivation of staff working in public and non-profit organizations delivering public services. Antecedents of PSM can be divided into individual characteristics and socio-historical backgrounds of individuals and those related to the organization and workplace conditions in which individuals are placed and public services are delivered (See Figure below). Empirical studies revealed that antecedents of PSM include institutions such as family, occupation and work organization, religious affiliation, and volunteer organizations. These antecedents have an important influence on PSM and shape the attitudes of individuals towards public service (Perry et al., 2008; Camilleri, 2007; (Moynihan & Pandey, The role of organizations in fostering public service motivation); Perry, 1997). Part of the objectives of the research on what impacts PSM, was the potential benefits it may provide for help public sector organizations to target their recruitment efforts towards individuals that might possess a high level of PSM as well as to inform the development of the organization in a way that may foster high levels of PSM.

#### ***Figure 2***

Public service motivation: Influences

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Early studies of the antecedents of PSM focused on socioeconomic characteristics. Perry, in his study surveying students of Master of Public Administration and Master of Business Administration looked at the role of parental socialization, religious socialization, professional identification, political ideology, and individual demographics (Perry, 1997). Perry used his distinction of different dimensions (attraction to policy making – APM, commitment to public interest – CPI, compassion – COM, and self-sacrifice – SS) for gaining more insights into the role of those antecedents for each dimension. The results suggest 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, but the relationship with income has been found to be negative with individuals with higher income showing a lower level of commitment to public service.

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Vandenabeele (2011) confirmed the role of individual demographics in a later study of state civil servants. High public service motivation correlates with socio-historical characteristics, such as socialization and public sector role models within the family, higher levels of education and a collaborative work environment.

Motivated for public service and motivated to public service suggest distinct aspects of public service motivation. Motivation for public service suggests a 'push' toward public work, even though in a 'good way.' The suggestion here indicates what earlier public administration literature expressed as intercultural public service. Individuals have family members who are employed in government services. They advise, admonish, and encourage individuals to become a part of the public service. James Perry and other earlier public administration researchers identified the influence of religion, family members and volunteering as pre-conditions to seek employment in the public service; which propel individuals towards public service (Perry 1997; Rainey & Steiner, 1997). This motivation for public service indicates a state or nurturing of the work of public service. A compassionate workforce is implicated in this state of public service motivation since the compassionate dimension of public service motivation suggests conditionality. It is the disadvantaged and plight of others that evokes compassion and taking actions to help these individuals. Public service motivated workforce who demonstrates compassion experiences immediate gratification for serving others. However, these conditions or situations of gratification are often short-term.

Following from the early works on factors influencing the different dimensions of PSM, other researchers connected the investigation of individual factors with opportunities for the employee within their workplace. In their survey study of nearly 10,000 federal employees in the US, Naff and Crum (1999) examined the relationship between PSM and performance, job satisfaction, retention, and support for government reinvention. They found

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small variation in the level of PSM based on demographic factors: minority employees had slightly higher PSM scores than white employees, women were found to have slightly higher PSM scores than men, and employees with at least a bachelor's degree had a higher PSM score than employees without a higher education degree. Job tenure or the employee's age were not returning significant differences in PSM scores (Naff & Crum, 1999, p. 9).

A study of county government employees in Oregon, by Bright (2006) produced similar results. Bright investigated the relationships between public service motivation and the education level, age, gender, and minority status of public employees. His study confirmed the role of education and gender as respondents with high levels of PSM were significantly more likely to have higher levels of education and were more likely to be female than those with lower levels of public service motivation (Bright, 2006, p. 146). Furthermore, the study showed that employees with different levels of PSM also differ in their attitudes towards monetary rewards. A negative relation was found with a greater level of public service motivation the significantly less respondents desired monetary rewards. Bright, therefore, combined the study of intrinsic motives with extrinsic incentives and their relationship with PSM.

In a study of Maltese public officers in different roles within government ministries, Camilleri (2007) investigated different categories of antecedents and their impact on PSM. Personal attributes such as education, gender, age, family life cycle status, and job tenure were combined with a study of role states, employee perception of the organization, job characteristics and employee-leader relations. The results confirmed Naff and Crum's findings, that antecedents have no significant effect on the first dimension of PSM, attraction to policymaking, while gender has a small but positive correlation with all three other dimensions. Age was found to have a highly positive relationship with the 'commitment to public interest' dimension but a negative relationship with the other PSM dimensions.

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Camilleri's study furthermore pointed towards the relevance of clarity of roles and tasks at work as well as the relationship at work. Employees experiencing positive employee-leader relations were found to have a higher PSM and the results show a positive effect on all four dimensions of PSM (Camilleri, 2007, p. 372).

Though PSM is an individual characteristic, its influence by the workplace and influence of employees on their workplace have broadened public service motivation studies (Vandenabeele, 2007; Perry, 2000).

Some authors (e.g., Bright 2005; Camilleri. 2007) connected the investigation of individual characteristics with organizational factors, job characteristics or the relevance of hierarchical positions for PSM. The underlying assumption is based on the hypothesis that the individual can only develop secondary needs that are associated with 'doing good for others' that forms the core of PSM, once the basic needs are met secured by a sufficient level of income. The connection between age and PSM can also be interpreted considering longer job tenure and seniority level within the workplace. Bright (2005) was explicitly interested in that interplay between individual and organizational factors and focused on what role the position of the employee within the organization plays for PSM, as well as whether employees with high levels of PSM differ in their attitudes towards workplace opportunities and monetary incentives than employees with lower levels of PSM. The results of his analysis confirmed a significant positive relationship between the management level of the respondents and their level of public service motivation, and that factor was even a better predictor for PSM than the individual demographic factors (Bright, 2005, p. 148). His study points to the relevance of an employee's role and that employees at different levels within an organization may demonstrate a different level of public service motivation. However, Moynihan and Panday (2007) found evidence of the opposite effect with longer job tenure being associated with lower levels of PSM due to frustration with frequent reforms and conflicting orders in the

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public sector. Using a mixed method design, Desmarais and Gamassou conducted a survey of public employees and technical operative staff in a French town followed by qualitative interviews in 2011 (Desmarais & Gamassou, 2014). The results of their study were mixed with operatives showing higher averages on the ‘compassion’ (COM) and ‘self-sacrifice’ (SS) dimensions and direct supervisors obtaining higher scores on the ‘commitment to public values (CPV) and ‘compassion’ (COM) dimensions. Executive managers had lower overall PSM scores which the authors explain with a ‘lower sensitivity to the emotional dimensions of PSM (COM & SS)’ (Desmarais & Gamassou, 2014, p. 140-141). The interview responses by workers and direct supervisors furthermore revealed a desire to be useful, to see the results of their work in their town and to serve individuals as well as a low level of interest in public policy. Middle managers in contrast showed a lower connection to individual users of public service but a commitment to public service and citizens more generally (p. 143). The study confirms assumptions about variation of PSM among public service staff in relation to their position within the organization and points towards the role of hierarchical levels for PSM and the exercise of their duties towards users and citizens.

The relevance of culture and context has been highlighted in another sub-set of the literature on antecedents at the individual level, Anderfuhren-Biget (2012) focused on social capital, civic participation, and the role of cultural differences for PSM within the multilingual context of Switzerland. In the study surveying Swiss-German and Swiss-French civil servants, he found that social trust, volunteering, and associational involvement have a significant impact on all four dimensions of PSM. His study also confirmed earlier findings on the role of gender, with middle-aged men with low levels of religiosity scoring higher on the dimension ‘Attraction to politics and policymaking’ and middle-aged women being more represented within the ‘Compassion’ dimension of PSM. Socio-political characteristics (e.g., political participation, party preferences, associational involvement) have the strongest



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impact on the dimension ‘Attraction to politics and policymaking,’ followed by ‘Commitment to the public interest’ and ‘Compassion.’ The weakest impact of social antecedents was found on the dimension ‘Self-sacrifice’ which was, however, influenced by the factor ‘religiosity’ (p. 11-12). Overall, Swiss Germans scored higher on PSM which the author explained with the German culture giving greater weight on self-regulation, moral obligations and values and being connected to higher levels of social capital. The author concludes that ‘cultural factors’ should not be treated as a moderator for socio-political antecedents but a factor influencing PSM (p.14).

One of the criticisms raised with studies of PSM has been their focus on developed and fully democratic contexts. Like the attempts to find a universal measurement for PSM, survey-based studies of public service staff in less-developed or not fully democratic contexts revealed the need to contextualize factors impacting the level of PSM among staff. A study by Moloney and Chu of public servants in Jamaica showed the impact of corruption and an ‘informal culture’ on motivation and behaviour of staff. Even though PSM was found to be high among staff, personal survival and the fear of job loss or lost promotions prevented staff from reporting colleagues who acted inappropriately. Those fears and distrust limit prosocial behaviour and ‘doing good’ among Jamaican public servants (Moloney & Chu, 2016).

### **Impact and consequences of PSM**

So far, we have mainly focused on studies examining the level of public service motivation in different contexts and the factors that influence the overall level as well as each of the four dimensions of PSM and to what extent. Another body of literature treats PSM as an independent variable and investigates the effects and consequences of different levels of PSM for job performance, job satisfaction or variation in perceptions of public services or government performance. Several empirical studies found a positive relationship between PSM (Public Service Motivation) and performance (Andersen, Pallesen, & Salomonsen,

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Doing good for others and/or for society: The relationships between public service motivation, user orientation and university grading, 2013); Brewer & Selden 2000; Naff & Crum 1999; Kim 2006; (Leisink & Steijn, 2009) , Vandenabeele, 2009). Consequently, PSM has been viewed as an ‘instrument’ which public organizations can use to increase their performance (Steen & Rutgers, The two-edged sword, public service motivation the oath of office, and the backlash of an instrumental approach, 2011). However, drawing this conclusion may be hasty, as some studies have found no or only a partial relationship between PSM and performance (Alonso & Lewis, 2001);... (Petrovsky & Ritz, 2014).; (Ritz, Public service motivation and organizational performance in Swiss federal government, 2009) and questions have been raised regarding the assumed relationship between PSM and performance (Perry et al. 2010;... (Prebble, 2014); (Wright & Grant, Unanswered questions about public service motivation: designing research to address key issues of emergence and effects, 2010).

In their study of decision-making processes of managers in municipal governments in the US, Stazyk and Davis (2015) found that education, values, ethical decision standards and PSM are connected. Public employees with less training in public administration favor ‘high road ethical approaches’ rooted in personal values to decision making as PSM increases. Employees with advanced degrees adhere to the standards set by the municipal government rather applying their values to the execution of their job. A high level of PSM combined with less professionalization may lead to a preference for high road ethics which can be regarded as a negative outcome due to its impact on compliance with organizational standards and potential impact on service users.

However, the willingness to learn among federal officers is not totally clear. For instance, (Ku, 2021) investigated the willingness to learn (from others success or failures) among Florida municipal employees using 2016 Florida Municipal Recycling Survey

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(FMRS) and adopting PSM four dimensions measure. Willingness to learn is voluntary learning rather coercive learning imposed by the organization (Ammons & Roenigk, 2015); ... (Northcott & Llewellyn, 2005). An overall response rate of 51.3% (195/380). The findings revealed that only attracted to policy making (APM) was positively related willingness to learn. The findings suggest that highly PSM employees had a willingness to learn to improve public services. The researcher also found that commitment to public interest (CPI) was not significantly associated with willingness to learn and compassion (COM), and self-sacrifice (SS) dimensions were unclear. The researcher cautioned that willingness to learn does mean the process of learning but instead the desire to do so (Ku, 2021 p. 622).

An experiment among students also showed mixed results regarding practical learning. Dinour and Kuscin examine service-learning influences PSM among 142 bachelor's dietetics students within two groups. The charity group served food at a community center and the project group planned and implemented meals at a government facility. The students were enrolled in six sections of the community nutrition course using experimental approach of pre- and post-testing. Service learning (SL) is one type of experiential learning in which classroom learning exhibited practically and its positive effects on the community. The researchers found small significant difference between PSM singularly or dimensionally scores. The findings also showed that there was a significant increase in scores of post-testing, except for (attracted to policy making) APM dimension. The charity group showed overall PSM score increased significantly not for the dimensions. Whereas the project group showed both PSM singularly and dimensionally, commitment to public interest (CPI) and self-sacrifice (SS). The difference in the result may be related to lack of previous experience and type of venue (Dinour & Kuscin, 2021) p. 4272).

Another cluster of studies focuses on the relation between PSM and job satisfaction. Job satisfaction is defined as the degree to which individuals like or dislike their job and

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various aspects of their job (R (Rainey, What makes public organization distinctive. Understanding & Managing Public Organizations, 2009) p. 298). Several studies found that job satisfaction measured with an employees' psychological appraisal of their job, is positively affected by the extent to which employees feel their jobs meet their needs (Ellickson, Determinants of job satisfaction of municipal government employees, 2002); Traut et al., 2000; (Kristof, 1996). According to Naff and Crum (1999), US federal workers reveal a positive link of job satisfaction as it relates to public service motivation. Among Chinese public workers, Lui and colleagues (2008) found that a positive association between public service motivation and job satisfaction exists. Highly motivated public service workers have attitudes of job contentment within public and non-profit organizations since their roles meet their needs versus low motivated public service workers ( (Kim S. , Does person-organization fit matters in public sector: Testing the mediating effect of person-organization fit in the relationship between public service motivation and work attitudes, 2012); ... (Vandenabeele W. , Government calling: Public service motivation an element in selecting government as an employer of choice, 2008); Lui et al., 2008; Taylor, 2008; Ellickson, 2002; Naff & Crum, 1999).

Comparing attitudes of public and private sector employees in Australia, Taylor (2008) investigates the impact of organizational factors such as 'rewards' and 'work relations' on the relationship between public service motivation and two work outcomes: job satisfaction and organizational commitment. Confirming results of previous studies as mentioned above, she found a significant association between PSM and job satisfaction, organizational commitment, and intrinsic organizational reward. Respondents in supervisory and managerial positions were more committed to their organizations (both private and public organizations); 'respondents who did not belong to a union and worked in the public sector also appeared to be more committed to their organizations than those who were active

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members of unions and worked in the private sector' (Taylor 2008, p. 80). However, no confirmation was found that organizational factors were having a moderating effect on the relationship between PSM and job satisfaction, or PSM and organizational commitment. Taylor's study therefore raises questions related to the generalization of the relevance of the type of organization (public or private). At least, among managers, the commitment to their organizations is high regardless of the type of organization. At the same time, the influence of PSM on job satisfaction was confirmed for managers and workers in both types of organizations, respectively. However, Kjeldsen and Hansen (2016) found PSM-job satisfaction link differ across the sector. The authors conducted a comparative investigation of PSM on job satisfaction based on organizational factors between Danish public and private low-level, white-collar employees using a survey sample consisting of 1,018 office employees. The findings showed that difference between the sectors. Public employees experience greater job satisfaction than their private counterparts. Further, red tape and goal specificity do matter but to a lesser degree than sector difference (Kjeldsen & Hansen, 2016 p. 22). Bogh and Kjeldsen (2003) test the relationship between public service motivation and job satisfaction as well as user orientation across public and private sectors in Denmark. They find a link between PSM and job satisfaction and a link between user orientation and job satisfaction with the former not showing a significant difference between public and private organizations. In their meta-analysis of the link between PSM and job satisfaction, Homberg and colleagues (Homberg & McCarthy, 2015) find a direct link between the aggregate level of PSM and job satisfaction, as well as between individual dimensions of PSM and job satisfaction. A stronger relationship was found for the PSM-JS link for the commitment to public interest (CPI) and the self-sacrifice (SS) dimension of PSM. Furthermore, highly motivated individuals with more opportunities to serve others also displayed a higher level of job satisfaction. Related results were found by Taylor in her investigation of the links

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between job design, PSM, and job satisfaction among Australian local councilors (Taylor, 2014). The results confirmed previous findings that a high level of public service motivation is linked to high job satisfaction. The author also finds that public organizations gave workers with high levels of PSM workers extensive and frequent opportunities for job impact on users, and that those workers have a greater concern for the impact on users. Thus, a high level of public service motivation and job satisfaction are based on users' impact. However, a low level of PSM may not experience low job satisfaction if the service is not very important to them.

The studies, nevertheless, point towards the close connection between job satisfaction and public service motivation. Job satisfaction is an attitudinal state of satisfaction resulting from altruistic behaviours (public service motivation) within the workplace. Satisfaction involves performing the job or task such as the compassionate workforce helping underprivileged individuals or groups. Job satisfaction experienced by public service motivated workforce further results from the reason/s for carrying out the work. Those reasons include providing a service to others with ethical underpinning or in other words, a commitment to public interest. The studies also highlight the relevance of contact between public service staff and public service users and the role of meaningful impact of the work for users for achieving high levels of PSM and job satisfaction simultaneously.

### **Non-profit PSM**

(van Loon et al., 2018 ), commitment to the job and organization (Wright & Pandey, Public service motivation and the assumption of person-organization fit: Testing the mediating effect of value congruence, 2008); Camilleri, 2006), person-organization fit, and organizational citizen behaviour- going beyond the call of duty- (. The authors found that job satisfaction constituted 39 articles, 35 articles regarding public sector job choice, individual and organizational performance were studied among 34 articles, job commitment and

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organizational commitment (Rainey, Understanding and Managing Public Organization, 2003) constituted 22 articles, and 45 articles involved red tape- restrictive rules perception-, volunteering (Carpenter & Meyers, 2010); (Houston, Talking the walk of public service motivation: public employees and charitable gifts of time, blood, and money, 2005); civic participation . (Ferdousipour, 2016); (Taylor J. , Public service motivation, civic attitudes and actions of public service of public, non-profit and private sector employees, 2010) , and whistleblowing-exposing wrong doing- (Ritz et al., 2016 p. 420).

Despite the collective review by Adrian Ritz and colleagues, in recent decades, public service motivation has shown to inversely impact employees' wellbeing (Bakker, 2015); (Xanthoupoulou, Bakker, Kantas, & Demerouti, 2013); (Macey & Schneider, 2008) . (Van Loon, Vandenabeele, & Leisink, Clarifying the relationship between public service motivation and in-role and extra-role behaviours: the relative contributions of person-job and person-organization fit, 2017). Van Loon, Vandenabeele, and Leisink (2015) investigated the negative consequence (burnout) and positive outcome (job satisfaction) regarding PSM via survey among 459 people-changing organizations and 465 people-processing organizations along with fifty interviews in 2012. The findings revealed opposing results of PSM workforce's behaviours and actions of burnout or attitudes of job satisfaction between the types of organizations. Highly motivated for service employees working in people-processing organizations with less interaction with service users experienced burnout because of frustration and disappointment (van Loon et al., 2015 p. 354).

### **Person-Environment-Fit and PSM**

Studies of the relation between PSM and job satisfaction are closely linked to a subset of scholarship that focuses explicitly on the fit between the individual and the workplace in which public services are delivered. 'Fit theory assumes that people have an innate need to fit their environments and to seek out environments that match their characteristics.

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Individuals strive to fit because they generally prefer consistency, wish to exert control over their life and to reduce uncertainty, have a need to belong, and want happiness and life satisfaction' . (Van Vianen, 2019); (Yu, 2014). Person-environment (PE) fit is the constitution of the characteristics of the individuals and the environment in which they work. In this study, the person in PE fit refers to middle managers and immediate employees with public service motives. The environment in PE fit refers to public and non-profit organizations. Public service motivated middle managers and immediate employees are connected to the working environment and produce specific outcomes (Ostroff, Kinicki, & Clark, 2002) ; (Schneider, Smith, & Goldstein, 2000); Kristof-Brown, 1996). The idea of a 'fit' between a person and the work environment includes that public service motivated managers and employees' actions are adjusted differently across spaces and times based on their intrinsic and extrinsic individual characteristics and organizational features; and the ways in which they influence each other (Wright & Zimmermann, 2019). In essence, staffers demonstrate different overall levels of PSM and strength of attitudes on the various dimensions of PSM. However, the variation in PSM is not just dependent on individual antecedents but a reciprocity of influences is assumed between organizational features and individual characteristics and preferences that are temporally, spatially, and contextually bound (Cable & Edwards, 2004; Mitchell et al., 2001; Kristof, 1996; Edwards, 1996, 2008).

The 'complementary perspective of fitness' states that an employee or an organization fulfills the needs of the other. For example, demands-abilities (D-A) fit suggests that the fit occurs when employees have the abilities required to meet organizational demands. The 'supplementary perspective of fit' states that the individual and the organization have similar characteristics which are beneficial to each other. For instance, needs-supplies (N-S) fit captures the congruence between the employees' needs and what the organizations supplies (Gilbreath et al., 2011; Cable & Edwards, 2004; Kristof, 1996). As the premises of PE fit are



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illuminated, the characteristics of employees and employing organizations are also significant.

According to Rauthmann (2020 p. 9) multiple characteristics constitute a person and organization. The characteristics of the public and non-profit middle managers and immediate employees with public service motivation as they are connected to their employers constitute momentary states that are physiological and attitudinal, or both intrinsic and extrinsic qualities (Roberts, 2018; Rauthmann, 2017; McAdams & Pals, 2006; Fleeson, 2001). Relevant features of the organizations comprise of rules and regulations that guide staffer's work environment (Rauthmann, 2020 p.10), but also the social relationships and behaviours of co-workers (Asendorpf, 2020; Clark, et al., 2020; Pincus et al., 2020; Molho & Balliet, 2020); organizational atmospheres (Edwards, 1998); psychological situation/s, repetitiveness of the work, the role of reports and evaluations, user-friendliness of public service delivery, or the way administration is organized (top-down/ bottom-up) (Rauthmann, 2020).

At the individual level, according to Ryan and Deci (2005), workers' perceptions of their work environment are based on whether these organizational features are controlling or enabling. Controlling organizations cause various psychological responses from their employees, while enabling organizations engender immediate internal enjoyment and gratification within their employees (Ryan & Deci, 2005). However, a controlling or threatening workplace can induced feelings and attitudes of negativity.

In essence, external, and internal determinants of employing organizations either facilitate or impede public service motivation, and the idea of a fit between the person and the environment includes a feedback loop between work environment and individual PSM. The employment organizations are as significant as the personnel working and producing services in them. Thus, the employees and employers are conjoint so that the organization is non-existent without these staffers (Schneider, 1987). At the same time, staffers are

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psychologically, socially, culturally, and behaviourally associated with the respective public or non-profit organizations. The level of fit also engenders public service motivated staffers' outcomes and employers' outcomes and therefore impacts performance (Edwards, 2002, 2008; Edwards & Shipp, 2007; Edwards et al., 1998).

The underlying premises of P-E studies rest on a 'rational fit,' and or 'relational fit'. Rational fit relates to the employee identifies with organizational needs- mission, goals- and outcomes- performance, service delivery. These conditions constitute person-job (P-J) fit, and person-role (P-R) fit.

Though P-O fit theory has been applied within other domains, public service motivation scholars have in the last two decades applied P-O fit to bridge the gap between public service motivated staffers and public and non-profit organizations. Studies trajectories of public administration and public management research incorporate mediation or moderation studies, studies of structural influences, outcomes of PSM-fit associations, and the dark side of PSM-fit mechanisms studies.

Many public administration scholars have suggested that fit is a mediator of PSM. For instance, Mostafa, (2013) found that employees who experience person-organization-fit partially mediates the link between employees' high-performance practices, their job satisfaction and organization commitment and intention to quit. Employees' congruence with their organization also mediates the relationship between their service motives and attitudes. Lee and Roh (2017) found similar results that P-O fit mediates PSM among public workers. However, though some studies have shown that P-O fit mediates PSM, other studies revealed that PSM mediates P-O fit. For example, Jin and colleagues (2018) found that PSM mediates P-O fit and organizational commitment (OC), however the findings also indicate an indirect negative mediation on research productivity (P-T fit) and no mediation on teaching (P-J) fit.

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Taken together, the studies on the relation between P-O fit-and PSM have not yet produced conclusive results.

In contrast, other public service motivation scholars have argued that P-O fit moderates public service motivation and impacts job satisfaction. Kim investigates whether PSM alone or a PSM-P-O-fit connection better predicts work attitudes such as job satisfaction (JS) and organizational commitment (OC) of public employees in South Korea. The study revealed that PSM has both direct and indirect effect through P-O fit on employees' attitudes. The findings confirmed an employee-organization link found by others (e.g., Kristof-Brown et al., 2005; Verquer et al., 2003) with employees more likely to commit to organizations in cases where their own values are perceived as like the values of the organization. Kim (2012) also found that person-organization fit mediates the relation between PSM and work attitudes, and that PSM influences job satisfaction and organizational commitment. The results therefore slightly contradict those found in studies in the US context and the author cautioned the interpretation due to higher levels of PSM among US public servants in comparison to Korean public servants and potential further influences of organizational factors.

In another study, Kim and colleagues (2013) found that P-O fit has (in)direct effects and acts as a moderator of the influence of PSM on public employees' job satisfaction and organizational commitment. In contrast, Buszka and Ewest (2019) indicate that faith as an inherent and social value- public service motivation- moderates P-O and P-J fits among Christian workers especially as employees experience a link with the organizational culture, mission, and policies. The Christian worker therefore incorporates their faith in the working environment. Thus, whether P-O fit moderates PSM or PSM moderates P-O fit still requires further clarification.

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The second avenue of research of P-O fit-PSM connectivity is the influence of organizational characteristics. In their study of public managers, Giauque and colleagues (2015) assess how public managers are affected by human resource management practices using the distinction between intrinsically and extrinsically induced motivation. The researchers found that public managers' PSM is positively related to their internalizing their work in relation to their fit with the organization. However, extrinsic human resource factors, such as pay, do not affect managers' PSM. Another example, Gould- Williams and colleagues (2013) found that for both public and private employees P-O fit and PSM are evident as employees' personal beliefs reflect their workplace mission and there is no evidence of leaving their jobs. Employees' service orientation influences therefore the link between employees' values and organizational congruence which is manifested in employees' work performance.

Another research trajectory of P-O fit-PSM association focuses on outcomes. Fit-PSM is beneficial for gauging employees' outcomes- job satisfaction, organizational commitment. Fit-PSM mediates high performance employees' practices, their job satisfaction, and employees' organization commitment. Performance outcomes are task and contextual performance (Edwards, 2008). Organizational outcomes as functional forms which are dependent on the relationship between the employee and the organization. According to Edwards (2008) the function forms show that the outcome is maximized when difference between the employee and organization is zero and decreases symmetrically as the difference between the employee and organization increases in either direction- misfit (Edwards, 2008).

Thus, outcomes of P-O fit-PSM are significant both for personnel and the public and non-profit organizations. Fit improves PSM greater effect on job satisfaction (JS) and perceived job performance (PJP). Extant empirical evidence illuminates at the organization level that officers with high PSM produce organizational outcomes- performance and

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commitment. For instance, Jin and Lee (2012) assess public managers' job satisfaction by person-organization (P-O) fit, work experience tenure, skills, eligibility- and job training. The findings show that P-O Fit is the most positive influence on managers' job satisfaction. Work experience-demands-abilities (D-A) fit- is the second significant influencer of job satisfaction. However, job training did not predict managers' satisfaction. A second example, (Ren, 2013) found that among non-profit and for-profit employees both groups experienced job satisfaction and are committed to their working organization. There is a positive relationship of value (P-O) congruence and a negative relationship with intention to quit. In addition, ( Van Loon, Vanderabeele, & Leisink, Clarifying the relationship between public service motivation and in-role and extra-role behaviours: The relative contribution of person-job and person-organization fit, 2017) distinguish the difference between P-O fit and person-job (P-J) fit among public managers' PSM and performance in relations to in-role behaviours (IRBs) and extra-role behaviours (ERBs). The researchers found that PSM and in-role behaviours are mediated by P-J fit. However, PSM is not mediated by P-O fit and ERBs. As job selection, (Christensen & Wright, The effects of public service motivation on job choice decisions: disentangling the contributions of person-organization and person-job fit and person-, 2011) found that PSM did not increase nor decrease the job selection choices of individuals. However, this finding may be different from actual employees within the sectors.

In contrast, critics of P-O fit mechanisms argue that the 'fit' relation between the employee and the organization is uni-directional as individuals appear atomistic rather than actual mental engagement. However, individuals internalize the feelings, perceptions, and experiences of congruence with their employing organization. In addition, public service motivated staffers in public and non-profit organizations are and represent the organization in concomitant and repetitive ways (Rauthmann, 2020). Another argument against P-O fit and PSM match is whether the fit acts as a mediating or as a moderating factor on PSM. The

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commensuration of public service motivated employees to the organization overcome the mediation/ moderation dichotomy Rauthmann, 2020). Inconsistency in P-O fit-PSM outcomes is another contestation, however, empirical evidence support public service motivated staffers with match to the organization are likely to experience mismatch overtime due to overzealous PSM which may compromise health.

### **Herzberg' motivation-hygiene Theory**

Fit theories to public service motivation studies offer valuable contributions to the psychological, social, contextual, spatial and temporal processes of the interdependence of public service motivated workforce and their employing organizations. For scholars, practitioners and policymakers fit mechanisms can guide employees' motivation and retention, however, to broaden the lens of these accomplishments, understanding, knowledge, and identifications of the actual characteristics are paramount. Herzberg's dual factor as a content model identifies these individual characteristics and organizational factors which directly influence work motivation and satisfaction of work which are exhibited in employees' attitudes and behaviours (Maidani, 1991); (Herzberg F. , One more time: How to motivate employees, 1987), (Herzberg F. , Herzberg On Motivation, 1988); Herzberg, et al., 1959). Polarized factors constitute decision making, achievement, accomplishment, recognition, and job content which motivate and satisfy workers on one hand; whereas on the other hand policies, supervision, relationships, salary, security, working conditions which cause employees' discomfort and dissatisfaction (Hur, 2018; Yang & Wang, 2013; (Zhang Y. , 2019); Herzberg, 1966).

Individual characteristics and organizational features simultaneously influence the attitudes, behaviours, actions, motivation, and satisfaction/dissatisfaction of employees. Duality bridges misconceptions that organizations and their employees are separate entities but rather push-pull effect or mixture that cause motivation, performance and

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satisfaction/dissatisfaction. The motivation hygiene model reflects the driving force of public service motivated public servants and non-profit workers and temporally and spatially the threats within public and non-profit organizations which influence PSM. For instance, (Khojasteh, 1993)p. 393) comparative study between public managers and business managers, with the application and citation of Porter & Lawlor (1968) research methodology in which perceptions of 'importance' of satisfaction with' or 'dissatisfaction with' are investigated. The researcher found disparity between the two groups. Public managers significantly value intrinsic factors such as recognition and placed less value on extrinsic factors such as salary and job security than compared with their private counterparts (Khojasteh, 1993).

Individual characteristics identified by Herzberg are among the value repertoire of public service motivated workforce which influence job performance and satisfaction as well as employees' wellbeing and quality of working life (Hur, 2018; Deb, 2018; (Hyun & Oh, 2011). Organizational factors influence motives for public service performance and delivery, which affect organizational success gauged by meeting the needs and demands of service beneficiaries. For example, Yang and Wang (2013) investigated Chinese civil servants' job satisfaction based on personal attributes and organizational determinants among 800 two levels of municipal workers. They found both personal and work factors influenced job satisfaction. Civil servants' job satisfaction included task variety, weekly working hours, salary, balance of work and family, confidence in career development, work environment safety, relations with colleagues, age, and education (Yang & Wang, 2013 p. 581). The researcher also found that gender and marital status moderated the association between salary and job satisfaction.

Mixed findings with the application of Herzberg's motivation hygiene theory garnered critics to suggest that dual factor model does not make itself to be what it is. The

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primary focus of dual factor theory opponents suggested is that job satisfaction, while work motivation takes a secondary focus. A second criticism is some individual and organizational determinants are intertwined across the two sets of factors and not instead exclusive (Thant & Chang, 2020); Maidani, 1991). Despite the criticisms motivation hygiene theory is fruitful for public and non-profit organizational success or failure through meeting or not meeting the needs and demands of service users; and/ or affecting work quality and wellbeing of public service motivated workforce (Deb, 2018; Hur, 2018; Hyun & Oh, 2011). The interconnection of factors of motivation and factors of hygiene has been relieved by first level factors- those linked to both factors- and second level factors-those which remain exclusive, Herzberg (1988). Public administration scholarship and praxis can benefit by increasing its interest and use from the content dual factor model to improve and steer PSM-job performance-job satisfaction connectivity.

### **New Public Management reforms and PSM**

The research strand focusing on the role of organizational values and the question of fit between the individual's and organization's values also connects the study of PSM to the wider agenda of public management traditions and reforms. The traditional public management system regards public officials and officers as custodians of the public interest and welfare (Alford & O'Flynn, 2012) p. 44-49) and of possessors of public service motivation (see Perry, 2000 and Perry & Wise, 1996, as discussed above). The public sector is characterized by top-down control within the traditional public management framework and policy making is separated from policy implementation (Iacovino, Barsanti, & Cinquini, 2017); (Howieson & Hodges, 2016) pp 43-44; (Bryson, Crosby, & Bloomberg, 2014) p. 446). From the perspective of the public servant, the public sector provided them with job security, automatic salary progression and a respected position in society (Hood, 1991).



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The paradigm of New Public Management gained traction in the 1970s and introduced a stronger market logic and performance management used in the private sector. The New Public Management approach aimed at improving the efficiency and effectiveness of public services, at providing better and faster services for the public and to make government organizations more responsible and responsive towards the needs and demands of citizens (Hood, 1991). Almost half a century later, the development and adoption of government reforms through its public organizations have progressed across the globe at different pace; and there is no uniformity in the adoption. Governments have crafted hybrid models of the reforms that are country specific (Lynn, Public Management: Old & New, 2006); (Toonen, 1999) p. 237). The reforms, however, are based on increasing the performance of public organizations and their workforce to meet the growing and needed demands of service beneficiaries through models nested in economics that steer performance benchmarks towards profit margins.

The principles embedded in the reforms- New Public Management (NPM) and recently New Public Governance (NPG)- are financial gains, risk-taking, responsiveness, innovation, and enterprise (Van der Wal et al., 2003; (Alridge & Stoker, 2002). The principles of responsiveness and innovation emphasize beneficiaries' sovereignty which propel public workforces to engender newer and faster ways of service provision and delivery, inherent in this approach is quantity and output with lesser regard for input and quality (Hood, The New Public Management in the eighties, 1995). The other propositions of the reforms are profit, risk-taking, and enterprise are aimed at making public organizations sustainable, profitable, and relevant. These new propositions have also shifted control from centralized executive control to administrative control, which has expanded the responsibilities of public administrators and senior managements (Denhardt & Denhardt, 2000) p. 549). In the face of decreasing fiscal budgets, public organizations have a greater

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responsibility to justify their productivity, and lessen corruption with stricter bureaucratic processes (Hood, 1995). The added responsibilities include decreasing government services directly by contracting out and/or public-private partnerships thereby bringing other sectors- business, non-profits- into the provision and delivery of public services.

Criticisms regarding the reforms have been sighted from various perspectives focusing on purpose, effects, and outcomes (Hood & Peters, *The Middle Aging of New Public Management: Into the Age of Paradox*, 2004) ; (Christensen & Laegreid, *New public management: The effects of contractualism and devolution on political control*, 2001); . (Hood, *The Art of the State: Culture, Rhetoric, and Public Management.*, 2000). Studies have shown that the principles of the New Public Management and New Public Governance have alternative roles (Bach, Kessler, & Heron, *The consequences of assistant roles in the public service: Degradation or empowerment*, 2007) since the application of a market model in a norm-based environment is problematic. Second, some opponents have argued that NPM and NPG frameworks are contrary to the foundation of public service principles that are other-oriented norms or public interest (Hebson, Grimeshaw, & Marchington, 2004), and influencing public service norms (Pollitt, Pollitt, C. (2006). *Performance information for democracy: the missing link*, 2006); (Marsden D. , 2004); (Crouch, 2005). Further researchers have found that the reforms erode professional codes of conduct (Pollitt & Bouckaert, *Evaluating Public Management Reform: An International Perspective*, 2000), and the erosion of the predominantly career-based model of employment (Bach & Givan, *varieties of new public management: The reform of public employment relations in the UK and USA*, 2011) replaced with pecuniary performance incentives ... (Moynihan, *A workforce of cynics: The effects of contemporary reforms on public service motivation*, 2010); (Anderfuhren-Biget & Varone, 2010); (Paarlberg & Perry, 2008) ). Rhode (2004) also found that government reforms have a negative influence on public servants and public

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service ethos (beliefs) ... (Rhodes, 1996); (Marsden & Richardson, 1994). Finally, the bureaucracy introduced as part of the New Public Management reforms rather than enable service delivery has yielded in negative results and decreased public service motivation (Steijn & Van der Voet, 2019; Kjeldsen et al., 2018; Giauque et al., 2012; (Scott & Pandey, 2005). The inversion effect of bureaucracy reduced public service motives among public servants due to heightened policies, regulations, evaluative approach, whereas organization success and citizens' demands were supposed to increase. However, lower public service motivated workforce results in a lowering organizational success and unwillingness, lack of ability or both to meet the needs of public service users.

### **The Bahamian Context**

The Bahamas is a former British colony was gained its independence five decades ago and is governed by modified Westminster-Whitehall model of government with centralized government with control and power over its ministries and departments along with its constituted Public Service (Public Service Act, 1967) with its regulated policies (General Orders). Its recent population statistic is 407,906 (2021) which by population definition is regarded as a 'small island state' along with its size, maritime environment, limited economy, and its strong tourism dependency (UN). It is an archipelago of 700 low lying islands and keys with twenty-three inhabited islands with its highest point is 206 feet (63 m) above sea level. It occupies 110 square miles (285 square km) and experiences seasonal hurricanes which compromise its coastline, freshwater reserves, and its major income from tourism. The Bahamas lies off the US of Florida and Cuba and Hispaniola, geographically it is the gateway to the Gulf of Mexico, Caribbean Sea, entire Central America region ... (Harris, Saunders, & Albury, 2022)

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A scant stream of empirical evidence with distinct trajectories about public servants and influence of government reforms, and non-profit organizations is available in the context of the Bahamas (Underwood, 2018; Pintard-Newry 2018; Rolle & Klinger, 2012; Sutton, 2008; Osman, 2008; Draper, 2005; Rolle, 1996). Regarding public servants, studies revealed the challenges within public organizations. One example is the report on human resource management of Public Service by Underwood (2018). The report generated by Underwood (2018) utilized Caribbean-specific version of Inter-American Development Bank (IDB) criteria assessment of the human resource management (HRS) of the public service (PS), and data collection involved top executives with public organizations. The report illuminated that ‘good management of civil service’ included among other factors are a solid performance framework, career development opportunities, and good relations with staff (p. xvi). The assessments focused on seven quality indices of eight HRM subgroups which included 38 critical points. The quality indices and HRM subgroups had a maximum score of 100 per unit (Underwood, 2018 p. xvi). The aggregated Civil Service Development Index is indicative of the measurement of development and practical implement within the public service. Score ranks were high, medium and low with high scoring 60 and greater, medium scores between 40 to 59, and low scores below 40.

The findings showed significant deficits within the public service (See Table below). The public service human resource evaluation garnered an overall score of 19. The highest scores were policies and regulations with a score of 47 and interrelations among the workforce with a score of 40. However, significant low scores (10 and 7) were in four areas- structural coherence; functional capacity; management capabilities; and diversity management (Underwood, 2018 p. 22).

The Bahamas’ Civil Service Development Scores, by Quality Index (2017)

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Civil Service Development Index (aggregated index), is the simple average of the following indices. Measures the overall development of HRM in the civil service, (19).

1. Efficiency reflects the degree of optimization of the organization's investment in its human capital, (16).

2. Merit Reflects the extent to which the organization has well-established policies designed to safeguard employees against arbitrary actions and favoritism in managerial decision making, (47).

3. Structural Consistency Reflects the level of strategic coherence, management and process consistency existing in the organization's HRM systems, (10).

4. Functional Capacity Captures the degree of provision, development, and encouragement of relevant competencies in the organization along with the effectiveness of existing performance incentives and overall flexibility/adaptability in the face of changing organizational priorities, (7).

5. Integrative Capacity Measures the extent to which management, employees, and other key stakeholders experience a sense of belonging and the absence of conflict, (40).

6. Management Capabilities Covers the spectrum from Transactional Management to Transformational Leadership, (7).

7. Diversity Management Measures the extent to which opportunities in the Civil Service may be curtailed due to differences associated with race, ethnicity, language, gender, disability, and others, (10).

The findings revealed that strict bureaucracy is maintained within the public service which is consequential of hybrid New Public Management Reform (Sutton, 2008; (Draper, 2001) and consistent with previous empirical findings (Hood, 1995). The relationships between job levels of public servants appeared to be a buffer for the shortcomings within

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public organizations. Further, Underwood found that educational, managerial and consistency across organizations are significantly challenged. Internal and external pressures influenced the public service workforce.

As early as the mid 1990 efforts to improve the Bahamian public service proved unfruitful and challenges identified by Underwood (2018) appear chronic challenges within public organizations. For example, In the study conducted by Rolle (1996) transitioned from automatic salary progression to salary progress by merit for the attraction-selection-retention of higher skilled professionals and improve public organizations performance. The scholar gathered qualitative data by interviews among high hierarchical officers- politicians, permanent secretaries, first assistant secretaries, personal officers, general managers, and journalists (p. 132). She found that multiple constraining agendas, personal and structural, past and present, and internal and external impact the implementation of pay by merit systems. These factors included an ‘attachment to the traditional centralized public management system; reform policies designed such as performance appraisals but not executed; lack of decision-making power of executive administrators; a surplus of unskilled employees and an inability to attract skilled professionals’ (Rolle, 1996 p. 231-237). Other pull-push factors are politicians gained votes through job offers to citizens on one hand and on the other, administrators as change agents heralded the New Public Management Reform along with Klinger’s transition model from tradition to merit system. The author identified other extenuating factors as chronic unemployment and resource scarcity (Rolle, 1996 p. 238-244). A decade and half later, Rolle and Klinger (2012) conducted an evaluative assessment of performance appraisal as a performance monitoring and evaluative tool based on public personnel perception. The researchers conducted six focus groups among public servants with varied pay grades and in the first and second islands according to population and employment, Nassau, Bahamas and Freeport, Grand Bahama. The results revealed public

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servants generally have negative perceptions and attitudes of the purpose, execution, and outcomes. Over three quarters of managerial and subordinate respondents regard the present process as a failure of performance appraisal objectives. Respondents expressed that managers are not knowledgeable about appropriate skills to perform the appraisal along with their job roles and strongly perceived therefore managers inaccurately evaluate their subordinates. The next three questions related to employees' perceptions of the appraisal system. More than half of respondents admitted they do not understand nor accept the appraisal. They further perceived no congruency between the appraisal and their long-term objectives for education and development. Another participants' perceptions and attitudes about the performance appraisal perceive that the appraisal system reflects appraiser's bias and subjectivity, and it reveals employee-manager disconnect (Rolle & Klinger, 2012 p. 306-310).

The empirical evidence presented illustrates decades of limitations and complexities within public service and public servants' attitudes and perceptions to their working environment and its impact on motives and satisfaction. In another study conducted in the Bahamas evaluated job satisfaction among public servants. Osman (2008) investigated work satisfaction in relations to age, gender, and pay grade among public servants in Grand Bahama, Bahamas (second most populated city). Data were collected using questionnaires among fully employed public employees, supervisors and non-supervisors, and professionals and nonprofessionals, both males and females within 26 departments. The researcher found that 58% of respondents were females, 40% were males with annual salary range from \$16,000- \$22,999. The finding showed that 55% of respondents who were less than 40 years old regarded their job as moderately important. Respondents almost equally agreed (44%) or were undecided (47%) that their job was satisfying. With regards to pay, 21% were well paid, 41% were underpaid, and 20% of both respondents were paid adequately and not paid

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adequately. Another finding was males obtained higher scores for work and overall job in general. However, it confirmed that other variables- work in general, relations with colleagues, and facets of work received higher scores than job satisfaction and salary. The researcher concludes that public servants in Grand Bahama were dissatisfied with their jobs (Osman, 2008 p. 131-2).

Public servants within public organizations are influenced by a multiplicity of factors generated by past and present conditions which appear not to be solved soon, despite these trajectories which are common in public organizations, alongside public organizations are non-profit organizations with a desire to alleviate societal ills.

Pintard-Newry's (2018) examination of six non-profit organizations- education, environment and health- development in the Bahamas were based on concerns about socio-econ-political and environmental issues (Pintard-Newry, 2018 p. 2). Social ills within the nation are the downstream of drug and firearms trafficking and HIV/AIDS epidemic with three factors identified by the author. One of these three conditions included the economic vulnerability of this developing nation, with the main income derived from tourism and a country lacking nature resources. The second societal condition is environmental challenges of a nation prone to hurricanes with a low-lying land mass which increases the nation's fragility (p. 6). And the third condition is the geographic location and nature between United States, Caribbean, and Central America; and a nation with multiple borders as an archipelago (p. 7). These geographic conditions made the Bahamas, the middle stop for drug and firearm trafficking, with the effects seen in drug abuse and gun violence, which was followed by HIV/AIDS epidemic (p. 131-5).

The author further indicated that the organizations have developed most notably from social and environmental concerns of the nation's elites with funding capacity and encouragement from other citizens. The relationship with the government between non-



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profits had mainly been independent between the two sectors. In instances where non-profits decided to discontinue service, government continues to maintain a hand-off approach but seek out other societal wealthy citizens to continue the service (Pintard-Newry, 2018 p. 145). Public servants and non-profit workers perform public services within complex, complicated environments which influence their motives, attitudes, and values for public services, an empirical understanding of these individuals is critical for public administration researchers and practitioners.

### **Relevance of the Study**

For this study, Vandenabeele's definition is adopted because of its combined focus on values, attitudes, and behaviours instead of the earlier definitions of PSM as individual trait. Applying this definition also allows the researcher to investigate individuals' attitudes and perceptions within different types of organizations against the underlying assumption of serving in the public interest. For this study, public service motivation is defined to include attitudes, motives, and behaviours of public and non-profit staffers towards service users, the public interest and contribution to society (Vandenabeele, 2009). This study contributes to PSM research expansion and understanding in several ways. First, it explores public and non-profit workforce PSM influenced by organizational factors in the context of a small island state. The concentration of PSM research has been within industrialized countries with scant evidence from developing countries. Second, PSM is explored through the lens of Herzberg's two factor theory (Herzberg et al., 1959) which few PSM studies have used, along with commonly used self-determination theory (Ryan & Deci, 2002, 2005), and person-organization fit theory (Kristof-Brown, 1996; Kristof-Brown et al., 2004).

Third, a few PSM scholars have used case study methodology (Christensen & Wright, Public service motivation and ethical behaviour: Evidence from three experiments, 2018); Pedersen, 2015; (Belle, 2013) ; Moynihan, 2013). Further, there have been recommendations

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to diversify PSM data collection methods to further validate PSM (Ritz et al., 2016; Vandenabeele et al., 2014; Perry 2000). A third reason for this multiple case research between public and non-profit organizations is PSM research in these sectors has not been in tandem. Instead, the most empirical focus of PSM is about public employees.

Case design allows for multiple data gathering methods (Yin, 1994). This study uses Q-technique for PSM exploration qualitatively and quantitatively... (Degraaf & Van Excel, 2008); Brewer et al., 2000; (Brown, Durning, & Selden, Q-methodology. In G. W. Miller & M., 1998) p. 601). PSM international measure (Kim et al., 2010) is adopted along with continuous commitment measure (Meyer & Allen, 1991) to add variation to PSM measure. In addition, previously Brewer and colleagues' (2000) PSM-q-methodology study used the original measure (Perry, 1996) to investigate the conceptions of PSM.

Semi-structured interviews are also used as qualitative data collection about the influence of organizational factors as few PSM studies have used interviews. (Kjeldsen A. M., Sectoral and occupational differences in public service motivation , 2012); Ritz 2011; Vandenabeele 2008; Brewer et al. 2000). Data collection will also involve the revision organizational mission and goals. Empirical evidence shows goals are heterogeneous which indicates complexity of public sector organizations. While evidence revealed that multiple goal- oriented organizations negatively or positively influence PSM (Belrhiti, Van Damme, Belalia, & Marchal, 2019); Ritz & Neumann, 2016; Paarlberg & Perry, 2008).

## **Conclusion**

The empirical evidence about public service motivation illuminates the motives, attitudes, and values of individuals employed in public organizations and non-profit organizations. The public service motivated workforce within these organizations delivers

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and provides goods and services in supposedly compassionate working environments which offer the length, breath, and depth of situations for these employees to give back to society through altruistic and prosocial attitudes and behaviours. The workforce with high degree of public service motivation is an economic resource for governments and society as this workforce receives lower pay, is not motivated by extrinsic incentives, and represents the evidence of a progressive society and one which take under consideration future generations. Public service though is delivered in complex and often in constraining circumstances. The spotlight on this workforce across the globe is evident as academics, managers, and government continue to seek new ways to understand, motivate, retain, and attract PSM individuals.

The motives, attitudes, and values of employees with PSM are executed in complex organizations, despite their determination and desire to make a difference in society. Studies show that competing forces within and without impact this motivated workforce health and wellbeing, influence their motivation with consequences of discordant fits, values, and satisfaction. As a resource of the two of the largest groups of employees as public service motivated individuals, it is imperative that organizational factors are altered, improved, and change as to engage the psychological partnership with these individuals to meet the needs and demands of individuals, groups, and citizens. The interplay between PSM employees and public and non-profit organizations needs to be increasingly understood and determined.

As across the globe, developed countries remain focus empirically on public service motivation, its benefits as extends, to the recipients of the services, the organizations, the employees with motives and attitudes of public services, and to the wider public. The contribution of a small island state to the scholarship of public administration and public service motivation is therefore substantial to broaden our understanding of this phenomenon. In addition, recommendations about methodological, theoretical and practical approaches are

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required to steer the direction and move closer to accomplish these goals. Thus, the following chapters address these issues.

### **Chapter Three**

#### **Theoretical Framework**

##### **Herzberg's Dual-Factor Theory**

##### **Introduction**

The theoretical frameworks adopted in this current chapter expands the understanding of public service motivation as it relates to motivation regarded as a personal attribute and organizations in which public service commonly occurs, along with the interplay between the two. Motivation of public service emphasizes an individual's drive that is altruistic and or prosocial attitudes or behaviours (Rainey & Steinbauer, 1999; (Kjeldsen & Botcher-Jacobsen, 2013). A public service motivated workforce is the prime element within public and non-profit organizations and is the face of these organizations (Christensen & Whiting, Employee evaluations in the public sector: Public service motivation, task, and citizenship behaviours., 2009). Thus, public servants and non-profit workers with motives of public service influence these entities that they work for, yet these organizations also affect the workforce. While motivation is an individual characteristic and greater emphasis is applied to motivation (Vandenabeele, 2007), public service is equally significant especially since public sector organizations afford individual with motives of public service to perform it within these entities. Public and non-profit sectors enable consistent opportunities for delivery of public service through helping others and influencing society for its good (Perry & Hondeghem, 2008; Perry & Wise, 1990). Public administration scholars focus on motives of the workforce with other-oriented attitudes and behaviours as a contradiction to business-oriented attitudes and behaviours, thus distinguishing normative attitudes from rational behaviours (Vandenabeele et al., 2014; Anderfuhren-Bigot, & Varone, 2010; Perry, 2000). It

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should be noted that both types of attitudes and behaviours may be found in each entity, however, public service is congruent with public sector organizations. Theories of psychology and organizations expand the understanding between individual and organization, and therefore are appropriate to apply to public service motivation. This current study adopts three theories to fulfil this apparent bridge that are Herzberg's motivation hygiene factor theory with its contemporary theory of self-determination, and person-organization fits are applied .

Herzberg's dual-factor theory is an extension of Maslow's hierarchy of needs which constitutes physiological, safety, love and belonging, esteem, and self-actualization needs. The dual factor

theory postulates that these human needs are also influenced by conditions in which the individual exist or interact such as within the workplace. According to Herzberg and his colleagues (1959) within the working organizations two sets of factors which are independent of each other are present. The two sets of determinants consist of personal and organizational features. Thus, Herzberg two factor theory focuses on '*what*' the factors are and therefore expands public service motivation knowledge since Herzberg identifies individual attributes and organizational features. Herzberg and colleagues emphasized that factors must be sufficiently balance before individual experience motivation to work since the dynamics of the organization affect workers enjoying their job or disliking it (Herzberg et al, 1968). The dual factor theory (also called motivation-hygiene theory) focuses both individual needs and organizational factors or motivational factors that are personal and hygiene factors that are external features. Thus, according to Herzberg et al, (1959, the motivation hygiene theory is based on attitudes of satisfaction and dissatisfactions, and behaviour of job performance. Though the hygiene motivation theory reveals what factors are found in organizations, the theory does not explain how these features occur within organizations.

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Explanations of the determinants of individual characteristics and organizational features are achieved through self-determination theory. Self-determination theory advances the independent dual factor to rather a continuum model (Ryan & Deci, 2001). The theory emphasizes the components for human growth and development and how the working environment contribute or impede growth and development. The researchers hypothesize three interrelated components for human growth and development which are autonomy, competence, and relatedness. Self-determination explains the individual's cognitive and emotive perspectives based on the conditions in the workplace. Working conditions in organizations evoke internalization of specific cognition and emotions which are based on how workers perceive and believe them. Thus, these determinants are inherent attributes and external features. Ryan and Deci's self-determination theory significantly contributes to public service motivation knowledge by offering causal explanations of motivation and organizational factors, simultaneously, which are exiguously manifested in public service motivation literature.

Though the influences of organizations, individual's cognition and emotions proffer explanations regarding self-determination, the embeddedness of individuals and their working environment may be further explained through association based on congruent values and beliefs. Person-organization fit links individuals with the environments in which they work and their symmetry (Kristof-Brown et al., 1996). On one hand, the fit between individuals and their workplace is dynamic as workplace conditions are malleable. On the other hand, the fit between individuals and their workplace is constant such as the case with a highly public service motivated workforce. Two continua emerge in person-organization fit with multiple dimensions of fit. Further two perspectives of fit are based on supplementary or complementary, which determine whether fit is an association or disassociation.

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This chapter therefore presents a broader understanding of public service motivation by adding the impact of organizational conditions by employing Herzberg's motivation hygiene theory and relevant public and non-profit studies along with attitudinal and behavioural studies of job satisfaction and performance, respectively. Self-determination theory to explain public service motivation; and person-organization fit by clarifying link between individuals and organizations.

### **Herzberg's motivation hygiene theory**

Following the Second World War, the industrial revolution in America created masses of jobs as America experienced a hundred percent employment rate. Under this condition of full employment with no threat of job loss, Herzberg, Mausner, and Synderman hypothesize how to improve workers' performance. Herzberg and his colleagues (1959) set out to discover *what* makes workers happy on the job and added to the branch of evidence about needs research and closed a gap between organizational studies and personal psychology studies. The researchers targeted 200 engineers and accountants' managers within the Pittsburg area that was a representative of an industrialized city. The engineers and accountants were selected as a purposive sample. The two groups were considered representative of the educated workforce and possessed skills of communication and understanding. The groups were asked to describe conditions when they feel most happy with their job and conditions when they feel unhappy with the job (p. 113). The groups' responses and answers revealed distinct types of conditions. On the one hand, managers expressed feelings of happiness and sense of satisfaction about conditions they personally had control over. On the other hand, managers illuminated conditions beyond their control that made them feel uncomfortable. The conditions which cause feelings of discomfort led to dissatisfaction. Herzberg illustrated managers' accounts as such: -

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When our respondents reported feeling happy about their jobs, they most frequently described factors related to their tasks, to events that indicated to them that they were successful in their performance of their work, and to the possibility of professional growth. Conversely, when feelings of unhappiness were reported, they were not associated with the job itself but with conditions which surround doing the job (Herzberg et al., 1959 p. 113).

Herzberg and his colleagues found that managers were satisfied when they had accomplished a task, achieved a goal, felt competent, and were given opportunities to make decisions. The researchers categorized the factors which managers derived a feeling of joy; and classified the factors which elicit feelings of discomfort into motivation-hygiene factors. (See table below). The factors which cause managers to experience a sense of happiness include achievement, advancement, responsibility, and the actual work itself. According to Herzberg and associates proposed that workplace ‘achievement’ engenders feelings of joy and happiness (Herzberg et al., 1959). However, a more recent definition of achievement by (Suarez-Alvarez, Campillo-Alvarez, Fonseca-Pedrero, Garcia-Cueto, & Muniz, 2013), encompasses different feelings of happiness or sadness based on success or failure to accomplish one’s work. The dual theorists regard the concept of ‘advancement’ such as increased knowledge and skills (Herzberg et al., 1959). Riley, (2005) later describes advancement as expected or unexpected possibilities such as a higher level of pay grade. For example, when an employee expects to receive a promotion with a higher pay grade and instead it is withheld, the employee experiences dissatisfaction with his /her job. Whereas, if an employee receives an unexpected promotion her/or she experiences job satisfaction. ‘Responsibility’. Herzberg concluded that managers regard having ‘responsibility’ as significant, and it boosts their desire to work. Work content’ according to Herzberg contributes to job satisfaction when work is challenging and stimulating (Herzberg, 2005).



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Referring also to work content, (Kanfer, Frese, & Johnson, 2017) hypothesize that work motivation:

Affects the skills that individuals develop, the jobs and careers that individuals pursue, and the way which individuals allocate their resources. These resources constitute attention, effort, time, and human and social capital which influence the direction, intensity, and persistence of activities during work.

According to Herzberg, Mausner and Synderman, on one hand personal determinants engender job satisfaction, on the other hand, factors which frustrate managers cause feelings of dissatisfaction. These are working conditions, company policy and administration, technical supervision, and interpersonal relationships, and salary. Herzberg and associates concluded that hygiene factors as extrinsic factors. Workers feel a sense of frustration when these organizational features are lacking or pressuring. For example, workplace policy or regulation is enforced harshly, workers experience feelings of dissatisfaction. A condition such as resources to complete their work, workers' discontentment is diminished. Hygiene factors therefore may be inhibiting or facilitating.

**Table 1**

*Herzberg's Motivation-Hygiene Theory (Two-Factor) Theory*

Motivation Factors (Job satisfaction)	Hygiene Factors (Job Dissatisfaction)
Achievement	Working Conditions
Work itself	Company Policy/ Administration
Advancement	Supervision-technical
Responsibility	Interpersonal relations- Supervision
	Salary

Note from 'The Motivation to Work' by F. Herzberg, B. Mausner, and B. B. Syderman, 1959. New York: John Wiley.

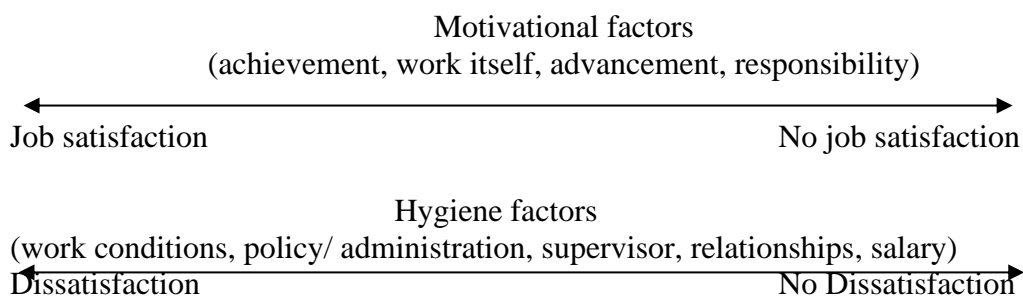
The researchers postulated that the dichotomous findings of the dual factors generated two independent continua (See Figure below) *and at inadvertently dispelled the general notion*

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that these conditions were on a single continuum. -Motivation features (i.e. achievement, advancement, responsibility, and work itself) because of the job being satisfying on one extreme and not satisfying at the other extreme. Hygiene factors which are policy and administration, supervisors and relationships, salary, and working conditions result in dissatisfaction due to inadequate organizational conditions to no dissatisfaction when organizational conditions are adequate.

**Figure 3**

### *Motivation-Hygiene Theory*



Note. From Herzberg, Measur, and Synder two distinct factors

Herzberg's dual factor theory has been applied globally and across numerous disciplines such as economics, education, and science, to name a few. Interest in two-factor theory grew in the early 1960s. These researchers duplicated the original study, and their findings validated the motivation-hygiene theory. The findings were an encouragement for Herzberg and caused restructuring of management practice. The professional managers possessed skills in planning, organizing, and rewarding employees' work through enrichment actions. Herzberg believed that if managers and supervisors '*want employees to work,*' he advised managers '*find the means to make workers want to work*' (Herzberg, 1982 p.221). He defined a healthy organization 'one which provides workers with decent working conditions and adequate salaries but also for motivation such as job satisfaction, achievement, responsibility, recognition, and advancement.

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However, public administration and management studies regarding public service motivation within public service-oriented organizations with the application Herzberg's dual factor theory (Hur, 2018; Khoshnevisa, & Tahmasebi, 2016; Zhang et al., 2011; Ellickson & Logsdon, 2002; Maidani, 1991) are scant (See table below). Further the organizational findings of motivational characteristics versus hygiene features are incongruent and contextual.

### **Public organizations**

For instance, Maidani (1991) duplicated Herzberg and associates' study between accountants and engineers within the public organizations and private organizations in Florida. The findings show that within the public organizations' hygiene factors are more significantly than private organizations, and are related to job satisfaction, similarly to motivation factors. Thus, the results indicate that conditions within public organizations engender greater job satisfaction than private organizations (p. 448). The results contradict the Herzberg's internal and external features as opposing feelings of satisfaction and dissatisfaction, respectively.

Further contradiction to the dual theory within public organizations is revealed. For instance, even though (Ellickson & Logsdon, Determinants of job satisfaction of municipal government employees., 2002) did not specifically suggest that their study tested Herzberg's theory, they found that both extrinsic and intrinsic motivators were associated with the job satisfaction of municipal employees in the Midwest region of America.

Among Chinese public organizations, mixed dual factor results emerged. (Zhang, You, Lui, & Zheng, 2014) found that government managers exhibit attitudes of job satisfaction based on personal attributes, and public service motivation positively influence job satisfaction. They confirmed that job frustration is engendered by two hygiene factors-

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working conditions and salaries. However, the findings also revealed that workplace policy, relations, job ambiguity are both motivation factors and hygiene features.

Motivation hygiene factors evidence shows inconsistent results within public organizations as well as among different grades of public employees. For example, (Hoshnevisa & Tahmesebi, 2016) present the results of motivation hygiene determinants within a single Iranian public organization. The researchers found that improvement of organizational factors positively influence public employees and chief operating officers' motivation but had less impact among middle managers. Instead, middle managers are positively affected by motivational determinants.

With the use of secondary data from the US National Administrative Studies Project (NASP III), public organizational features do confirm Herzberg's theory. For example, (Hur, Testing Herzberg's 2-factor theory of motivation in the public sector: Is it application to public management, 2018) compared motivation hygiene factors within public organizations versus private business. The author found that public managers and private business managers regarded hygiene factors similarly as attitudes of no satisfaction and behaviours of low performance. Thus, confirming Herzberg's hygiene factors. However, job satisfaction and performance may be contextual, because advancement, training and career development, and increased responsibility were not salient to increase job satisfaction unlike the prediction in Herzberg's study. Possible reasons are: - 1) though advancement in public jobs is a given, managers have already advanced or at the highest level, so these motivators may not apply to them. 2) opportunities for training and development if required by employers, they make not intrinsically motivate managers since it is not their personal drive. 3) Responsibility and power within public organizations are limited due to regulations, rules, and policies.

**Table 2**

## PUBLIC SERVICE MOTIVATION

### *Public service motivation and duality theory within public organizations*

Author	Year	Research
Maidan	1991	Comparative study of Herzberg's two-factor theory of job satisfaction among public and private sectors. <i>Public Personnel Management</i> , 20(4), 441-448.
Ellickson & Logsdon	2002	Determinants of job satisfaction of municipal government employees. <i>Public Personnel Management</i> , 31(3), 343-358.
Zhang et al.,	2011	Relationship between self-efficacy belief and achievement motivation in student nurse. <i>Chinese Nurse Research</i> , 2 (2/3), 67-70.
Khoshnevisa, & Tahmasebi	2016	The motivation system in a governmental organization. <i>Procedia-Social and Behavioural Sciences</i> , 230, 212-218.
Hur	2018	Testing Herzberg's 2-factor theory of motivation in the public sector: Is it application to public management. <i>Public Organization Review</i> , 18, 329-343.

### **Non-profit organizations**

Despite public service motivation studies within government organizations applying Herzberg's two-factor theory are minimal, non-profit studies utilize the theory more frequently (Mahon, 2016 ; Chantaplaboon, 2016; Weisberg & Dent, 2016; Cook, 2014; Park & Word, 2012) (See table below).

Studies within non-profit organizations applying the dual factor theory have confirmed and have not confirmed the previous findings of Herzberg and his associates (Mahon, 2016; Chantaplaboon, 2016; Weisberg & Dent, 2016; Mohiuddin & Gurjit-Dulay, 2015; Cook, 2014; Park & Word, 2012). For instance, (Park & Word, Serving the mission: Organizational antecedents and social consequences of job choice motivation in the non-profit sector, 2012) examine within non-profit organizations using secondary data from the NASP-III survey conducted in Georgia and Illinois regarding motivation characteristics and demographic features of managers. They found and suggest that motives to work in these organizations are

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inherent. Additionally, the level of individual motivation and job choice motivation are impacted by demographics of gender, age, ethnicity, type of job, and level of education.

However, a study in the United Kingdom conducted by (Mohiuddini & Dulay, 2015) within a single non-profit organization, they found that non-financial rewards are motivational features such as extra time away from work, employee-of-the-month initiatives, and employee recognition. These two studies confirm similar findings regarding public service motivated workforce with public sector organizations.

In a study regarding components of job satisfactions with public service motivation the evidence varied. For example, (Cook, 2014) identifies public service motivation- satisfaction-commitment level association between non-profit executives and full-time employees across four southern US states. The researcher shows that among public service-oriented executives' job satisfaction constituents are significant which are the nature of work, pay, supervision and coworkers' interactions. But the group showed no significance for commitment components of continuance, affective, and normative nor demographics. However, among public service motivated employees, two job satisfaction components are salient such as the nature of the work, and operating conditions; along with normative commitment showed slight significance, when regressed together or with the job satisfaction or with demographics. The evidence so far reveals that Herzberg's motivation hygiene theory is complex within non-profit organizations.

Even the revision of dual factors theory over a decade in non-profit organization studies the findings are mixed. (Weisberg & Dent, 2016). reviewed the evidence regarding disparities of community-based, non-profit human services organizations to engender job satisfaction. The literature identifies employees' dissatisfaction due to factors such as increased compliance demands, salaries along with unpaid overtime payments, and challenges to meet organizational outcomes. Recommended avenues to improve employees'

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satisfaction with non-monetary satisfiers include flexible hours of work, best practices, and extending roles and responsibilities.

Another study (Dissert-Natthayanee, 2016) investigates Thai's non-profit organizations along the factors affecting human resource practices, employees' engagement, and retention. The results reveal that organizational tenure average four to six years. Organizational sustainability depended on private donations and fundraising activities. Employee engagement is affected by organizational factors that reduce quit intention, directly and indirectly which are increased learning opportunities, employee-other relationships, participation, mission attachment, and reduction in stress.

However, among Irish non-profit organizations faced with as greater need for more non-profits to buffer against socio-economic challenges, increased service users' demands-versus human resource shortage is strained, and excessive mission attachment may result in burnout and turnover in these organizations. (Mahon, 2016) found besides desire to make a difference through service, along with mission attachment, other factors influence non-profit work. For instance, such factors which promote employees' persistence in public services, and organizational relational features are most significant, based on organizational culture and management approaches.

**Table 3**

*Public service motivation and duality theory in non-profit organizations*

Author	Year	Research
Park & Word	2012	Serving the mission: Organizational antecedents and social consequences of job choice motivation in the non-profit sector. <i>International Review of Public Administration</i> , 17(3), 169-206.
Cook	2014	Motivation in the nonprofit sector: How does public service motivation, job satisfaction, and level of commitment explain executive directors' and full-time employees' motivation to achieve the mission of the organization.

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Mohiuddin & Gurjit-Dulay,	2015	Employee motivation in non-profits: Evidence from a community-based voluntary organization. <i>International Journal of Business and Management</i> , 10(11); 74-82.
Mahon	2016	More than a caring personality: Factors affecting staff retention in non profit organisations in Ireland <i>The Irish Social Worker Spring</i> , 45-50.
Chantaplaboon,	2016	<i>Employee retention: causal analysis for non-profit organizations in Thailand. National Institute of Development Administration, Bangkok</i>
Weisberg & Dent	2016	Meaning or money: Non-profit employee satisfaction. <i>Voluntary Sector Review</i> , 7(3), 293-313

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Though the adoption of duality theory within public and non-profit organizational studies varies, Herzberg and colleagues, posited that motivation arises when employees seek optimal satisfaction of certain needs. The dual theory therefore regard work motives as succeeding attitudes of job satisfaction which result in behaviours of work performance. The notion of job satisfaction and performance preceding motivation is controversial especially from the evidence of public service motivation and generated the largest number of public administration scholarly research.

### **Public Service Motivation- Job Satisfaction Link in Public Organizations**

According to Rainey (2009), job satisfaction is an emotional response to various aspects of the job and the degree of job likeness or dislikeness (p. 298).

The connection of public service motivation and job satisfaction are found in numerous public organizational studies (See Table below) across the globe (Steijn & Voet, 2019; Kjeldsen and Hansen, 2018; Hamburg, McCarthy & Tabvuma, 2015; van Loon & Vandenabeele, 2015; Kaiser, 2014; Taylor, 2014; Cun, 2012). For instance, in some public organization studies public service motivation premises cause various outcomes such as job satisfaction and organizational citizenship behaviour (i.e. helping others within the workplace



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beyond one's job role). These different findings were evident among Chinese government organizations in one province, Guangzhou, China (Cun, 2012).

High and low levels of public service motivation produce variability also. For example, in the Australian public organizations, Taylor (2014) found that among two groups of employees generated different results. She found among public employees with strong beliefs about public service experience greater job satisfaction with the frequency, magnitude, and scope of job based on the impact on society and various avenues to deliver public service. However, contact with the recipients did not significantly influence public service motivation, or the association between PSM and job satisfaction. The author proposed that these conditions may be an indication high standard of professionalism and greater concern about service outcomes are expected within public organizations.

While within Australian public organizations which promote normative interests, within the context of Germany, public organizations pay greater attention to user contact and work content. The German findings also revealed that certain external factors such as a lack of work autonomy, unable to use their qualifications, and a lack of appraisals negatively impacted their job satisfaction (Kaiser, 2014).

Two types of public organizations in the Netherlands are identified such as people-changing and people-processing and their effects on public service motivated employees.. in public organizations which influence changes in service users, high public service motivation results in burnout and low job satisfaction especially as employees greatly sacrifice their wellness to deliver public service. However, in public organizations whose main purpose is processing of information, when perceives their job contribute less to society, experiences of frustration, burnout, and low job satisfaction occur (van Loon et al., 2015).

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Most studies about public service motivation and job satisfaction relationships yield a positive association. For instance, analysis of 28 studies by Holmberg, McCarthy and Tabvuma (2015) support the positive link.

However, some certain organizational features have positive or negative effects based on their context. Some of these factors are red tape (constraining policies), hierarchical authority, and lack of goal specificity on job satisfaction. Kjelden & Hansen (2016) found public service motivation - job satisfaction congruency within Danish public sector organizations. While the connection of public service motivation and work satisfaction was negative in private sector organizations. This suggests that public or private sector status is more important for the PSM–job satisfaction relationship than other organizational characteristics (p. 37-38).

Other organizational factors also cause mixed results. Steijn and Voet (2019) examined the relationship between prosocial motivations and organizational factors such as red tape, job satisfaction, workplace interaction among workers in the Netherlands. The researchers found that that challenges within public organizations such as ‘red tape’ negatively influence the meaningful work of public service. Additionally, employees’ contact with service users and job impact on society mediate the effect of prosocial motivation and job satisfaction. Lastly, whether prosocial motivation acts as a buffer to overcome organizational challenges or whether it contributes to feeling of misfit due to contrasting values. (Steijn & Voet, p. 75-76).

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**Table 4**

*Public service motivation- job satisfaction link in public organizations*

Author	Year	Research
Cun	2012	Public service motivation and job satisfaction, organizational citizenship behaviour: An empirical study based on the sample of employees in Guangzhou public sectors. <i>Chinese Management Studies</i> , 6(2), 330-340.
Taylor	2014	Public service motivation, relational job design, and job satisfaction in local government. <i>Public Administration</i> , 92(4), 902-918
Kaiser	2014	<i>Job Satisfaction and Public Service Motivation</i> .
Van Loon, Vandenabeele & Leisink	2015	On the bright and dark side of public service motivation: The relationship between PSM and employee wellbeing. <i>Public Money &amp; Management</i> , 35(5), 349-356.
Holmberg et al.,	2015	A meta-analysis of the relationship between public service motivation and job satisfaction. <i>Public Administration Review</i> , 75 (5), 711-722.
Kjeldsen & Hansen	2018	Sector differences in the public service motivation- job satisfaction relationship: Exploring the role of organizational characteristics. <i>Review of Public Personnel Administration</i> , 38(1), 24-48
Steijn & Voet	2019	Relational job characteristics and job satisfaction of public sector employees: when prosocial motivation and red tape collide. <i>Public Administration</i> 97: 64-80.

### **Public Service Motivation- Job Satisfaction Link in Non-profit Organizations**

Within non-profit organizations studies about public service motivation and job satisfaction connectivity internationally are gaining traction though slow (See table below). Most of the evidence are comparative studies between non-profit, public, and for-profit organizations (Andersen & Kjeldsen, 2018; Lee, 2016; Word & Carpenter, 2013; Borzaga et al., 2006). For instance, (Borzaga & Tortia, 2006) analysed secondary data from Italian private and public social services organizations testing whether motives and incentive mixes impact job satisfaction and organizational loyalty. The authors found that within non-profit

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organizations, job satisfaction is largely influenced by intrinsic motivation and workplace relationships. Despite, economic incentives offered within organizations, employees who value pay incentives show the least satisfaction about their jobs. In addition, the degree of employees' organizational involvement and other job tasks reflect specific incentives variability. A further finding is public organizations engender the lowest level of job satisfaction despite higher pay.

However, in a study conducted in the United States, a unique form of public service motivation emerged. In this instance, examining public service motivation, (Word & Carpenter, 2013) found significance of intrinsic motivation, attraction to mission, race, depth of involvement and state context as evidence of non-profit public service motivation.

In a later study, (Lee Y. , 2016) identified distinction between US non-profit and public managers' job satisfaction based on their perceptions of the organization, role, and upper management. They suggest that role and task distinction and increased autonomy within non-profit organization are needed. However, both non-profit and public employees have feelings of pride in their organization.

Other distinctions are found within non-profit and public contexts. For example, (Andersen & Kjeldsen, sector difference in the public service motivation-job satisfaction relationship: Exploring the role of organizational characteristics, 2018) test job satisfaction within Danish non-profit and public organizations, is influenced by public service motivation, prosocial behaviours, and service beneficiary orientation. Non-profit organizations exhibit greater job satisfaction, prosocial behaviours, and service beneficiary orientation than public organizations. However, in both contexts, job satisfaction and the two types of motivation are positively connected.

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**Table 5**

*Public service motivation- job satisfaction link in non-profit organizations*

Author	Year	Research
Borzaga & Tortia	2006	Worker Motivations, Job Satisfaction, and Loyalty in Public and Nonprofit Social Services. <i>Nonprofit and Voluntary Sector Quarterly</i> , 35(2), 225-248.
Word & Carpenter	2013	The New Public Service? Applying the Public Service Motivation Model to Nonprofit Employees. <i>Public Personnel Management</i> , 42(3), 315-336.
Lee.	2016	Comparison of Job Satisfaction Between Nonprofit and Public Employees. <i>Nonprofit and Voluntary Sector Quarterly</i> , 45(2), 295-313...
Kjeldsen & Hansen	2018	Sector Differences in the Public Service Motivation–Job Satisfaction Relationship: Exploring the Role of Organizational Characteristics. <i>Review of Public Personnel Administration</i> , 38(1), 24-48.

### **Public Service Motivation- Job Performance Link in Public Organizations**

Besides attitudes of job satisfaction impacting work motivation, Herzberg argues that behaviours of performance also indicate motivation to work. Research within public organizations about public service motivation and job performance (See table below) has a global reach (Borst, 2018; van Loon, 2017; Im et al., 2016; Schott et al., 2015; van Loon, 2015; Petrovsky & Ritz, 2014; Vandenabeele, 2009) and European studies leading the way in the number of studies. Empirical evidence has shown that consistent findings are unattainable since a broad array of variables is employed throughout public service motivation-performance relations studies. For example, (Vandenabeele W. , The mediating effect of job satisfaction and organizational commitment on self-reported performance: more robust evidence of the PSM—performance relationship., 2009) investigates within Belgian public organizations, public service motivation-performance association. The evidence reveals that

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public service motivation and performance are positively link and is partly caused by job satisfaction and organizational commitment.

However, when public service motivation is regarded as heterogeneous construct, not all its dimensions are positively link to performance. For instance, Petrovsky and Ritz (2014) analysed those studies conducted within Swiss government organizations regarding public service motivation, aggregately and dimensionally impact on job performance. They found that public service motivation and its dimensions are linked to job performance, however, attraction to policy making did not show this association.

Dimensions of performance are positively and negatively associated with public service motivation. In the study conducted within a single Dutch healthcare organization among 55 work units public service motivation and performance using supervisors' ratings which were statistically analysed. Applied components of performance such as efficiency, responsiveness, equity proposed by (Boyne & Dahya, 2002), and (Jorgensen & Bozeman, 2007). The researcher found a positive connection between public service motivation and overall performance. However, when public service motivation and performance heterogeneity is applied, dimensions of public service motivation are not positively associated to efficiency and responsiveness (van Loon, 2015).

While studies show that public service motivation and performance multi-dimensionalities influence these connections, employees' perception of their role also impact this connection. For example, within a US public organization of veterinarian inspectors, the organizational roles of these inspectors influence their perceptions of whether they have motives of public service which are manifested in behaviours of performance (Schott, van Kleef, & Steen, What does it mean and imply to be public service motivated, 2015).

Further some organizational determinants have influenced the association between public service motivation-job performance. In a South Korean study, (Im, Campbell, &

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Jeong, 2016) examine the influence on organizational characteristics on public service motivation and affective organizational commitment. Their findings indicate that public service motivation- organizational commitment link is strengthened by transformational leadership and how organizational performance is perceived. Further, organizations which allow room for innovation is positively connected to organizational commitment with or without motives of public service.

Another organizational determinant which impact performance is whether public organizations directly or indirectly provide service to citizens. Van Loon (2017) investigates public service motivation-components of performance behaviours association within types of public organizations in the Netherlands. Dimensions of performance are self-reported output, service outcome, responsiveness, and democratic output. Public organizations are classed as people-changing which is service-oriented to produce changes in service beneficiaries and people-processing which is service regulating, categorizing, and processing of information for service users. She found that all components of performance are evident in people-changing public organizations. However, in people processing public organizations no significance to output nor responsiveness were evident.

(Borst, 2018) examines between Dutch public people-processing and people-changing organizations whether antecedents and outcomes of work engagement are (dis)similar. The author concludes personality differences are congruent with certain types of organizations and impact their work engagement such as high performance behaviours and attitudes of job satisfaction.

However, the distinction in organization types is not identified within Chinese studies and reveal a positive link. For example, Miao and colleagues (2019) found within Chinese public organizations that public service motivation- higher performance link is mediated by organizational identification.

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**Table 6**

*Public service motivation-job performance link of public organizations*

Author	Year	Research
Vandenabeele	2009	The mediating effect of job satisfaction and organizational commitment on self-reported performance: more robust evidence of the PSM—performance relationship. <i>International Review of Administrative Sciences</i> , 75(1), 11-34.
Petrovsky & Ritz.	2014	Public service motivation and performance: a critical perspective", <i>Evidence-based HRM</i> , 2(1), 57-79.
Schott, van Kleef, & Steen	2015	What does it mean and imply to be public service motivated. <i>The American Review of Public Administration</i> , 45(6), 689-707.
van Loon	2016	Is public service motivation related to overall and dimensional work-unit performance as indicated by supervisors. <i>International Public Management Journal</i> , 19(1), 78–110. doi: 10.1080/10967494.2015.1064839.
Im, Campbell, & Jeong,	2016	Commitment intensity in public organizations: performance, innovation, leadership, and PSM. <i>Review of Public Personnel Administration</i> , 36(3), 219-239.
van Loon	2017	Does context matter for the type of performance-related behaviour of public service motivated employees: <i>Review of Public Personnel Administration</i> , 37(4), 405-429
Borst. .	2018	Comparing work engagement in people-changing and people-processing service providers: A mediation model with red tape, autonomy, dimensions of PSM, and performance. <i>Public Personnel Management</i> , 47(3), 287-313.
Miao, Eva, Newman, & Schwarz	2019	Public service motivation and performance: The role of organizational identification. <i>Public Money &amp; Management</i> , 39(2), 77-85.

### Public Service Motivation- Job Performance Link in Non-profit Organizations

Non-profit studies regarding the association between public service motivation and performance (Kim & Park, 2017; Fazzi & Zamaro, 2016; Mann, 2006) is negligible (See Table below). Three studies focus on comparison across organization differences, effects of



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leadership styles, and antecedents and outcomes regarding public service motivation. For example, (Mann, 2006) reviewed the literature of non-profit organizations and business organizations regarding motives of public service to enhance human resource motivation. The difference of public service motivation between the sectors was assessed.

In a later study impact of leadership styles on public service motivation was conducted. (Fazzi & Zamaro, 2016) compare between European public and non-profit organizations the influence of public service motivation and transformational and transactional leadership styles.

‘Transformational leadership constitutes charisma (or idealised influence), inspirational motivation, intellectual stimulation, and individualised consideration. Transactional leadership consists of contingent reward (goal setting and rewards), management by exception (active and passive), and laissez-faire, which is an absence of leadership’ (p. 862). The researchers found that public service motivation and transformational leadership have greater significance within non-profit organizations than transactional leadership. In addition, autonomy engenders public service motivation, whereas leadership interventions are only significant in difficult circumstances.

While organizational leaderships are associated with public service motivation, additionally organizational antecedents and outcomes also influence public service motivation. In a Korean study (Kim & Park, 2017) identify within non-profit organizations antecedents and outcomes of public service motivation. The researchers hypothesize that performance appraisals influence work motivation within non-profit organizations. Public service motivation is associated with organizational trust, and other organizational features also impact non-profit workers.

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**Table 7:**

*Public service motivation-job performance link of non-profit sector*

Author	Year	Research
Mann	2006	A motive to serve: Public service motivation in human resource management and the role of PSM in the nonprofit sector. <i>Public Personnel Management</i> , 35(1), 33-48.
<u>Fazzi</u> , & <u>Zamaro</u> ,	2016	Exploring the interplay between leadership styles and PSM in two organisational settings. <i>International Journal of Manpower</i> , 37(5), 859-877.
Kim & Park	2017	Antecedents and outcomes of acceptance of performance appraisal system in Korean non-profit organizations, <i>Public Management Review</i> , 19:(4), 479-500.

### Disagreements with Dual Factor Theory

The promotion of motivation-hygiene theory very early sparked a controversy (Oshagbemi, 1997; Quarstein et al, 1992; Caston & Braitto, 1985; House & Wigdor, 1967), which was later supported by other critics.. Recent criticisms of the dual factor theory (Smith & Shield, 2013; Lin & Lin, 2011; Basset-Jones & Lloyd 2004; Edwards & Rothman, 1999; Graham & Messner, 1998) confirm previous arguments that greater emphasis is placed on job satisfaction and performance rather than motivation. These arguments are validated through mixed findings. For example, Maidani (1996) found that within public organizations hygiene factors influence motivation. Other arguments by Graham and Messner (1998) also argue that there is insufficient empirical evidence to support the dual factor conclusions since it ignores human unpredictability; and it is a theory of job satisfaction rather than motivation (p. 196). They argue that the theory makes the following unrealistic assumptions about employees in

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general that: (a) all employees are alike (b) all situations are alike and that (c) there is only one best way to meet needs.

The motivation hygiene theory proposes that the two factors constitute separate paradigms, but multiple research findings do not support this hypothesis, rather some factors are evident in different paradigms. . Further research by Herzberg resulted in the revision of the dual scales of motivation and hygiene Herzberg's corrected the shortcoming by proposing first and second-degree factors. He postulates that first-degree factors are those features that may be motivational and hygiene features. Whereas second degree features are those that are unique to motivation or hygiene features.

The revised consequential evidence according to Herzberg generated four possible organizational conditions. The four organizational conditions consist of:

1. High hygiene and high motivation, the ideal situation where employees are highly motivated and have few complaints.
2. High hygiene and low motivation: Employees have few complaints but are not highly motivated. The job is then perceived as a pay check. •
3. Low hygiene and high motivation: employees are motivated but have a lot of complaints. A situation where the job is exciting and challenging, but salaries and work conditions are not. •
4. Low hygiene and low motivation: the worse situation unmotivated employees with lots of complaints. (Herzberg, 1976)

Other criticisms about two-factor theory where the sample was too small for generalizability and was related to only professionals. These criticisms Herzberg acknowledged. Despite critics disagreeing with the motivation hygiene theory, Herzberg conducted multiple studies across numerous domains which support the theory, and he also revised some conditions based on his findings. According to Herzberg improvement of job satisfaction and performance within organizations are possible by increasing employees'

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autonomy through lesser management restrictions. Herzberg further argue when organizational management allows employees some level of independent decision-making, these employees find their job enriching and performance improves (Herzberg, 1978).

Another postulation of Herzberg is, when employees' roles within the organization are discrete that engender roles and tasks specificity. In addition, when organizations challenge employees through new tasks, employees experience feelings of job satisfaction.

### **Self-Determination Theory**

Herzberg's dichotomous theory of motivation-hygiene factor bridges the influence between employee and organization. The organization influence their employees, and employees impact the working organization which result in attitudinal and behavioural consequences of (dis)satisfaction and performance, respectively. While the duality theory conveys organizational outcomes, it does not convey the causes of the interactions between the organization and employee. Self-determination theory provides explanations about organizational influences of motivation on its employees and how employees' motivation affects the organization (i.e. social interactions) (Deci & Ryan, 2004; Ryan & Deci, 2000). Thus, the social psychology of self-determination theory (SDT) has focused on the influences of social environments on attitudes, values, motivations, and behaviours. Specifically, SDT assumes that the humans inherently desire to work (active), intrinsically motivated (autonomous minded), and oriented toward developing naturally through integrative (interactions) processes (Ryan & Deci, 2000). These premises of self-determination theory therefore are autonomy, competence, and relatedness are essential for optimal development and functioning. Whereas the need for relatedness is, the need to be close to, trusting of, caring for, and cared for by others.

Self-determination theory expands the dual approach to motivation to multidimensional approaches of motivation within organizations. The theory advances

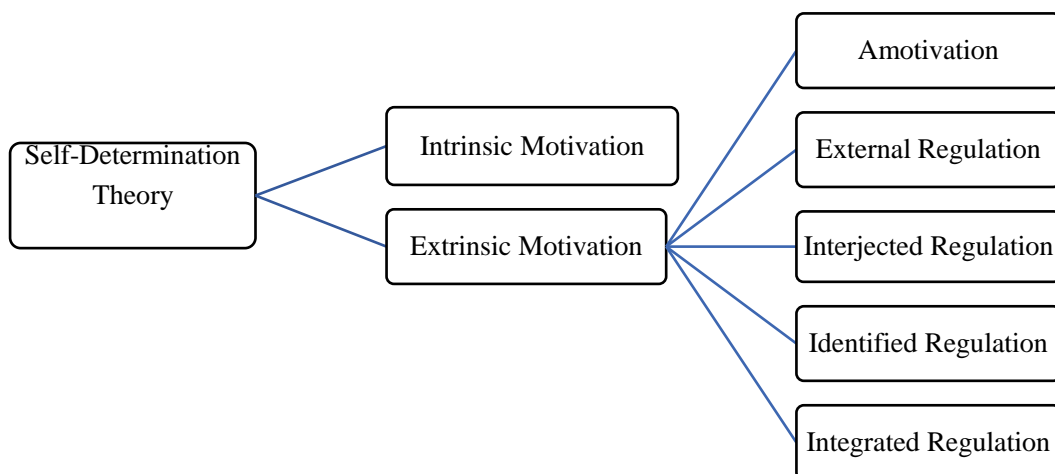
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intrinsic motivation and extrinsic motivation and employees' internalizations within the workplace. Besides amotivation or not motivated in the least, and intrinsic motivation or gratification, Deci and Ryan hypothesized that employees respond cognitively to workplace motivation in various ways. Employees perceive organizational motivation as external regulation, introjected regulation, identified regulation, and integrated regulation.

1. External motivation is a condition emphasizes employees being forced to do their jobs through threats such as dismissal, pay-cut, or demotion.
2. Introjected regulation refers to employees performing their jobs based on self-guilt or self-shame.
3. Identified regulation, employees' value or identify with the task they are performing by accepting it as their own.
4. Integrated regulation refers to employees performing their jobs with a high degree of autonomy and self-endorsement.

**Figure 4**

*Dimensions of Self-Determination*



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### **Public Organizations**

Public administration scholars along with other disciplines have applied self-determination theory as explanations of motivation across various domains. Thus, self-determination theory has been widely used in PSM studies (see table below) to explain and understand public service motivation in public organizations (Breugh et al., 2018; Andrews, 2016; Xu & Chen, 2016; Schott & Pronk, 2014; Chen & Bozeman, 2013; and Vandenabeele, 2007), albeit the results are not conclusive. For example, Chen and Bozeman (2013) using secondary data from the National Administrative Studies Project-III (NASP-III) explore the types of motivation (i.e. self-determination) evoke within public and non-profit organizations. The findings show differences in cognitive approaches to motivation within the different organizations. The researchers found that both public managers experienced extreme negative types of external motivation such as amotivation and external regulation, while positive motivation such service motivation and identified regulation. However, amotivation and external regulation among public managers erode their work motivation since they experience lower levels of self-determination. In the case of non-profit managers, they have stronger self-determination but weakness by introjected regulation (p. 499).

While evidence from Chen and Bozeman's (2013) study reveal pressured motivation within public organizations and voluntary motivation within non-profit organization, the premises of self-determination theory also impact public organizations. For instance, within German public hospitals (Schott & Pronk, Investigating and explaining organizational antecedents of PSM, 2014) investigate and explain organizational antecedents and high-performance work systems influence public service motivation. The authors found that public service motivation is affected by several workplace human resource practices and self-determination premises. The three premises of autonomy, competence, and relatedness are

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influenced by certain human resource practices; however, these premises do not fully mediate the public service motivation and high-performance work systems relationships.

A later study confirmed the association of public service motivation and self-determination by a developed framework. Andrews (2016) presents linking public service motivation and self-determination theory as an avenue to enhance motivation in the public services. Motives and attitudes of self-determination are complementary to public service motivation which places emphasis on personal values and does not address organizational influence/s therefore self-determination bridges this condition as basic needs of man. Autonomous need, need for capacity, and need of relatedness encompass self-determination of man. The framework counterpoises public service motivation and connects it theories from other disciplines such as social psychology like self-determination.

The association between public service motivation and self-determination has been established, however, a broader understanding of this association is possible. For instance, (Xu, motivation For Public Service: Perspectives of Self-determination Theory (SDT), 2017) produces three essays regarding public service motivation through the lens of self-determination theory. First, the author compares the definition of public service motivation with other-oriented concepts such as prosocial and altruistic motivation and found that public service motivation is a subset of prosocial motivation which constitutes serving society at large and the public interest as a heterogenous concept. So, to further clarify the heterogeneity the author adopted self-determination theory to the motivation for public service. Next, the author examines qualitatively attraction to public organization work and found that dimensions of self-determination drive individuals to public sector jobs. In addition, the final examination conducted by Xu (2017), the researcher found that intrinsic and extrinsic motivation are the causes of public employees remaining on the job. In other words, some employees voluntarily remain within public organizations, while others are

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compelled to stay on the job. The findings show that employees who stay out of volition, as expected, exhibit more positive work attitudes. By contrast, those who stay due to external pressure exhibit less positive work attitudes.

However, push to work within public organization is further negatively influenced by some organizational factors. For example, (Shim, Park, & Eom, 2017) examine within Korean public organizations the effects of organizational factors such as red tape, role conflict, work overload on public service motivation and attrition. The researchers' findings confirmed previous results organizational factors directly and indirectly influence employees' intention to quit. Public service motivation however limits employees' intention to quit. Public service motivation further reduces the job demands- work exhaustion association and job demand- attrition association.

While earlier evidence reveals the positive link between public service motivation and self-determination, this may not be wholly factual since a later study disputes this claim. Breugh and colleagues (2017) use secondary data from the employee census survey of the Tax Office and Prison Services to explore within two Swiss public organizations about public service motivation and self-determination theory regarding job satisfaction. The evidence revealed that public service motivation and self-determination theories are distinct from each other. Public service motivation is closely related to intrinsic motivation compared to the other types of motivation. Further, public service motivation and self-determination theories are positively linked to job satisfaction, though SDT has strongest association to satisfaction in the workplace. Yet, public service motivation moderates the relationship (p. 1436).

Understanding and explanation of public service motivation are broadened by self-determination within public organizations, another avenue that increases public service motivation knowledge is through human resource practices. (Ripoli & Ritz, 2018)



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hypothesize the benefits of public service motivation and self-determination in human resource practices for recruitment, selection, and retention of public servants.

**Figure 5**

*Public service motivation-and self-determination theory in public sector*

Author	Year	Research
Ripoli & Ritz	2018	Public service motivation and human resource management
Breaugh Ritz, & Alfes	2018	Work motivation and public service motivation: disentangling varieties of motivation and job satisfaction.
Shim, Park, & Eom	2017	Street-level bureaucrats' turnover intention: does public service motivation matter. <i>International Review of Administrative Sciences</i> , 83(3), 563-582.
Xu	2017	Motivation for Public Service: Perspective of Self-determination Theory (SDT)
Andrews	2016	Integrating public service motivation and self-determination theory: A framework.
Schott & Pronk	2014	Investigating and explaining organizational antecedents of PSM. <i>Evidence-based HRM</i> , 2(1), 28-56.
Chen & Bozeman	2013	Understanding public and non-profit managers' motivations through the lens of self-determination theory

### Non-profit Organizations

Interest in non-profit organizational studies is slow to gain traction especially regarding public service motivation and self-determination theory (See Figure below). These scant studies (Homberg & Vogel, 2016; Chen, 2014; Park & Word, 2012) have reveal different results. Comparative studies between non-profit sector and public sector shows differential motivation types. For example, Park & Word (2012) examine the role of different motivation between non-profit organizations and government organizations. The findings show that four types of motivation are significant among the sectors. Extrinsic motivation is more paramount within government organizations, whereas intrinsic motivation has greater

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significance in non-profit organizations. However, the results also showed intrinsic motivation is correlated with identified and integrated regulation in both organization types.

However, in analysis of secondary data both intrinsic and extrinsic motivation are evident within non-profit organizations. Notably, (Chen C. A., 2012) applied self-determination dimensions to test motivation in non-profit organizations using secondary data obtained from the NASP-III data set. He concludes that non-profit managers' motivation is multidimensional since intrinsic and extrinsic motivation influence these managers. For instance, salary and security are salient to the group. In addition, job satisfaction, job involvement, and pride of the job differ significantly across the motivational dimensions.

From a human resource management approach, revision, and analysis of studies, the overall results reveal only an intrinsic human resource-public service motivation association. In this instance, Homberg and Vogel (2016) analyse and review the public service motivation- human resource practices link. The findings reveal public service motivation is positively influenced by intrinsic human resources practices. Whereas extrinsic human resources do not influence public service motivation.

However, though Homberg and Vogel (2016) revision of the literature found no association between public service motivation and extrinsic human resources, using specific organizational factor such as appraisal systems yields different results in a later study. For example, Kim and Park (2017) identify within Korean non-profit organizations the significance of organizational performance appraisal systems on public service motivation. Second, trust of organization is associated to public service motivation. Lastly, employees are impacted by organizational determinants.

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**Figure 6**

*Public service motivation-self-determination link in non-profits*

Author	Year	Research
Kim & Park	2017	Antecedents and outcomes of acceptance of performance appraisal system in Korean non-profit organizations. <i>Public Management Review</i> , 19(4), 479–500.
Homberg & Vogel	2016	Human resource management (HRM) and public service motivation (PSM): Where are we, and where do we go from here. <i>International Journal of Manpower</i> , 37(5), 746-763.
Chen	2014 <sup>2</sup>	Revisiting organizational age, inertia, and adaptability: Developing and testing a multi-stage model in the nonprofit sector. <i>Journal of Organizational Change Management</i> , 27(2), 251-272.
Park & Word	2012	Driven to service: Intrinsic and extrinsic motivation for public and non-profit managers. <i>Public Personnel Management</i> , 41(4), 705-734.

Self-determination theory therefore consists of motivation, emotions, values, and attitudes or how employees feel about what they like to do versus what they must do. Whereas the theory of person-organization fit simultaneously constitute values and needs of organizations and their employees.

### Person-Organization Fit

The basis for fit theory is individuals have an innate need to fit in their environments and to seek out environments that match their /characteristics. Individuals strive to fit because they generally prefer consistency, wish to have control over their lives by reducing uncertainty, a need for belonging, and desirous for happiness and life satisfaction” (van Vianen, 2019)( Yu, 2014). Person-organization (P-O) fit constitutes the embeddedness of the characteristics of the individuals and features of the organization in which they work (Wright & Zimmermann, 2019; Cable & Edwards, 2004; Mitchell et al., 2001; Kristof, 1996; Edwards, 1996, 2008). Fit also is

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regarded as the various manners that individuals daily adjust similarly and or differently within organizations.

Fit though a three-letter word is weighted. 'Fit' implies match, similarity, correspondence, or congruence that is intrinsic and/or extrinsic (Edwards et al., 1998). (Astakhova, 2016) added that 'fit' is defined as the 'mechanism by which individual feels a sense of connectiveness under many circumstances and to various individuals and that association is reciprocal under 'ideal condition'. Parsimoniously, the organization rationally influences employees and as employees socially interact with others. The multiple rationalities of fits emphasize employees' perceptions, experiences, and values about organizational determinants. Social fit within the workplace involves workers with others. Fit though an ideal state of person-organization and or person-person, fits may adversely affect workers which result in misfit or feelings of dissatisfaction.

Recently scholars are increasingly interested in the phenomenon of misfit. DeCoorman and associates (2019) define "misfit as an unpleasant or uncomfortable difference that matters to the individual. Low levels of fit or an absence of fit may thus not necessarily produce the same outcomes or be predicted by the same antecedents as a misfit in this more antagonistic, negative sense" (p. 649). Pluralistically misfit may consist of individual differences, along with organizational features (Cooper-Thomas & Wright, 2013).

'Fit' though is based on two foundations. The premises of 'fit' are complementary and supplementary perspectives (cited from Muchinsky & Monahan, 1987). The complementary perspective is an employee or organization fulfills the needs of the other. For example, demands-abilities (D-A) fit suggests that the fit occurs when the employees have the abilities required to meet organizational demands, in which critics have argued that since the conditions are one-sided, it is not considered an example of fit. Supplementary viewpoint is the individual

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and the organization have similar characteristics which are beneficial to each other. For instance, needs-supplies (N-S) fit which is the congruence between the employees' needs and what the organizations supplies (Gilbreath, Kim, & Nicholls, 2011).

According to Rauthmann (2020) person and organization are based on multiple characteristics. Individual determinants range from attitudinal to physiological. Organizational characteristics comprise of formal conditions for effective governing, dynamic social relationships and behaviours, organizational atmospheres; psychological situation/s, repetitive transactions; reports and evaluations; service provision- user-friendly, provider-friendly; and administration-top/down or top-up. In essence, organizational and personal variables are heterogeneous. External and internal determinants of organizations therefore may either facilitate or impede motivation (p. 9).

The variety of fit conditions between employees with employing organizations generate a feedback loop of outcomes which are both temporal and dynamic (De Cooman et al., 2020).

Workplace fit therefore is categorized as rational and relational dimensions (See Figure below).

### **Rational dimensions of Fit**

Person-organization fit is the link that is invisible and visible at the same time and at various times. The 'fit' between the person-organization (P-O) through the lens of organizational theorists' emphasis the significance of the relations between the two, but with the organizational benefits or success is the central concern (Edwards, 1996; Kristof, 1996).

Thus, rational fit are those incidences in which the employee identifies with organizational needs- mission, goals- and outcomes- performance, service delivery. The homogeneity of the fit in these circumstances in which the organizational advantages are paramount is based on complementary approach. The rational fit person-organization (P-O) fits consists of:

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1) Person-job (P-J) fit which refers to the job whether immediate, or continuous is manageable by the employee and therefore does not cause any significant discomfort to the individual, the conditions of the job evoke a sense of enjoyment.

2) Person-role (P-R) fit is interpreted as the assigned duties or description of official role within an organization.

### **Fit Relational Dimensions**

Social psychology has engendered a plethora of studies concerning employees' relationships within the working environment. Relational 'fit' dimensions comprise:

1) Person-co-worker (P-C) represents the relationship between the two or more employees and their association is horizontal in nature.

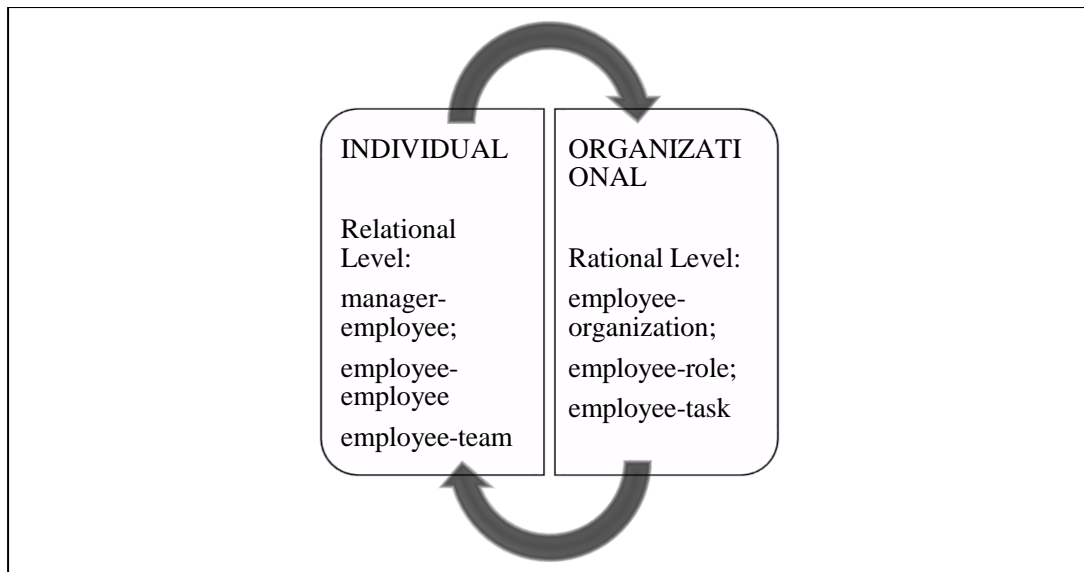
2) Person- supervisor (P-S) the relationship is vertical in nature, implies differing positions which refer to the employee and manager.

3) Person-team (P-T) P-G fit relationship involves horizontal and vertical connectiveness (Ryu, 2017 p 354).

### **Figure 7**

*Person-Organization Fits*

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*Premises of fit are complementary or supplementary and*

### Public Organizations

As the growing body of knowledge of public service motivation caught the attention of governments across the globe, interest in the embeddedness of organization and employee linkage grew (Levitcus, 2020; Buszka & Ewest, 2020; van Loon et al. 2015; Quratain & Khan, 2015; Gould-Williams et al., 2013; Kim, 2012; Jin & Jee, 2012), however, inconsistencies in the findings are evident (See Figure below). For instance, certain organizational features affect job satisfaction positively and negatively. One example, Jin and Lee (2012) assess within US public organizations managers' satisfaction through person-organization (P-O) fit, work experience, tenure, skills, eligibility, and job training. The findings show that P-O Fit is the most positive influence on managers' job satisfaction. Work experience-demands-abilities (D-A) fit- is the second significant influencer of job satisfaction. However, job training did not predict managers' satisfaction.

Regarding public service motivation and person-organization fit Kim (2012) found that P-O fit has (in)direct effects as a moderator of public service motivation on Korean public employees' job satisfaction and organizational commitment. However, public service motivation has been

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shown as a moderator of P-O and P-J fits. In a later comparative study both public and private organizations revealed similar results. In this instance, Gould- Williams and colleagues (2013) found that for both Egyptian public and private employees P-O fit and PSM are evident as employees' personal beliefs reflect their workplace mission and there is no evidence of leaving their jobs. Employees' service orientation influences therefore the link between employees' values and organizational congruence which is manifested in employees' work performance.

Fit also is associated with mediation within public organizations and public service motivation. For instance, in another Egyptian study, Mostafa (2013) found that employees who experience P-O fit partially mediates the link between employees' high-performance practices, their job satisfaction and organization commitment and intention to quit. Employees' congruence with their organization also mediates the relationship between their service motives and attitudes.

However, though person-organization fit, and public service motivation have shown connections, this may not be conclusive. For example, Van Loon and colleagues (2015) analyse within Dutch public organizations public service motivation-performance relationship through fit dimensions regarding in-role (formal tasks) versus extra-role (informal tasks) behaviours. The researchers found significant public service motivation-in-role behaviours link which is mediated by person-job fit but not person-organization fit. In other words, public servants place greater value on performing public service than their organization.

Later studies show another disparity between PSM-P-O fit link, which is not always a positive fit. One example is (Quratulain & Khan, 2015) found that among Pakistani public employees, those who encounter increased workload, the level of their PSM weakens as do their job satisfaction and job fit. On the other hand, public employees who had low workload pressure the reverse happened. in essence, those employees with public service motivation experienced



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mentally decreased job fit or misfit and satisfaction as they perceived the actual job demands as overwhelming as compared to their counterparts with low job pressures.

The relationship between public service motivation and person-organization fit shows causal and consequential linkages, but this relationship has also input relationship as shown within Korean public organizations. For example, (Lee & Roh, 2017) identify organizational effectiveness through its antecedents. They found that employees' satisfaction is greatly impacted by public service motivation and autonomy, while employees' performance is greatly influenced by person-organization fit. The results regarding public service motivation confirm previous studies in this regard.

Religion also as an antecedent of public service motivation reveals positive results. For instance, (Buszka & Ewest, 2020) indicated that faith as an inherent and social value- public service motivation- moderates P-O and P-J fits among Christian workers especially as employees experience a link with the organizational culture, mission, and policies. The Christian worker therefore incorporates their faith in the working environment. While religion has been proven as sociohistorical feature of public service motivation, identification also has been an influencer within public organizations. In this instance, (Levitus, 2020) using interviews examines US public servants' behaviours and public service motivation. He found that public service motivation, person-organization fit, and job choice are influenced by identification.

Another avenue within public administration literature shows disparaging results when examining dimensions of public service motivation. In this instance, (Hue, Vo Thai, & Tran, 2022) found among Vietnam public universities that work efforts have greater significance among employees who regard public interest and policy making. Whereas work efforts have lesser significance among compassionate and self-sacrificing employees.

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Second, employees with high levels of public service motivation value organizational citizens behaviour more greatly than employees with low levels of public service motivation. Third, compassion dimension is positively linked to attrition intentions, while self-sacrifice, commitment to public interest, and attraction to policymaking are not positively associated with quit intentions. Lastly, all dimensions of public service motivation are positively associated with person-organization fit which influences work efforts, organizational citizen behaviours and negatively influence by work-related stress and attrition.

**Table 8**

*Public service motivation- person-organization fit link in the public sector*

Author	Year	Research
Jin & Lee	2012	The effect of autonomy, experience, and person-organization fit on job satisfaction: The case of public sector. <i>The International Journal of Social Sciences</i> , 6(1), 18-45
Kim	2012	Does person-organization fit matter in the public sector: Testing the mediating effect of person-organization fit in the relationship between public service motivation and work attitudes. <i>Public Administration Review</i> , 72(6), 830-840.
Gould-Williams et al.	2013	Public service motivation and employee outcomes in the Egyptian public sector: testing the mediating effect of person-organization fit. <i>Journal of Public Administration Research and Theory</i> 25, 597-622.
Mostafa	2013	The relationship between high performance HR practices and employee attitudes: The mediating role of public service motivation and P-O fit.
Quratulain & Khan	2015	How does employees' public service motivation get affected: A conditional process analysis of the effects of person-job fit and work pressure. <i>Public Personnel Management</i> , 44(2), 266-289.
Van Loon et al.,	2017	Clarifying the relationship between public service motivation and in-role and extra-role behaviours: The relative contributions of person-job and person-organization fit. <i>The American Review of Public Administration</i> , 47(6), 699-713.
Lee & Roh	2017	Antecedents of job satisfaction and perceived job performance in public organizations. <i>The Journal of Korean Contents Association</i> , 17(10), 360-375.
Levitus	2020	A need for richer public service motivation. San Bernardino

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Buszka, & Ewest	2020	Work Organization Influences and Strategies. In: Integrating Christian Faith and Work. Palgrave Studies in Workplace Spirituality and Fulfillment. Palgrave Macmillan, Cham.
Hue et al.	2022	A link between public service motivation, employee outcomes, and person–organization fit: Evidence from Vietnam. <i>International Journal of Public Administration</i> , 45(5), 379–398.

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### Non-profit organizations

Presently, minimal studies of non-profits contribute to broaden the understanding of public service motivation with the application of person-organization fit theory (Park & Kim, 2016; Yun, 2012; DeCooman et al., 2011). These three studies include two comparative studies and examine the dimensions and show mixed results (See Figure below). The first study, DeCooman and associates (2011) compare two types of Belgium service sectors which are non-profit organizations and business organizations using motivation dimensions of self-determination theory. Distinct differences were evident between the sectors even when demographic features were controlled. The researchers found that social services were more significant among non-profit workers and identified regulation and integrated regulation. Business organizations value external regulation and advancement.

The second study, (Yun, 2012) explores between public and non-profit organizations attitudes and behaviours of employees affected by person-environment fits. The findings reveal that job satisfaction, commitment and satisfaction are outcomes of person-environment fit. Second, organizational commitment and job satisfaction are suggested to greatly impacted by person-organization fit than person-job fit. Prosocial behaviours and absenteeism as consequences of person-environment fit is partially significant. Overall, the results confirm that person-organization fit result in employees' attitudes and some differences between public and non-profit organizations are noted.

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The final research, (Park & Kim, Antecedents and outcomes of non-profit public service motivation in Korean NPOs., 2016) investigate public service motivation in Korean non-profit organizations as an enhancement of cognitive dimension of managers accountability using three social theories. The researchers found the significance of training and development as a motivational factor and value congruence. In addition, they found that intrinsically motivated employees positively impact managerial accountability within the organizations. Also, person-organization fit is confirmed to be directly associated with public service motivation through socialization and organization.

**Table 9**

*Public service motivation and person-organization fit in non-profit sector*

Author	Year	Research
De Cooman et al.	2011	A Cross-Sector Comparison of Motivation-Related Concepts in For-Profit and Not-For-Profit Service Organizations. <i>Nonprofit and Voluntary Sector Quarterly</i> , 40(2), 296-317.
Yun	2012	The effects of person-environment fit on employees' attitudes and behaviours: Evidence from the public and non-profit sector.
Park & Kim	2016	Antecedents and outcomes of non-profit public service motivation in Korean NPOs. <i>International Journal of Manpower</i> , 37(5), 777-803.

## Conclusion

Unique broader knowledge and understanding of public service motivation are obtained by the applications of Herzberg's dual factor theory, self-determination theory, and person-organization fit. Herzberg motivation- hygiene theory contribute to public service motivation by illuminating that within public and non-profit organizations, employees' motivation and organizational conditions are present. Herzberg's theory adds a dichotomous viewpoint about organizations and their employees. The theory further highlights the

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existence of attitudinal and behavioural attributes of (dis)satisfaction and performance, respectively, which influence motivation.

The literature about public service motivation, job satisfaction, and job performance are widely studied. The relationships between the three concepts reveal positive linkages but mixed findings.

Public service motivation is further clarified therefore through the lens of self-determination theory. Self-determination reveals the innate desire for growth and development within the workplace which involves autonomous, competence, and relatedness employees' needs which are integral parts of motivation for public service to contribute to society. In addition, self-determination theory explains intrinsic and extrinsic motivation and the feelings, attitudes, and beliefs that employees experience whether facilitating or impeding their motives for public service. In essence, the theory focuses on the internalizations of public service motivation or its fundamental causes between public and non-profit employees and reveal its heterogeneity.

Person-organization fit theory contribute to the understanding and knowledge of public service motivation based on the interlacing of the organization and employee, and their dynamisms. Fit theory is based on how employing organizations influence its employees and how employees impact their working organizations, simultaneously. The characteristics that are involved are congruent with public service motivation. These attributes include values, beliefs, roles, and tasks.

Overall public service motivation when interwoven with the duality theory, self-determination, and person-organization fit showcase greater positive results or its bright side. However, these relationships do reveal unpleasantness within public and non-profit organizations or the difficulties that are exhibited due to organizational conditions. The

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dynamics of the organization along with mainly survey methods, secondary data, and mixed variables add to the complexity of the findings. Regardless of these revelations, a better understanding therefore of public service motivation within public and non-profit organizations is possible by applying mixed methodology to effectively investigate and examine public service motivation.

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### **Chapter Four**

#### **Methodology**

##### **Introduction**

This chapter explains the methodological decisions and processes taken for empirical data gathering about the topic of interest based on public service motivation literature review in chapter two; and individual characteristics and organizational factors elicited from Herzberg's motivation-hygiene model in chapter three. The aim of this research is to understand public service motivation between public and non-profit organizations of health and social welfare services in the Bahamas. This research therefore has two assumptions which guide data collection. The first assumption is that public service motivation exists within public and non-profit organizations in the Bahamas since a large body of evidence supports this assumption within developed countries and to a lesser extent in developing countries (Ritz et al., 2016; Vandenabeele, 2015; (Yousaf, Zafar, & Ellahi, 2014); Kim et al., 2010; Taylor, 2008; Perry, 2000). With public service motivation being a heterogeneous phenomenon, public service motivation is expected to be varied not only among individuals but between organizations. The variation is based on public service motivation constituting four forms of motivation. The forms of public service motivation are attracted to public service (instrumental premise), commitment to

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public values (norm-based premise), compassion (affective premise), along with the foundational dimension, self-sacrifice (Kim et al., 2010). Public service motivation, however, is an individual concept and does not indicate the effects of the organization on the individuals, but the effects are mutual.

Employees apply their personal attitudes and perceptions toward their work and workplace; and simultaneously the workplace influences its employees. As employed in the preceding chapter to demonstrate this mutuality, Herzberg's dual factor framework (1966) was applied as a content model to illuminate individual characteristics and organizational factors, which constitute and engender workers' attitudes and both employees and organizational outcomes. Public service motivation affects workers' attitudes and perceptions (Vandenabeele, 2007), and according to Herzberg individualistic and organizational factors influence service motivation/no motivation and job satisfaction/ dissatisfaction.

Herzberg's model is therefore conducive for case study since both the employee and employer can be considered as cases. In this instance, instead the type of organization is regarded as a case. Health and social welfare services are offered by both public and non-profit organizations; public organizations therefore are constituted aggregately as one case, and likewise non-profit organizations are viewed as another case. The distinction for each case is possible since organizational factors may be contextual, and even individuals within the same organization may have different attitudes. Also, the influence of individual characteristics and organizational factors on public service motivation guided the choice of research methodology for this study hence mixed methods multiple case design is adopted (Creswell & Plano Clark, 2018) ; Yin, 1994),

Chapter Four therefore consists of: conceptual framework, definitions, research designs decisions, pilot study performance, research method, procedures, q-methodology, semi-structured interviews, target population, justification for study

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procedure, study procedure, PSM measurement tool, data collection, limitations, study setting, trustworthiness, ethical considerations and conclusion.

### **Definitions**

#### **Organization**

The term of ‘organization’ is derived from the Greek word *organon* meaning a tool, instrument, musical instrument, and organ. Analysts have defined organization with increasing complexity from earlier definitions to more recent ones. Systems analysts defined an ‘organization’ as a system of input and output that is ongoing- it takes in various resources and transforms them in ways that lead to attaining additional supplies of resources. This economic view concentrated on profit margins. Gullick (1937) regarded an ‘organization’ which constitutes specializations of its work, delineating clearly defined job and tasks due to expertise.

However, (Scott & Mitchell, 1987) cited Barnard (1938) composite definition of ‘organization’ that contemporary theorists have adopted. He extended Gullick’s definition of specialists to include a ‘conscious coordination of workers’ actions. He characterized an ‘organization’ as an “economy of incentives,” in which workers contribute to participation and leaders steer and provide incentives. This smooth operation of the ‘organization’ is based on hierarchy which maintains its balance by ensuring the availability of the incentives to induce the contributions from members that earn the resources for continuing incentives, and so on. Though Barnard offered a business model, he suggested that incentives do not only include money, physical and social factors but also power, prestige, fulfillment of ideals and altruistic motives, participation in effective or useful organizations, and many others (Rainey, 2014 p. 18-28).



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This thesis therefore adopts Bernard's multifaceted definition of 'organization' as a coordinated workforce, with distinct levels of workers in this instance middle managers and employees; and different job characteristics- individual such as altruism- public service motivation- and organizational factors such as policies.

### **Government Organizations**

Government organizations are significant since they are responsible for services to their citizens and constitute the largest employer in all countries across the world (Iacovino et al., 2017; Liu et al., 2015; Rainey, 2014; (Schmid, 2008). Public organizations are governed by politics inside and outside. Political influences internally may be extreme compared to other types of organizations such as non-profit organizations. These internal processes within public organizations steer their day-to-day operations and the people that work in them. The internal processes are the result of government setting policies that determine the standards of activities and service programs, as well as financing services and oversight of service provision (Schmid, 2004 p.98). 'Even government employees who never encounter any elected official in their day-to-day activities have their working lives influenced by the political system under whose auspices they operate' (Rainey, 2014 p. 3). Government organizations are also externally influenced by laws, interest groups and partisan politics. These external influences exert pressures that have caused significant changes within public organizations.

The definition of government organizations is ambiguous since various perspectives such as political, legal, economic, internal, and external stakeholders and environmental may generate differing definitions. Therefore, even an attempt at a composite definition is incomplete since public organizations are shrouded in complexity.

In addition, public organizations, especially health and social services have recently undergone transformation which has added to their complexity (Iacovino et al., 2017; ...

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(Christensen T. , Post-NPM and changing public governance, 2012); ... (Osborne, 2007); Hood, 1991). The changes are necessary for government organizations to evolve and adapt to the social, economic, and political contexts. Government policy shifts such as new public management and governance have contributed to steering government services rather than driving services. The shifts generated a decentralization of services, devolution of authority and responsibility, and to a degree of organizational flexibility and innovation. Government outsourcing of services generated an increase in non-profit organizations growth.

This study adopts 'public organizations' of the Bahamas as politically, legally, and regulated entities with some evidence of reforms, however, their reform changes have been slow compared to some other countries in the Caribbean (Underwood, 2018; Sutton, 2008; Draper, 2005; World Bank, 1997).

Even with the Bahamas delayed reform initiatives, in the end it adopted a modified version of the New Public Management (NPM) and Governance Reforms. These hybrid versions affected greater changes in health and education services than in others such as security, and even remnants of the Traditional Public Management (TPM) model- top-down control- remains. Further, some government services have been contracted out through various means and to the private sector (Underwood, 2018; Sutton, 2008; Draper, 2005).

### **Non-Profit Organizations**

In the past two decades there has been a rapid increase of non-profit organizations and shifts and broader use of these organizations. Historically, non-profit organizations emerged as concern citizens' desire to contribute to society and the notion of 'I am my brother's keeper.' As altruistic individuals band together, they voluntarily provided services to help others and to support one another. These groups of volunteers are attributed to charitable work of churches and social movements, such as part time service-oriented organizations (Court, Mendeizabal, Osborne, Young, & Jones, 2006); valued-based (Jagadananda &

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Brown, 2011), identification . (Polonsky, Landreth Grau, & McDonald, 2016). As the development of non-profit organizations expanded, we also have stretching of newer terms. Non-profit organizations are referred to as third sector- non-profit, non-governmental-, charities and other philanthropic agencies (Bassous, 2015) as opposed to government or private sectors. 'The proliferation of non-profit organizations is associated with social, economic, and political shifts. These shifts engendered an increase in interest and services for human rights, gender, and other underrepresented groups- human and social- which employed in this study. Thus, NPOs (non-profit) (non-profit) are recognized as service providers or promoters of values or public concerns' (Lewis, 2017); (Salamon, Anheier, List, & Toepler, 2004).

Researchers of non-profit organizations have generated various blended definitions of the concept. For instance, (Vakil, 1997) defined non-profit organizations descriptively as self-governing, private, non-profit organizations for the purpose of promoting wellbeing among disadvantaged individuals and groups. Legally, until recently non-profit organizations had tax exemption status (Chenoweth & MCauliffe, 2012); Salamon et al., 2004). Other proponents have defined NPOs as organizations which promote public good, perform activities for public interest such as poverty reduction, protection of children and aged and promotion of public health and acquire financial support from voluntary contribution of its members or private philanthropy (... (Anheier & List, 2005); Salamon et al., 2004). However, an accepted definition of non-profit organizations is the United Nations' (UN).

The United Nations (2003) define NPOs as "a) organizations; that b) are not-for-profit and, by law or custom, do not distribute any surplus they may generate to those who own or control them; c) are institutionally separate from the government; d) are self-governing; and e) are non-compulsory". Thus, recent attempts at defining NPOs include functional, regulated, economic and structural definitions. This study defines

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non-profit organizations as agencies that formulate and implement services of health and social welfare that are performed by volunteers but also salaried workers.

Transition to economic model however of public service provision within non-profit organizations is primarily the result of government partnership policies to improve services and broaden access to service by users as service needs increase. these policies which are friendly government policies constitute granting tax-exempt status, contracting out public services, and providing fiscal subsidies which are important conditions for the development and functioning of the charitable and nonprofit sectors ( (Ni & Zhan, 2017); (Lecy, Van Slyke, & Yoon, 2016); (O'Connell, Martin, & Chia, 2013).

Across the globe, additionally, NPOs have grown expeditiously and increased their contribution to the gross domestic product by 5% in countries where they are located (Bassous, 2015; Salamon et al. 2012. Examples, according to the UK (United Kingdom) Charity Commission (2012) England and Wales had almost 200,000 charities; and according to the US National Center for Charitable Statistics, (2010), registered charities accounted for 9.2% of the job market.

Some public service scholars argue that as government outsource goods and services to non-profit and businesses, blurring and emerging of functions between these organizations (Bromley et al, 2000). However, non-profit organizations differ from public and for-profit organizations (Bassous, 2015; (Valentinov, 2008); (Dolnicar, Irvine, & Lazarevski, 2007); (Brandl & Guttel, 2007); (Macy, 2007); (Benz, 2005); (Emmanuele & Higgins, 2000). One difference is non-profit workers are overworked and are at the lowest end of the pay scale in comparison to their counterparts in public and for-profit organizations. A second difference, despite the low pay incentive, non-profit organizations compete for workers among the same work force and yet have seen a steady growth in employment. A third difference is non-profit employees with public service motivation, also demonstrate social

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values which are congruent with the organization goals. However, obstacles within non-profit organizations are employment of professionals and financial incentives may further impede the attraction of qualified professional workforce. As NPOs grew traction across the globe, increased in complexity in types of staffers and the influence of structural variables on staffers' PSM and job satisfaction.

Regarding this research, The Bahamas has over four hundred churches, dozens of community groups, over two hundred associations, more than a dozen unions and other forms of organizations which constitute civil society (Pintard-Newry, 2018 p. 4). Non-profit organizations are therefore one component of civil society in the Bahamas which stem from among others, socio-economic conditions (Pintard-Newry, 2018). Social problems of the aftermath of drug trafficking and addiction because of gateway (Bahamas geographical proximity to the United States) between South America and the United States. Bahamas fiscal budget does not contribute to social illnesses therefore, however wealthy citizens with concerns about the absence or quality of services provided by the government have commenced these organizations which have led to their steady increase (Pintard-Newry, 2018 p.145). Bahamas annual statistic report does not reflect the contribution that non-profit organizations make to the gross domestic product as privacy regarding NPOs finances were protected by law.

### **First line manager**

Management hierarchy within organizations constitutes various levels (Sims, 2003) 'These levels may include executive management (overall control, policy formulation and goals development role), middle management (supervision and liaison between managers role), and first line management. First-line managers are the lowest level in the management hierarchy; within different organizations, they may be called team-leaders/coordinators, business unit managers or operational supervisors' (Sims et al., 2001).

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First line managers' responsibilities include direct supervision of operating employees; day-to-day working activities, communication between management and employees and performing and guiding of organizational services and goals. Additional responsibilities include may or may not include authority to make decisions (Molin, Hellman, & Svartengren, 2020); (Corser, 1995). (Hales , 2007) offers a parsimonious definition of first line managers as 'managers to whom non-managerial employees report'. The role of first-line managers within organizations is important in their influence on immediate employees, service beneficiaries, upper management and organizational mission and goals. From human resource and leadership perspectives, first line managers execute the following actions: (1) motivating and reinforcing, (2) disciplining and punishing, (3) managing conflict, (4) staffing, and (5) training and developing. Psychologists regard first line managers in relations to individuals' traits and activities. Economists view first managers as business managers responsible for coordinating and directing all resources in the business unit in pursuit of bottom-line profits ( (Gibbs, 2003); Renwick, 2000; ... (Renwick, 2000)... (Cunningham & Hyman, 1999) Other studies about first line managers have examined factors such as concern-for-people or concern-for-task; job satisfaction, tested difference between demographics, and circadian rhythm disturbances or stress.

However, research within developed countries reveals first line managers' role, responsibility, status, and authority have expanded. This expansion is the result of development, recent economic and human resource models. In some sectors such as for-profit organizations, the transformations are evident as first line managers maintain their operational activities and add newer job responsibilities.

This study employs Hales' (2005) definition of first line managers, simply managers who supervise immediate employees. As Underwood (2018) analyzed the hierarchical levels of management within government organizations in the Bahamas, 'managers' performance

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continues to be conducted from a reactionary perspective and maintains an adherence to self-sacrifice rather than a goal-oriented perspective. The search further shows that minor changes (less centralization) in government reforms along with financial cuts of the annual budget have propelled public managers to be reactive rather than proactive despite public organizations' goals. Another challenge she identifies is a lack of generalized job description and role of managers across ministries and departments' (Underwood, 2018), despite these challenges, public managers are expected to exhibit motives of public service.

Regarding managers within non-profit organizations in the Bahamas, these managers are expected to steer and adhere to the organizational objectives of public service. The various partnerships by the government with these organizations may or may not indicate that health and social welfare managers within non-profit organizations have similar challenges as those managers in similar public organizations but display public service motivation as regard to the mission and vision of their organization.

### **Employees**

'It is widely acknowledged that employees are the most important assets of many organizations. Employees should be the central concern of organizations; however, they are treated as merely the labor force. Employees are affected by board decisions regarding analytic and policy reasons and simultaneously employees influence organizations which employ them. Throughout the 1980s and 1990s, the shift with focus on the importance of employees occurred, especially front-line employees, as drivers of customer service outcomes. Customer service outcomes are the results of customer interface with employees and organizations' (Bowen D. E., 2016).

However, there is a lack of consistency in the academic and practitioner literature of concept of '*employee*.' The origin of employ refers to "make use of, apply; increase; entangle; devote," from Latin *implicare* "enfold, involve, be connected with, unite, associate,"

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The etymology of employee suggests that there is a benefit for another as the other connects with them. Stated differently, employees bring success to their employers. Some traditional terms used in relation to *employee* are service employee, traditional employee, first line employee or street-level bureaucrats (Taylor & Kelly, 2006). Service employees Bowen (2016) citing Lovelock (1981) act as a “service trinity”: they help run the service operation; market the service; and are equated by the customers as the service itself. As this study explores public sector employees it applies Lovelock (1981) traditional concept of employees as service employees who determine customer service outcomes and the triadic link of employee-organization-customer. The International Public Sector Accounting Standards (IPSAS) refers to employees as ‘individuals providing services to an entity on a full-time, part-time, permanent, casual, or temporary basis. The IPSAS extends the definition of employees to include the newer forms of employees as an inclusion criterion.

The last few decades employees’ roles and positions are changing in service theory and practice from the perspectives of management and marketing disciplines. Recently newer forms of employees are increasingly becoming popular such as temporary and contracted workers (Drucker, 2002). These have resulted in a greater need for employers to demonstrate care and responsibility for these employees. Drucker observes, is the shift from a dependency on manual labor to create wealth and jobs to a dependency on specialization and knowledge, thus the development of product or service experts within small group (Drucker, 2002). Contemporary roles of employees engendered lesser emphasis on them to greater focus on service consumers.

In the Bahamas, public service motivation among public employees is still embedded in the original framework of public service. ‘Public employees’ role remains the same daily since reforms by government are minimal and the effects have less influence on employees. The reforms, however, indicate the government approach to shared responsibility for health



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and social welfare conditions with non-profit organizations but do not directly influence public employees. The role of public employees therefore continues within the gamut of the traditional public service model and public employees continue to perform their duties via an input model (Underwood, 2018) but with emphasis on motives for public service. For non-profit employees within health and social welfare organizations, the emphasis on volunteers (Pintard-Newry, 2018) has shifted to paid employees due to wealthy citizens investing more in non-profit organizations to address social, political, and environmental threats. Therefore, employees are operationalized as those '*employees*' who are service employees (Bowen, 2016).

### **Research Design Decisions**

The decisions for this research design methodology are based on the purpose of this study, the empirical evidence to guide these decisions, and interdependence of personal characteristics and organizational factors, which are outlined in the previous chapters of two and three.

This study sought to shed light on the possible existence of public service motivation between public and non-profit first line managers and immediate employees of health and social welfare services. Public organizations and non-profits provide public service motivated individuals more frequent environmental opportunities to contribute to society and help others (Ryu, 2017; (Banuri & Keefer, 2016); (Piatak, 2014); (Fehrler & Kosfeld, 2014) Scott & Pandey, 2005; Taylor, 2007; Perry, 2000). For example, Bromley and Meyer (2014) identified the shift from traditionally distinct organizations to analogous organizations in which shared workload of public services through contracts and partnership have reshaped these organizations. The shared relations across the sectors are largely the results of economic reforms-New Public Management (NPM) and New Public Governance (NPG)- within normative public organizations and its influences on private sectors (Van der Wal et al.,

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2003; Aldridge & Stoker, 2002; Hood, 1995). Managers and employees within public and non-profit sectors (mainly within developed countries) are the most studied groups (by quantitative design) regarding public service motivation research (Prysmakova, 2016).. DeHart-Davis et al., 2014; Moynihan & Pandey, 2007; Camilleri, 2007; Bright, 2005; Houston, 2000; Naff & Crum, 1999).

As PSM is a heterogeneous phenomenon, public service motivation researchers have applied it in a variety of ways which have resulted in PSM suffering validity challenges (Ritz et al., 2016; Perry, 2014). The challenges resulted from scholars' lack of consistency when using public service motivation measure (original and recent measures) and motives of public service vary across countries, and largely homogeneous research method (quantitative). Some instances, scholars have applied PSM as an aggregated measure (Perry, 2000), two dimensional measures (Mostafa et al., 2015; Giaque et al., 2012), and five dimensions (Ballart & Riba, 2017); Vandenabeele, 2006), which have resulted mixed findings. However, when PSM is applied as multi-dimensional measure, distinctions are revealed. For example, Brewer and colleagues (2000) examined public service motivation between Masters' Students of Public Administration and Business Administration and found four distinct forms of public service motivation- Samaritans, Communitarians, Humanitarians, and Patriots (pp. 258-260). Public service motivation is culturally sensitive since variation across countries exists (Ryu et al., 2017; Kim et al., 2010). For example, in the United Kingdom, motives of public service are referred to public ethos with regards to social values and normative codes. (Chapman, 2019) ; (Brereton & Temple, 1999); (Pratchett & Wingfield, 1996).and whereas in China, emphasis on PSM is placed on 'belief in mission' according to (Robertson, Lo, & Tang, 2007).

Further, quantitative methodologies such as surveys are employed in most PSM studies (Ritz et al., 2016), with lesser attention to other methods to increase the validation of

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PSM research. For example, Ritz and associates (2016) highlighted the common research methods in a systematic literature review of the 326 publications of PSM over the past 25 years. The scholars found that, more than half of researchers utilized survey design (52.5%, 146) and secondary data, just over ten percent used interviews (10.4%, 29), less than five percent used experiments (4.3%, 12) and even less than three percent (2.3%, 6) used case study technique (Ritz et al., 2016 p. 417).

Employees' motives of public services are influenced by personal characteristics factors and organizational factors simultaneously as both influence each other (Ellickson, 2002; Traut et al., 2000; Kristoff, 1996). The influences are positive or negative, enhancing or inhibiting motives of public services and attitudes of job satisfaction. This association between public sector workforce with levels of PSM and their employing organizations is facilitated by person-environment fits and motivation-hygiene techniques (Cable & Edwards, 2004; Mitchell et al., 2001; Kristof, 1996; Edwards, 1996, 2008; Herzberg, 1986). Characteristics of sociohistorical nature, autonomy and decision making, job satisfaction, and performance are mainly intrinsic to individuals, whereas education, resources, facility conditions, and relationships are organizational factors. These lists are not exhausted but are applied here.

Regarding all the nuances of PSM research, recently scholars have suggested more robust methods, ways to increase PSM internationalization, interconnections of PSM and organizational factors, build on PSM studies across sectors, and improve managers' PSM knowledge and application. Public service motivation studies generally are quantitative design; however, scholars have recommended that further studies adopt more diverse and robust research designs (Christen et al, 2017 p. 538). Some researchers have proposed experiments, mixed methods, and qualitative techniques to increase PSM research validity (Ritz et al., 2016; Vandenabeele et al., 2014;). Second, another manner to improve PSM

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validity is to increase research across diverse geographic areas. The purpose to increase PSM studies across diverse geographic areas is to continue the trend of internationalization since public service motivation is arguably a culturally sensitive concept (Kim & Vandenabeele, 2013; Kim et al., 2010). A third recommendation is the appeal to extend PSM studies with aggregation of other data sources rather than individuals where PSM researchers have concentrated their efforts. Fourth, there is an appeal for scholars to test the applicability of commitment to public service in non-profit and other organizations (Perry, 2000). Last, managers and leaders must become conversant with the PMS research and the difference it makes in their organization.

A recent study of Bahamian public and non-profit organizations by Underwood (2018) revealed that government cutbacks and the restructuring have had rippling adverse effects on public servants' management, performance, opportunities for education, as well as on the uniformity of service delivery across organizations and interrelations.

ADD the greater importance of training to improve public service delivery because of NPM reforms (document November 2022 contained a few paragraphs – if you can condense that into three sentences that would be good).

Despite the proliferation of NPM reforms, country variation exists regarding when and how profoundly government departments adopted the new paradigm. In the Bahamas, for example, reforms only started after 2000 and a hybrid model of traditional and new public management was adopted resulting for example in a greater level of control and responsibility by the government over the delivery of health and social welfare services (Sutton, 2008; Draper, 2005; Underwood, 2018). The context of a less developed country near the United States, its island status and smaller geographic size, also poses challenges to the work of non-profit organizations despite their increase in numbers (Pintard-Newry, 2018). Can you add one more sentence with an example or more detail of those challenges, please?

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This research is conducted as a multiple case study design (Yin 1994). Case study is the least applied methodology within public service motivation research (Ritz et al., 2016; Perry & Hondeghem, 2014) and recommended technique for further validation of public service motivation. Two types of cases- public organizations and non-profit organizations are used since the organizations have similar public services- health and social welfare. These cases were chosen as in these contexts, employees have greater opportunities to ‘do good for others’ and contribute to society (Taylor, 2010; Rainey & Steinbauer, 1999), and as contemporary issues within real life settings (Yin, 1994) of motives of public service workforce. The adopted two methods of data collection to address how and why public service motivation exists and clarify within these different sectors in the Bahamas, which is a first empirical attempt in this regard. Case study further allowed for multiple methods through different in activity and context of the two organizations generating more compelling and rich evidence (Yin, 2004 p. 150). Q-methodology was used to collect compressed viewpoints of public service motivation with participants’ subjectivity and statistical analysis- qualitative quantitative technique and addressed the first research objective to identify PSM between public and non-profit organizations (Stephenson, 1953). The second method employed was interviews to examine managers and employees’ viewpoints about conditions within organizations. The first case study consisted of four public organizations, and the second consisted of six non-profit organizations. These organizations were chosen through convenient sampling and some managers and employees were willing to participate in this study. Organizations among the public case study included South Beach Health Care Centre, the Ministry of Youth Sports and Culture, the National Insurance Board, and the Office of the Prime Minister.

1. Department of Public Health: - The Department is the primary and secondary arm of the Ministry of Health and Wellbeing which tackles health and social welfare ills,

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among others. Some of its health and social welfare services for children and youth are child abuse, teen pregnancies, and school health services. Some other examples of the Department's health social welfare services are HIV/AIDS Institute; cancer screening, and services for the elderly ([bahamas.gov.bs/health](http://bahamas.gov.bs/health)).

2. Ministry of Youth, Sport, and Culture: - The public organization within this study is the Ministry of Youth, Sports, and Culture (MOYSC). The Ministry engages with the public – youth, athletes, and its cultural arm. The wellbeing of youth is emphasis of the greater arms of this organization. Its culture and sports as holistic arms which are productive avenues for healthy youth and reduction of social ills along with culture as a public expression ([bahamas.gov.bs/youth, sport, culture](http://bahamas.gov.bs/youth,sport,culture)).
3. National Insurance Board: - The National Insurance Board (NIB). The organization is a quasi-government board under the arm of the Ministry of Public Service with the Minister as overall Head of the Board. The Board provides financial assistance to working classes and their families during diverse health and social ill conditions. These conditions constitute births, deaths, and old age, along with unemployment, retirement, and sickness benefits along with others ([nib.bahamas.com](http://nib.bahamas.com)).
4. Office of the Prime Minister: - The Office of the Prime Minister is the overall arm of the Executive Government and Prime Minister. The Office is responsible for the initial policy considerations overall and includes health and social welfare policies. These policies include Disaster Preparedness and Emergency Management; Economic Development and Planning; and National Statistics ([opm.gov.bs](http://opm.gov.bs)).

The second case study consists of six non-profit organizations (See Table Below) whose salaried workers were included in this study even though volunteers are the largest group who carry out the daily functions of public services in these organizations.

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1. Red Cross: - Bahamas Red Cross (BRC) is a non-profit organization that offers services and training which addresses health and social welfare issues by its groups of volunteers and salaried workers. The organization focuses on services during hurricanes which are seasonal disasters; weekly provision of cooked meals for shut-ins and socio-economic deprived individuals and families; and ambulance services et cetera ([bahamasredcross.org](http://bahamasredcross.org)).
2. Salvation Army Bahamas: - The Salvation Army Bahamas (SAB) provides immediate, short-term, and long-term services for social welfare issues. The organization's immediate and short-term services include for abused women and girls, counselling, and clothing. Its long-term social welfare services include meals for the homeless and other disadvantaged individuals, and day-care activities for the elderly ([salvationarmybahamas.org](http://salvationarmybahamas.org)).
3. Mary Ingraham Care Centre: The Mary Ingraham Care Centre (MICC) is a government-built facility, whose daily functioning and management is performed by the staff of the Seventh Day Adventist Church. This arrangement is consistent with Pintard-Newry's finding that even in the face of a societal ill, Bahamas Government takes a hands-off approach and leaves the service to influential groups in society (Pintard-Newry, 2018 p. 145) The organization provides long-term services for the elderly such as housing and continuous care, and all other services required by this age group ([bahamas.gov.bs](http://bahamas.gov.bs)).
4. South Bahamas Conference of Seventh Day Adventists: The South Bahamas Conference of Seventh Day Adventist (SBCSDA) is a religious organization with several care ministries addressing health and social welfare conditions. The care ministries of this organization include pastoral care for spiritual and social issues; children and youth education based on Christian principles; and health principles such as healthy eating habits and regular exercises ([southbahamasconference.org](http://southbahamasconference.org)).
5. Cancer Society of the Bahamas: - The Cancer Society of The Bahamas (CSB) is a non-profit organization for health and welfare support of victims/survivors of cancer and their

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families. The organization's services include educational programs for awareness of early detection, prevention, and treatment of cancer. Other services include temporary accommodation, and social and emotional needs for cancer patients within a peaceful, secure, and supportive environment ([cancersocietybahamas.org](http://cancersocietybahamas.org)).

6. Bahamas Association for the Physically Disabled: - The Bahamas Association for the Physically Disabled (BAPD) is a non-profit organization which provides welfare services for children and youth with physical disabilities and emotional and physical support to their families. The salaried workers of this organization are provided by the government, but the organization is governed and funded by a non-profit board of directors ([bapd242.com](http://bapd242.com)).

**Table 10**

*Public organizations with health and social services*

Public Organizations	
Organization's Name	Goal/ Mission
Department of Health	The Department ensures the highest quality of services for health promotion, health protection and healthcare are accessible to all residents of The Bahamas to achieve an optimal level of health ( <a href="http://bahamas.gov.bs/health">bahamas.gov.bs/health</a> )
Ministry of Youth, Sports, and Culture	The Ministry's mandate is to promote the total well-being of young people, between the ages of 16-24 years at a national level, economically, physically, culturally, spiritually, and socially. ( <a href="http://bahamas.gov.bs/youth,sport,culture">bahamas.gov.bs/youth, sport, culture</a> )
National Insurance Board	The Board's mission in the administration of the country's social security program, is to aid with needy citizens and to assist with the social and infrastructural development of the country. ( <a href="http://nib-bahamas.com">nib-bahamas.com</a> )
Office of the Prime Minister	Some Responsibilities: - Coordination of Ministries, Government and Parliamentary Business; Disaster Preparedness and Emergency Management; Economic Development and Planning; National Statistics, et cetera. ( <a href="http://opm.gov.bs">opm.gov.bs</a> )

*Note.* Human and social public organizations in the Bahamas



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**Table 11**

*Non-profit organizations with health and social services*

Non-Profit Organizations	
Organization's Name	Mission
Bahamas Red Cross	Mission: - prevent and alleviate suffering wherever it may be found; protect life and health and ensure respect for the human being; work for the prevention of disease and the promotion of health and social welfare; train personnel and encourage voluntary service; and act as a channel for collecting money and goods donated by the public for the sick and suffering. (bahamasredcross.org)
Salvation Army Bahamas	Mission: - preach the gospel of Jesus Christ and meet human needs in His name without discrimination. (salvationarmybahamas.org)
Mary Ingraham Care Centre built by the Bahamas Government and operated by the Seventh Day Adventist Church	Residential Home and Facilities for Elderly (bahamas.gov.bs)
Conference of Seventh Day Adventists	Education Mission: - fosters a balanced development of the whole person—spiritual, physical, intellectual, and social-emotional—a process that spans a lifetime. (southbahamasconference.org)
Cancer Society of the Bahamas	The Society serves the public through educational programs aimed at bringing awareness to early detection, prevention, research, care, and cure. (cancersocietybahamas.org)
Bahamas Association for the Physically Disabled	Mission: - serves young people in the community with special needs (bapd242.com)

*Note.* Human and social non-profit organizations in the Bahamas

### Pilot Study performance

The first process that was taken before conducting the field work was a pilot study. I obtained consent to participate in the pilot study from of one manager (Nursing Officer 1) from the Princess Margaret Hospital and two Registered Nurses from the South Beach Health Care Centre, this is in keeping with the targeted population of fully employed, salaried public and non-profit managers and employers.

According to several researchers, the purpose of pilot study is advantageous for my study in several ways (Van Teijlingen & Hundley, 2010). First, I used the pilot to gauge

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whether the participants would clearly understand the steps in the q-methodology regarding the dimensions of PSM and whether the questions regarding individual characteristics and organizational factors of the interview method needed further clarity. Thus, this prior process before the actual research will allow for improvement and influence the study methods content. Second, the pilot study confirmed or disputed the effectiveness of the study.

Third, the method of pilot study as mini versions of a full-scale study also referred to it as 'feasibility' study, as it enabled me to specifically pre-test q-method steps and open-ended questions of interview. In this study, therefore the pilot testing was performed as a miniature version (since it involved three participants) of the actual study in that the entire data collection processes were adhered to and used as pre-tests of Q- technique instrument and interviews. Fourth, for the study significance, the pilot study was the first practical application of the study, and it validated the feasibility of research methods and techniques (Teijlingen & Hundley, 2010). The pilot study therefore validated the data collection- q-sorting and face-to-face interviews and its methods to identify the clarity of the information. In this instance, the pilot study participants understood the q-sort instructions and process to complete the q-sort; and did not seek clarifications about any of interview questions thereby confirming the effectiveness of instructions, processes and methods.

However, besides the significance of performing the miniature study, other advantages are related to study participants and the researcher. For example, participants' inclusion/exclusion criteria were assessed (Peat, Mellis, Williams, & Xuan, 2002). The participants' inclusion/exclusion criteria were very important especially for q-sort in two ways. Participants chosen needed to be knowledgeable about public services and the number of participants did not exceed the number of statements resulting in over saturation (Ramlo S. , 2016), citing Stephenson, 1953). Further, the target audience for q-sort and interviews was to illuminate the existence of public service motivation and its influences at the micro level as a starting point,

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therefore the targeted audience were salaried first line managers and immediate employees, the workforce who provide and deliver public service. The inclusion criteria eliminated part-time workers, volunteers (common with non-profits), and special appointment employees.

Research methodologists agreed that pilot study is a time resource for researchers (Teijlingen & Hundley, 2010). The performance of the pilot study provided an estimated time for the data gathering processes when all things are considered such as interruptions. The pilot study participants took an average of twenty minutes without interruption to read the instructions and complete the Q-sorting process. As the researcher, the average time used to conduct face-to-face interview was fifteen minutes. I benefited from conducting this feasibility study since the process aided in my performance of the steps of the data collection and confirmed the necessary tools and resources used to conduct the q-sorting process and interviews.

The tools used in this research consisted of:

- 1) Participant' information guide explain what the research was about, the rationale for the study, and the way the study would be conducted.
- 2) Participant' consent form which explain agreement to participate in the study, the lack of coercion, contacts for complaints, and rights to not provide an answer to any questions or to withdraw from the data collection methods.
- 3) Q-chart and duplicate forms, Q-sort statements, and pens are used to conduct personal views.
- 4) Tape recorder and batteries are used to gather information verbatim from participants, if they agreed. Book and pens were used as a substitute to capture the participants' views along with the participant' consent.

The resources used in this study comprised of:

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1) My friends as drivers and their cars to transport me to various sites across the city.

2) Money was offered and accepted for fuel for their cars.

3) Time was an important resource. Appointments were made by phone and after a few visits in persons. Hours were spent in traffic and going from one appointment to the next.

Time as a resource within a pilot study is significant as the volunteers to participate in the feasibility study. The participants that volunteer to participate in the pilot study should be as similar as possible to the target population.

The steps used to pilot a questionnaire on a small group of volunteers, who are as similar as possible to the target population (Peat et al., 2002). In this study, three volunteers participated in the pilot study. Two registered nurses and one middle nurse manager consented to be volunteers for this study. The targeted population is to illuminate the main goal of this study to distinguish the difference of public service motivation in government and non-profit organizations.

Regardless of the benefits of conducting a feasibility study, pilot study methodologists have admitted to shortcomings to this approach. One shortcoming is that volunteers for the pilot study should not be participants within the actual study, in convenient sampling and snowballing this may be challenging as the researcher seeks sufficient persons to participate in the study. Though, this study used convenient sampling, the use of participants from nine different organizations overcome this limitation. A second setback of feasibility study is process of conducting the study is no guarantee that it may still futile such as participants may decide to not complete the data collection process and excuse themselves from the research. In this case, one participant had to leave for an emergency, she never completed the data collection therefore her information was not used in the findings and analysis processes. Regardless of

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the limitation of pilot study, in this instance the trial run illuminated the time frame to conduct the data gathering process and prepared the researchers for resource challenges.

In summary, for the researcher, the pilot study method provided practice to test question sorting and interview methods regarding public service motivation and influences of organizational characteristics feasibilities. The pilot study further validated methods, tools and resources which were feasible to conduct this research.

### **Research Method**

As this study sought to illuminate the presence of public service motivation and how organizational factors influence PSM within public and non-profit organizations of health and social welfare services, the most appropriate method to achieve this goal was the adoption of case study methodology, as other research methodologies do not allow for collection of multiple data sources. Public service motivation as a social science construct is contested conceptionally and operationally ... (Swedberg, 2016). (citing Mills, 1959) therefore to advance public service motivation research from the Bahamian perspective, case study was employed as a recommended methodology of PSM research advancement (Ritz et al., 2016; Perry & Vandenabeele, 2015; Perry, 2010). Additionally, the methodology of case study enabled me to generate mixed methods of data collection and analysis (Creswell & Plano Clarke, 2018; Yin, 1994).

This unique feature of gathering various data in case studies is not common to other methodologies. For example, historical research design reviews historical accounts, whereas case study can include these documents and individuals' perceptions of the past event, which was used in this study. This study as a case design was conducted in the natural setting of the workplace without manipulation compared to other methods such as experiments, which researcher/s exerts controlled manipulations which may influence research outcomes. In

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addition, case design is further validated as a research methodology when multiple cases are under investigation.

With this consideration, I examined two cases- public organizations and non-profits- since these organizations provide public service motivated individuals greater opportunities to exhibit public services (Kjeldsen, 2014; Stazyk & Pandey, 2008; (Houston, Talking the walk of public service motivation: Public employees and charitable gifts of time, blood, and money, 2005) and lend themselves to two types of cases. Despite PSM studies expanding over three decades the concentration of these studies has focused mostly on public organizations. Whereas PSM studies regarding non-profits have garnered less and slower interest (Salamon, et al., 2004).

Furthermore, public servants and non-profit workers' motives of public services and job satisfaction are salient to public service provision and delivery as globally this service is the largest service provision in most countries including the Bahamas. The significance of this phenomenon studied as a case methodology therefore was also based on real-life significance, along with its contemporary importance. Furthermore, its variables are not controllable since they are not tangible, but have cognitive, social, and cultural importance (Yin, 2014; (Baxter & Jack, 2008); (Stake, 1995). With time as a constraining factor, this adoption of case design was also beneficial for cross-sectional analysis, and its multiplicity of sources was additionally fruitful. Case study authors posited that case study investigates 'how' or 'why' of a phenomenon as well as when study variables cannot be controlled (Yin, 2014; Baxter & Jack, 2008; Stake, 1995). My research questions were applicable since they constituted how public service motivation is shown between public and non-profit managers and between public and non-profit employees; and how do organizational factors influence PSM within public and non-profit organizations.

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Regardless, however, of the single encounters with my study participants, the case study allowed me to collect a full variety of evidence for document analysis (Carolan, Forbat, & Smith, 2016). Document analysis is an important research tool that is useful in several ways such as its utility with other methods for the study of phenomenon. Primary sources of documentation about public and non-profit organizations were explored to indicate any dimensions of public service motivation. According to (Bowen G. A., 2009) document analysis is defined as ‘a form of qualitative research in which documents are interpreted by the researcher to give voice and meaning around an assessment topic’. Documents classification includes primary, secondary or tertiary documents. As (O’Leary, Wilson, & Metiu, 2014) suggest organizations missions and goals are among the type of primary document sources:

1. Public records: the official, ongoing records of an organization’s activities, such as organizational mission and goals obtained via the organization website.
2. Individual q-sort arrangements on the semi-quasi grid
3. Interviews: first-person accounts of an individual’s actions, experiences, and belief (O’Leary, 2014).

Despite multiple data sources, critics of case methodology argue that it lacks generalizability. However, Yin (1994) highlighted that case study generalizations must be viewed from content validity which is congruent with my research. First, public service motivation has an empirically sound measurement tool (Kim et al., 2010) which established its correct operational measures, therefore construct validity is confirmed in this study. Another generalization within this study is internal validity since public service motivation is influenced by individual characteristics and organizational factors (Herzberg, 1956). External validity is attained as another generalization since the study findings can be realized within Bahamian public service and non-profit organizations (Yin, 1994 p. 34).

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Mixed methods research is defined by the Journal of Mixed Methods Research (Fetters & Molina-Azorin, 2017) as “research in which the investigator uses both qualitative and quantitative approaches or methods in a single study or program of inquiry”. In this study both approaches are used to obtain the study objectives, therefore mixed methods can lead to increased validity (Venkatesh, Brown, & Bala, 2013); (Cameron, 2011); (Anderson V. R., 2016); (Giddings & Grant, 2006).

Mixed methods of data collection and analysis are, however, without challenges. One challenge of mixed methods approach poses is equally applying with proficiency qualitative and quantitative techniques and equal time investment in data collection. I overcame this challenge by maintaining the study objectives as references throughout the study process. The quantitative method on one hand, is the process by which the phenomena are explained by iteratively during data collection and analysis (Muijis, 2012). Quantitative method includes objectivity, unbiased, and measurability against statistical tests (Anderson, 2006). The qualitative method, however, on the other hand involves the scrutiny of social phenomena by looking beyond ordinary social life to novel ways of social life (Gubrium & Holstein, 2008) In this study qualitative quantitative data were achieved from the application of Q-methodology, while qualitative data were obtained from face-to-face semi-structured interviews (Bowen, 2009). These two methods adopted are further explained below.

### **Procedures**

#### **Q-Methodology**

##### **Definitions in Q-technique**

##### **Concourse**

The concourse in Q-methodology refers to the revision and arrangement by participants of a complete set of knowledgeable or identifiable statements (subjective items).



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The collection of subjective items is about a specific phenomenon under investigation. A concourse maybe developed from multiple sources (Brown, 1993; Ramlo, 2008a). One of the easiest approaches to develop a concourse is using valid measurement tools when a broad empirical knowledge is available. This current study therefore adopts the revised international version of the sixteen (16) items PSM measuring tool (Kim et al., 2012) and seven (7) item continuous commitment measurement (Meyer & Allen, 1991). The decision to utilize the newer version of public service motivation measurement is based on the tool being developed by twelve researchers from different countries. This internationalized PSM tool therefore may increase the possibility of PSM within the Bahamian context since some previous researchers concluded that the original PSM tool is suited to the American context and yield inconclusive results in other national settings. The continuous commitment tool employed as it highlights self-interest attitudes and behaviours which are adverse to public service motives. The application of the CC tool emanates from the possibility that some public servants and non-profit workers may have different motives and rationale for working in these sectors. Further, the two measurements adopted comply with Davis and Michelle's (2011) suggestion that many statements should be collected to facilitate a wide diversity of possible statements related to the construct.

### **Q sample**

Q-sample is the number of selected statements or measurement items that constitutes a concourse. The q-sample in this study consists of twenty-three statements. Each participant individually sorts the concourse of statements which confirms participants' subjectivity on a one-to-one basis. The single sorting process by participating individuals generates a vast number of possible arrangements. Davis and Michelle (2011) caution since the number of possible pairwise comparisons is vast, the Q sample usually should not exceed fifty or sixty items or statements" (p. 567). High number of statements for sorting lengthens the q-sorting

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process and is time consuming for study candidates. The individualized sorting by participants eliminates the researcher influencing the participants' sorting decisions and viewpoints.

### **Q sorting**

Q-sorting as the name implies involves arranging and has three steps. As the group of statements constitutes a concourse, each statement is given a distinct number since the number of available placements are equivalent to the number of statements. Small individual cards are used to type each statement on one side and the other side, numbering is applied. Small cards are used so participants can easily manage the number of cards for q-sorting. Participants rank each statement subjectively based on their agreement or disagreement (Brown, 1993). The q-sorting process consists of three steps. First, 23 statements of public service motivation and continuous commitment are filed into three piles. The piles are ranked- agree, disagree and neutral or unsure (See figure below) - (Davis & Michelle, 2011; Ramlo, 2008a; Brown, 1993). The second step, the three piles are followed by placing them on the semi-quasi chart (Ramlo, 2008a). The chart had seven columns. The labelling of the columns according to its number are:

(7th) most likely to agree.

(6th) more likely to agree.

(5th) less likely to agree.

(4th) unsure.

(3rd) less likely to disagree.

(2<sup>nd</sup>) more likely to disagree.

(1st) most likely to disagree.

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The final step involved writing the number of each statement on the corresponding record sheet (See Appendix).

Before the q-sorting commenced, each participant was given a participant's information sheet (See Appendix 3) before consenting, signing, and receiving two study consent forms which as the researcher, I will sign, and the study participant will sign, the participant will be given one copy, and I will keep the other signed form according to research protocol. The information sheet has general information about conducting research with integrity. The information illuminated: 1) the explanation about study purpose was included which was to understand public service motivation in public and non-profit organizations. 2) The study is seeking managers and employees' personal views, perceptions, and experiences about circumstances and conditions in work environment. 3) Participants are reassured that there are no right or wrong answers since the study was seeking their individual views. 4) The researcher will be gathering two types of information which consisted of q-sorting 23 statements placed in categories of strongly agree to strongly disagree on a grid and face-to-face audio recorded interview and will take about one hour to complete.

5) Participate will be asked about their pay status since the study targeted salaried first line managers or immediate employees as position and salary were inclusive conditions. 6) Participants were assured that there was minimal to non-existing risk involved, since the information gathering will not affect their jobs or induce any form of punishment 7) Participants were further informed that they will be able to withdraw during data collection process or refuse to answer any question without being punished. 8) Reassurance was given about securing the information according to university guidelines 9) Contacts with numbers to report the researcher for unethical conduct 10) Any questions and queries are addressed (Seidman, 2012). Following the verbal consent as an agreement to participate in the study,

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each manager and employee will sign two consent forms (See Appendix 4), I will also sign the forms. I will retain one signed consent form and the other one will be given to the participant as written proof of their agreement without coercion to participate in the research.

The application of Q methodology has several benefits. First, Q-methodology addresses this study objectives through a richer method of (See table below) determining predictable variables that identify group profiles. In this case, public service motivation tool (Kim et al., 2010) and continuance commitment tool (Meyer & Allen, 1991) are employed. The predictable variables are placed in rank order, and weighted relations which allow for more accurate identity and predictable outcomes since the profiles are descriptive and potentially offer more relevant information than individual profiles (Ramlo & Newman, Q-methodology and its position in mixed methods continuum: Operant subjectivity, 2008). Second, Q-methodology is a more distinctive technique than other types of conventional qualitative methods such as surveys, focus groups and observations. Q-methodology offers in-depth and holistic insight along with distinct structure guidance. It further provides better replicability and a more rigorous analytic framework (Davis & Michelle, 2011). Last, Q- methodology is less time consuming compared to interview discussion or focus group to gather data of several participants' views (Ramlo, McConnell, Duan, & Moore, 2008) q-methodology has been criticized for possessing certain limitations (See table below). The first limitation of Q-methodology is its purpose is not to generalize to a larger population. Second, the Q-methodology time consuming for the researcher as individual participants are invited to complete the Q-sort. Third, time increases with scheduling and rescheduling of appointments, in this instance especially for busy managers of public and non-profit organizations.

**Table 12**

*Benefits and limitations of Q-methodology*

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Benefits	Limitations
Allows for more accurate identity and intended outcomes	Lack of generalization to general population
As a qualitative quantitative method, it is distinct technique compared to others such as focus groups	Time consuming process
Replicable procedure and rigorous analysis	Time increases with scheduling and rescheduling of appointments
<i>Note.</i> Multiple benefits and limitations of Q-methodology	

### **Semi-structured interviews**

The interviews will be conducted face-to-face. Face-to-face interviews facilitate the capture of verbal and non-verbal expressions of the study participants, which added to the responses of the interviewees whether they delayed their responses or answered openly and honestly. Also, the interview method facilitated the individual subjective perspectives about the conditions within which their employing organizations and enabled comparisons with their colleagues' answers whether the information is consistent or discordant. Individual responses are also important since study organizations did not consent to share their information regardless or signed consent of secrecy. Further, though face-to-face interviews are time consuming, the method is best suited for micro-level information. The interviews will seek three categories of information- demographics, organizational factors, and relationships-, which will be conducted with first line managers and immediate employees, with slight variations in the a few questions. The variation is due to role specificity such as on one hand, employees will be asked about their relationship with their manager and on the other hand, managers will be asked to describe their interactions with their immediate employees.

Demographic information consisted of seven closed-ended questions and room for added comments. The closed-ended questions included gender, age group, place of employment, highest level of education, position, tenure, and additional comments (See

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Appendix). The demographic information is consistent with PSM sociohistorical studies which revealed the significance of these factors in engendering public sectors' attitudes toward PSM (Perry et al., 2008; Camilleri, 2007; Moynihan & Pandey, 2007; Perry, 1997). For example, in a study between Public Administration and Business Management students, Perry (1997) found that institutions of family, education, church, and employment organization steered employees' PSM. A later study among Belgium public servants confirmed these institutional impacts on PSM (Vandenabeele, 2011). Naff and Crum (1999) while investigating the link between PSM-performance-job satisfaction, they found with regards to gender and education, public sector employment consists largely of women and higher level of PSM is associated with higher education. Later studies confirmed the effects of sociohistorical factors on PSM (Bright, 2005; Camilleri, 2007). The second category of study questions was open-ended questions garnered from the composite PSM literature review and Herzberg's two-factor model in chapters two and three, respectively.

The second category of study questions was open-ended questions (See table below) garnered from PSM literature review and Herzberg's two-factor model in chapters two and three, respectively. These eight questions consisted of education/ learning opportunities, meaningful/least work, conditions of autonomy, manager's role, perception about managers, manager-employee relations, and workplace facilities.

**Table 13**

*Interview items for managers and employees*

Development opportunities	Work meaningfulness
Meaningful work	Autonomy
Immediate Actions	Initiative
Delayed Actions	Perceived manager' conduct
Criteria for staff relations	Training/ education opportunities
Leadership style	Relations with manager
Overall staff relations	Work environment
	Relationships with others

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Item topics for managers	Item topics for employees
Note. Topics during interviews of public and non-profit first line managers and employees	

Education and learning opportunities are regarded as both intrinsic and extrinsic factors. An antecedent, education is found to be positively associated with public and non-profit motives and attitudes to public service (Ritz et al., 2016; Yang & Wang, 2013; Perry, 2000; Naff & Crum, 1999), whereas as correlate of PSM, education influence PSM (Stazyk & Davis, 2015; Yang & Wang, 2013). For example, Stazyk & Davis (2015) found that PSM and education, values and ethics are link. Studies by Herzberg (1987, 1988) found that achievement and accomplishment (which can imply education) are associated with employees' motives for work and feelings of job satisfaction.

Public service motivation is regarded as meaningful work as public and non-profit organizations afford managers and employees to fulfill their altruistic and prosocial attitudes, actions and behaviours, and experience feelings of job satisfaction (Jin & Lee, 2012; Camerilleri, 2007; Houston, 2000). For example, Jin and Lee (2012) found that managers' job satisfaction was related to managers' positive perceptions of their organization. Previous findings by Taylor (2008) in the context of Australia found that JS-PSM-organizational commitment association. Job satisfaction among public servants a variety of conditions. These included task variety, weekly working hours, salary, balance of work and family, confidence in career development, work environment safety, relations with colleagues, age, and education (Yang & Wang, 2013 p. 581). Meaningful work also may be associated with work itself or content (Herzberg. 1988).

A third line of questions is workplace social relations which may have positive or negative influence employees' PSM and attitudes of job satisfaction (Asendorpf, 2020; Clark,

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et al., 2020; Pincus et al., 2020; Molho & Balliet, 2020). Empirical evidence shows that managers' influence employees' performance and motives for public services (Eldor, 2018).

Another line of questions regards workplace conditions which may adversely influence public service motives and attitudes. Herzberg refers to conditions (hygiene) when heightened (supervision, policy, workplace facilities) cause unpleasantness for employees (Rauthmann, 2020; Herzberg, 1987, 1988). In addition, Ritz and colleagues reviewed 25 years of PSM research and found workplace role conflict and ambiguity were negatively associated with PSM (Ritz et al., 2016).

Interviews are an advantageous method for research in several ways. Interviews allow for specific and structured open-ended questioning with prompts as interview guides which are advantageous, compared to ethnography in which questions are developed as the study progresses. Semi-structured interviews reduce indeterminacies and redundancies as another advantage compared to unstructured questions that are shortcomings of unstructured interviews of ethnographic research. Interviews allow for cross-sectional data gathering which is also advantageous since it diminishes disrupting the researcher's individual work time, whereas ethnography is time consuming.

Another advantage for interview method is, it increases the number of participants' viewpoints since it is conducted singularly. Interviews therefore provide the researcher to collect as much and as diverse data as possible that can help generate the best possible insights about the phenomenon of interest (Bhattacharjee, 2012). Third, as a research method, interviews also engender a narrative formation to facilitate in-depth in-sights about the study participants (Merriam & Tisdell, 2016); and hence semi-structured questions via face-to-face method.

Structuring questions with openness are another advantage of interviews due to their



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malleability or pliability. Semi-structured interviews are malleable because their questions are open-ended about specific area/s under investigation and have leeway for participants' responses to illuminate further area/s of interest during the interview discussion. accommodates well thought-out questions in pre-set order and is flexible enough to accommodate current ideas emerging during the discussion (Gill et al., 2008).

The interview method, however, is not without criticisms (Bhattacharjee, 2012). Interview due to its subjectivity is criticized since it cannot be independently replicated or repeated as a scientific study and obtain related results, nor identical results. Interviews emphasis on qualitative concepts is another criticism since these concepts are often hard to measure. The interview method is also criticized as not being precise, falsifiable, and parsimonious due to its qualitative nature.

The execution of interviews requires the application of three phases. These phases encompass review of the literature, developing semi-structured questions, pilot testing the questions and reviewing the interview process. A critical review of literature for studies and aims for a transparent report of study identification. (Cooper, Varley-Campbell, Britten, & Garside, 2018) provides the guide in constructing the interview questions.

The literature search about public service motivation studies and dual factor theory illuminates mixed findings which inform the interview questions. Participants' consent to participate in the research is obtained and generated by written consent. Anonymity and confidentiality are maintained according to participant's information guidelines (See Appendix). At the onset, most participants agreed to have their interview audio recorded. Two employees, however, preferred their responses to writing instead. I summarized as accurately as possible their responses. The tape-recorded narratives were transcribed verbatim within 48 hours (about 2 days) after completion as outlined within the information sheet.

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The data analysis following the interview is obtained with the application of NVivo software. The software is used for qualitative data analysis (QDA). The software allows one to classify, sort and arrange information; examine relationships in the data; and combine analysis with linking, shaping, searching, and modeling (Azeem & Salfi, 2012).

### **Target Population**

First line managers and immediate employees within public and non-profit organizations constitute this study target population. There are a few reasons for these targeted groups. Within the public service first line managers and immediate employees are the largest groups as Underwood as indicated that employed number of staff within the public service is sufficient (Underwood, 2018), and previous showed with the surplus of at the lowest pay grade (Rolle, 1996 p. 231-237). Government ministries and departments and non-profit (NPO) organizations in the Bahamas comprised the two cases (Bhattacharjee, 2012) to meet the study objectives. These two case studies were chosen as both entities in the Bahamas provide service to the public (Perry, 1997). Second, public organizations and non-profit organizations provide public service, in the Bahamas there is the absence of blurring between these organizations in contrast to Bromley's (2017) argument. Last, the private or business sector was excluded as previous studies demonstrated that public service motivation is markedly different between these three organizations. This study therefore constituted five (5) public organizations which incorporated health and social welfare. The six (6) non-profit organizations that comprised a case study within this study are religious, community concern, and special disadvantaged groups.

The choices of the public and non-profit organizations in the city, Nassau, Bahamas are advantageous. All the public organizations and non-profit organizations are in Nassau which has two thirds of the island nation's population. In addition, since the destruction of

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Hurricane Dorian to the second and third most populous islands, it has made it impossible for me to conduct this study within those islands.

### **Study Procedure**

The Commonwealth of The Bahamas has 700 islands and cays. However, more than three quarters of the population resides on three islands, the second largest populous island is Grand Bahama, and the third most populous island is Abaco. These islands were extensively devastated by Hurricane Dorian in August 2019, three months prior to my return home to commence my fieldwork. The capital city, Nassau on the main island of New Providence, therefore, is purposefully chosen to conduct fieldwork. New Providence is referred to by Bahamians as “Nassau” rather than the island actual name. Nassau has centralized government ministries and departments and all types of non-profit organizations. Nassau has various types of public and over 500 non-profit organizations (Pintard-Newry, 201 p. 4) which this study sought to explore the influences of public service motivation among managers and employees within these organizations.

In this study, a convenient sampling method is applied which integrates theory and process. The method encompasses four aspects which are conducive for Q-methodology (Robinson O. C., 2014) and applicable to interviews (Bhattacharjee, 2012). Convenient sample is useful as clear specification about inclusion and exclusion is given. Convenient sampling permits smaller sample size than survey. The time factor propels a convenient sampling strategy since well-intentioned sampling cannot be achieved due to other factors such as official consents to conduct the study. The protection of study participants through adherence to research ethical standards such as protection, agreement issues, security along with anonymity and confidentiality is also a significant component of convenient sampling strategy (Robinson, 2014). In this instance, the sample included fully employed first line managers and immediate employees within public and non-profit organizations and excluded

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part-time workers or volunteers within these organizations. Twelve public and non-profit first line managers and twenty-six immediate employees constituted the sample size. The number of participants in the sample size is a criterion based on Q-methodology that is to avoid over-saturation of the number of participants should not exceed the number of statements being used in the q-sort.

As a strategy of case research and convenience of study participants, Q-sorting and interviews were conducted at their individual respective offices throughout the work week, and at one participant's home on Saturday evening. The downside is that there were interruptions since the personnel were not on breaks, especially among the managers. The advantage of conducting the data collection at the workplace allowed me to observe the participants' attitudes and behaviours within their natural work settings. Another advantage is a comfortable environment for participants is an important element to consider for qualitative research (Fassinger & Morrow, 2013).

### **Research Measurement**

Public service motivation measure (Kim et al., 2013) and continuous commitment measure (Allen & Meyers, 1991) were used in this study. I justified this decision based on several reasons. The justification to use Kim and associates PSM measure (See Table below) is that the previous q-methodology-PSM study by Brewer and colleagues (2000) adopted the public service motivation original measure (Perry, 1996). The original measure was developed within the American setting and Brewer et al., study was also conducted within the US context. As PSM studies increased across the globe (though mainly within industrialized countries), PSM and the measure proved difficult in some instances (Ballart & Riba, 2017 p. 44; (Vandenabeele & Van De Walle, International difference in public service motivation: Comparinng regions across the world, 2007). Some challenges were the four dimensions of

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PSM were not applicable within some national context. This nuance was heightened by different researchers using different number of dimensions (Yousef et al., 2014; Giaque, et.al, 2011; (Coursey, Yang, & Pandey, 2008); Moynihan and Pandey, 2007). PSM measure has also being used the measure as a single aggreded construct.

Besides the justifications in adopting Kim et al., (2010) measure, it was tested in twelve countries and the newer version was more country-specific. Kim and Vandenabeele (2010) further refined the dimensions of the concept of PSM and the underlying motives that can be investigated empirically. According to the authors, Perry's dimension of 'attraction to policy making' should be redefined as 'attraction to public participation' to capture the disposition to work in the public sector and participate in shaping policies. The dimension of 'commitment to public interest' is redefined as 'commitment to public values' to take the pursuit of public values more into account and remove the conceptual overlap with the dimension of self-sacrifice. Furthermore, Kim and Vandenabeele considered rational motives to be ambiguous in their relation to PSM and found Perry's affective and norm-based motives to be overlapping. An individual may participate in the process of policy formulation to satisfy a need for power or to advocate a special interest that also advances benefits to the individual. Rational motives can be seen as serving self-interest rather than a public interest which does not fit with the theory of PSM as being underpinned by altruistic motives (Kim & Vandenabeele, 2010, p. 703). The authors recommended refining the motives to public service to reflect behaviours and attitudes that serve public interest. According to Kim and Vandenabeele, three types of motives are linked to public service motivation: instrumental, value-based, and identification (See Figure below). Instrumental motives include the willingness to perform meaningful public service, to contribute to society by helping others, and includes an attraction to public employment, policy process and community interest. Value-based motives refer to the congruence between personal values and public values.

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Those public values may include social responsibility, democracy, social equity, fairness, social justice. Individuals are likely to feel a sense of accomplishment and satisfaction through their contribution to achieving those values in their workplace. Identification motives means that individuals care for the groups, people, or objects that they want to serve. It captures a sense of bonding or relationship between public servants and citizens that feeds into the willingness to help those in need or to do good for the group or citizens in general. ‘These three refined motivational components are focused on value (for what), attitude (for whom), and behaviour (how): instrumental motives are related to behaviour, value-based motives to values and ethics, and identification motives to attitude.’ (Kim & Vandenabeele, 2010, p. 703).

**Table 14**

*Revised dimensions of public service motivation*

Dimensions of public service motivation			
Attraction to Public Participation (APP)	Committed to Public Value (CPV)	Compassion (COM)	Self-sacrifice (SS)
APP5: I admire people who initiate or are involved in activities to aid my community	CPV1: I think equal opportunities for citizens are very important	COM2: I feel sympathetic to the plight of the underprivileged	SS2: I am prepared to make sacrifices for the good of society
APP7: It is important to contribute to activities that tackle social problems	CPV2: It is important that citizens can rely on the continuous provision of public services	COM3: I empathize with other people who face difficulty	SS3: I believe in putting civic duty before self
APSI1: Meaningful public service is very important to me	CPV6: It is fundamental that the interests of future generations are taken into account when developing public policies	COM5: I get very upset when I see other people being treated unfairly	SS4: I am willing to risk personal loss to help society
APSI2: It is important for me to contribute to the common good	CPV7: To act ethically is essential for public servants	COM6: Considering the welfare of others is very important	SS7: I would agree to a good plan to make a better life for the poor, even if it costs me money

*Note.* (Kim, Vandenabeele, . 2010 p. 82-33)

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The decision to utilize Meyer and Allen' (1991) continuous commitment (CC) measure was the statements of the measure indicate employees' calculative attitudes for remaining within their employing organization (See table below). Their attitudes and behaviours are for self-interest or rationality as their commitment to the organization is self-serving interests. Two examples are : - 'It would be too costly for me to leave my organization now. I feel I have very few options to consider leaving this organization' (Meyer & Allen, 1991).

These attitudes and behaviours contrast with public service motivated employees' attitudes and behaviours. Public service motivated attitudes and behaviours are other-oriented in nature as PSM employees exhibit altruistic and prosocial actions (Koehler & Rainey, 2008; Lui et al., 2008; Rainey & Steinbauer, 1999).

**Table 15**

*Statements of continuous commitment sub-theory*

Statement number	Dimension
1	I am not afraid of what might happen if I quit my job without having another one lined up.
2	It would be very hard for me to leave my organization right now, even if I wanted to.
3	Too much in my life would be disrupted if I decided to leave my organization now.
4	It wouldn't be too costly for me to leave my organization now.
5	Right now, staying with my organization is a matter of necessity as much as desire.
6	I feel that I have very few options to consider leaving this organization.
7	One of the few serious consequences of leaving this organization would be the scarcity of available alternatives.

Note. Meyer & Allen' seven items continuous commitment measure (1991)

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### Data Collection

The significance of data collection is before, during and after the process. Pre-data collection requires checks of necessary items needed to collect the data and protection of data from receipt. Case research permits data to be collected from multiple sites and various times. In case research data collection is time consuming as preferable longitudinal data collection is required for in-depth and richer collection of qualitative information. Another principle of data collection is data protection and interpretation.

The items used in this instance for data collection are as follows: -

- 1) Everyone was given the *participant' information sheet* (See Appendix) to read. As the researcher I clarified or further explained any queries which individuals raised. Participants were informed no coercion, no penalty, no personal information was being asked, and no discriminate use of their information would be used. Individuals were further reassured that their identity and their accounts would be protected.
- 2) Two *consent forms* (see Appendix) and a *pen* per participant were used. I began with the explanation about the two phases of the study. The first part of the study sought to explore what motivates participants to perform their jobs using q-sorting. The second part of the study sought to examine participants' attitudes toward workplace factors using face-to-face interviews. After individuals consented to participate in the data collection, both participant and researcher signed and kept a consent form.
- 3) Each participant was given the *q-sort instruction sheet* (See Appendix) with instructions about how to perform q-sorting actions. All participants' queries were addressed by the researcher.
- 4) Participants were administered a *pre-sorting sheet* (see Appendix) and twenty-three statements on individual 2x2 cards with corresponding numbers at the back of each card. The *pre-sorting*

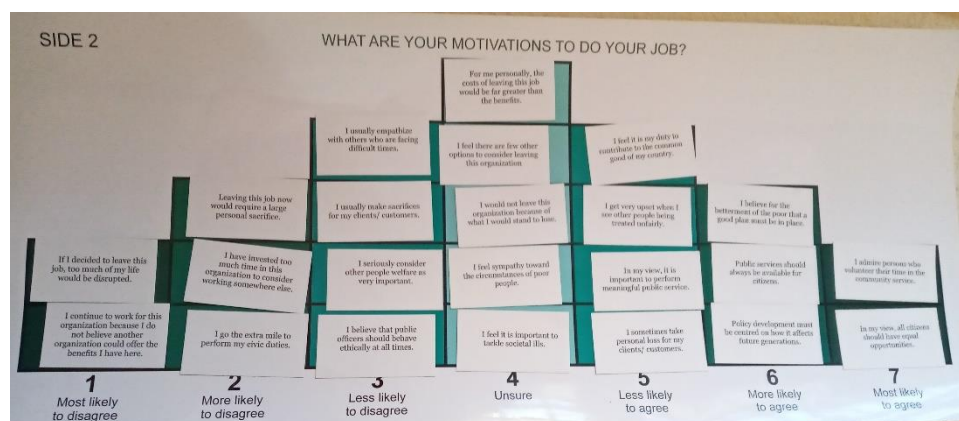


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*sheet* allowed participants to initially sort the statements into three categories that were agree, unsure, and disagree. Each pile was followed by placements on the chart in further level of agreement and disagreement which were most likely, more likely and less likely. The statements constituted *sixteen PSM statements* of Kim and associates (2013) and *seven continuous commitment* statements of Allen and Meyer (1991). The card size fitted on the q-board which consisted of twenty-three spaces (See figure below).

**Figure 8**

*An example of a managers' Q-sort*



6) A *transfer sheet* was used by the research to immediately transfer q-sorters' placement in numerical form onto the sheet. The transfer of q-sorters' placements permitted the researcher to retain and save the information for analysis purposes. The post interview responses were also transferred on the information sheet. The post-interview asked each q-sorter to explain their most likely to agree and most likely to disagree placements. These clarifications provided richer insight into participants' public service motives and attitudes.

7) Two interview guide sheets were employed for the second phase of the data collection.

Data collection was performed from the last week in January to the end of March 2020.

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### **Limitations of data collection**

Several challenges arose during the application of data collection. One major setback I encountered was the lack of access to engage with topic management or administration to obtain an agreement to participate within the study. Official letters were hand-delivered to each targeted organization on the first working day of my arrival (December 6th, 2019) into the Bahamas. I received an official reply from a religious non-profit organization about their decline to participate in the study. I made several telephone calls and spoke to individuals who I personally knew and had promised to assist me in two government organizations, these efforts were unsuccessful.

A second major limitation I encountered was the lack of access to organizational information about their performance in the last quarter. The information is not public knowledge and despite the assurance of confidentiality, the requirement of this information may be a deterrent to participation in by a few organizations. The lack of access to the information as a cross reference to participants' responses increases the lack of generalizability of the study. The absence of proof of organizational characteristics removes the opportunity comparison of individuals' subjectivity to organizational objectivity,

First line managers' and immediate employees' responses are subjective therefore there was little opportunity to confirm their perceptions. It is reasonable to assume that individuals with public service motivation agree on some issues, however the truthfulness of their responses may be varied as some responses may be guarded about the questions about the challenges within the employing organizations.

Tape recording the interview discussion required transcribing the information within 48 hours (about 2 days) after the interview. This proved a challenge as some responses were recorded poorly since some of the participants' voices were low. In these instances, I summarized the contents based on my knowledge about Bahamian dialect.

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A fifth setback in this study is my participants' recruitment with convenient sampling technique. Time proved to be a major limitation and therefore purposive sampling was not attainable since upper management and administration did not response to my official letter. One month following my arrival, public organizations did not provide me with positive or negative communication.

Another limitation of data collection is related to my tape recording the information. During data transcription, I discovered the service provider tape recorded information overlapped with one manager's account during the interview when I paused the recorder because of several work -related interruptions for the participants.

The greatest challenge I encountered was the Covid 19 pandemic. The pandemic caused the termination of data collection among managers that resulted in a small sample size. The managers who consented to participate in the research I had to reschedule twice in most instances. This involved being taken to the sites multiple times by my friends who became my drivers. During the hours when traffic was not heavy, it proved easy to be transported from site to site for at least half an hour. The hours when traffic is heavy my arrival took up to an hour and a half depending on where the organization was located. Each week I gave my friends \$30 for fuel. Another challenge the pandemic had for me was my confinement at home, and I became demotivated to complete my study. Many weeks passed and I became nonproductive. It was further made difficult since I lack comfortable space and furniture for a workspace.

### **Study Settings**

#### **Figure 9**

*Map of the Commonwealth of the Bahamas*

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Retrieved from the <http://www.bahamas-travel.info/maps/>

### **Data Analysis. and Instruments-**

#### **Online Software for Data Analysis**

Two software applications were used to analyse the data collected. The procedures and processes for data analyses were accomplished through PQMethod Software on of an exclusive software for q-sorting analysis (Schmolck, 2014) in which participants' qualitative attitudes and perceptions and statistically analysed via quantitative processes, and NVivo Software, one type of software for qualitative analysis of participants' interview data. The adoption of these online tools reduced the large volume of data to manageable sizes through iterative and visible presentation (graphs and charts). Though the software applications compressed the big data into key managerial sizes, these actions were dependent on the actions I prompted the software to perform, and the software applications do not analysis and interpret the

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data results. Despite this, researcher's bias was reduced by employing the software applications.

The procedure and processes to analyse public and non-profit participants' attitudinal perspectives regarding their motives for public services with PQMethod software involved specific steps (See Table Below) and required data preparation.

**Table 16**

*Processes for data preparation of PQ-Method software*

Processes of data preparation Procedures Data preparation  Importing data Data rotation  Note.	Processes	Justifications Each q-sorter is given an identification number
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### **PQMethod online tool**

#### *Correlation Matrix:*

The preliminary phase of Q methodology is correlation matrix calculation which is insignificant in Q-methodology. However, calculating correlation matrix is simply a necessary way station and a condition through which the data must pass on the way to revealing their factor structure (Brown, Q-methodology and qualitative research, 1996). The correlation is calculated by forming the ratio of the sum of squares for two sorters combined to the sum of the squared differences and then subtracting this from 1.00. All participants' q-sort forms the correlation matrix with all the sorters listed on the row and column.

#### ***Factor Extraction***

The second phase in Q methodology is factor extraction. The determination of the factors is achieved by the correlation matrix. Q-sorts which are highly correlated with each

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other form a factor. In other words, a group of participants similar viewpoint constitutes a factor. PQ Method software allows for two factor extraction methods- centroid and principal components- (Newman & Ramlo, 2010). Among the two methods the main difference is in centroid rotation method the average of the loadings is maximized whereas in the principal component method the variance of the loadings is maximized. The principal components method is applied in the interest of the participants' sort of the items at the time of the study. The principal component method, 1s are placed in the diagonal along the correlation matrix which enables each sorter to be perfectly correlated with him or herself.

Statistically, "each individual with a significant loading ( $p \leq .05$ ) on one factor is counted as a member of the group loading on that factor. A factor loading is a correlation between a Q-sort and the factor itself. The standard error (SE) of the correlation is estimated by  $SE = \text{SQRT}(1 / N)$ , where N is the number of statements- in this account 23- (Brown, 1980). A correlation is statistically significant if it is  $\geq 1.96$  times the SE. All participants who significantly load on one factor constitute a group of like-minded individuals" (Akhtar-Danesh, et al., 2013) p. 254). PQ Method software initially automatically generates eight unrotated factors see Table 1 which results are used to identify the number of factors to rotate appropriately for the study. First, the statistical evidence of the elimination of six factors is presented and followed by empirical evidence of two remaining factors, individually presented. Four Factors- five, six, seven and eight- have an eigenvalue of less than one which eliminated these factors see Table 1. Further, the unrotated factor solutions illustrate Factors three, four, five, six, seven and eight- combined equals less than half of the total variance. Table 1 displays the percent of the total variance explained by factors- five, six, seven, eight. Factors- three, four -have eigenvalues of greater than one but also a minimal percent of variance. Factor three and Factor four are not eliminated based on their eigenvalues and

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variance. However, the consideration of the factor loadings is significant.

### **NVivo online tool**

NVivo is a qualitative software application use for data analysis. Its application is widely used in various domains including social sciences such as psychology, political science, and public administration (Richards, 2002). The software is used with non-numerical or unstructured data by organizing and analysing data. Data organization and analysis through NVivo offers insight of the data and in-depth clarity. The application is useful for volumes of information, whether it is large or small and from data gathered through interviews, focus groups, journal articles, or web, to name a few.

The NVivo software classifies, sorts, and arranges information, examines relationships in the data, and combines analysis by linking, shaping, searching, and modelling. The software identifies trends and cross-examines information in various ways through its functionalities. The software can be used to accommodate a wide range of research methods. A few examples include mixed methods, case studies, and literature review.

### **Trustworthiness and Ethical Consideration**

The study was executed with the principles of research processes to establish trust between the participants and the researcher. Face-to-face interview facilitated the trustworthiness in the interview technique, in that the participants assess my ease and body language and I likewise assess their verbal and non-verbal communication. I am confident that trust was obtained through a clear explanation of the research; outlined the process of the interview procedure, statements about confidentiality and anonymity, provision of informed consent and manner of data collection usage in accordance with the General Data Protection Regulation (2018). The Regulation offers strict laws about human subjects in study, about collected data, storage, disposal along with participant's confidentiality and anonymity. The

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interview discussion permitted the researcher to engage physically, psychologically, socially, and culturally each participant to express their views or opinions about their motives of public service that is influenced by structural features and interactions. Active engagement of the participants and the researcher will ensure the quality of the results and reduce ethical issues. It was critical therefore for participants to illuminate their trait and state influenced by organizational characteristics for the internal validity of this study (Brod, Tesler, & Christensen, 2009); (Maxwell, 1992). As an ethically minded researcher, I adhered to each of the principles that Burnham and colleagues propose that is in accordance with the General Data Protection Regulation (2018). The first principle of doing good and not harm will be achieved by the consent of the participants' agreement to be a part of the study. The second tenet is prevented deception will be achieved by clear explanation of the study, the manner that the findings will be used and the assurance of absence of harm to the managers and employees, personally. I maintain study principles that is to ensure individual privacy by using numbers to substitute for participants' names. The fourth ethical principle in contemporary research conduct is to adhere to confidentiality by placing all information from the fieldwork of data collected and tape recordings are stored within a locked cupboard that is accessed only by the researcher. The fifth principle of research is informed consent about this study- differentiate public service motivation in government and non-profit organizations. (Khan, Hussain, & Alam, 2021).

## **Conclusion**

Two case studies of public organizations and non-profit organizations which provide health and social welfare services directly or indirectly steered the methodological decisions for data collection. Three forms of data collection will be conducted to capture both quantitative and qualitative information about first line managers and immediate employees within these



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sectors. The processes outlined above will guide the data procedures for the robustness of the findings.

### **Chapter Five**

#### **Dimensions of Public Service Motivation**

##### **Introduction**

This chapter answers whether public service motivation is presence within public and non-profit organizations of health and social welfare services in the Bahamas, within a multiple case study design through Q-methodology. The data gathered are empirical findings which reveal public service motivation between public servants and non-profit- workers. This data collection illuminates the significant dimensions- committed to the public interest (CPI); compassion (COM)- of public service motivation; which are evident. The findings indicate that in this context, employees employed in health and social welfare services within public and non-profit organizations to a greater extent exhibit these two dimensions of public service motivation; and to a lesser extent a third dimension- attraction to public participation (APP).

These public and non-profit organizations provide the avenue for multiple case study design. Each type of organization- public, non-profit- is referenced as an individual case and the targeted population within these organizations. Case study focuses on contemporary topics that are topical in nature like public service motivation and can be empirically understood within their natural settings (Yin, 1994), thus the data gathering was conducted within the work environment of the participants. The design further lends itself to multiple research techniques which are absent in other study methodologies. For data collection, this study applies Q-methodology, a quantitative/ qualitative technique, also called a quasi-experiment.

The data collection findings are therefore the results from Q-methodology. The methodology involves placing statements from the topic of interest- public service motivation- on a Likert-type grid of strongly agree to strongly disagree. The action is referred to as Q-

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sorting. The methodology requires that participants be knowledgeable about the topic under consideration. The methodology also emphasizes that the number of statements is greater than the number of participants required for the experiment (Akhtar-Danesh 2011 p. 69; Brown, 1993). In this instance, this study used twenty-three statements for sorting; and the participation of twelve managers and twenty-two employees for the process. The Q-sort constitution is the (16) statements of Kim and associates (2010) revised version of public service motivation scale. The study adopts the scale since it enables greater universality as compared to the original scale (Perry, 1996). Seven (7) statements from Allen and Meyers' scale (1991) of continuous commitment are also used for statements variability against the public service motivation scale. The participants who consented to take part in the Q-sort process consist of public and non-profit first line managers and immediate employees for comparison between the organizations. The excess number of statements versus participants is to avoid saturating the findings. Primarily findings of Q-technique are for theory development (Akhtar-Danesh, 2011 p. 69; Brown, 1993), however, since public service motivation is an empirically validated construct, the purpose of these findings is to illuminate first line managers and immediate employees' public service motivation within public and non-profit organizations in the Bahamas.

The chapter begins by shedding light on how the quantitative interpretation is first performed which is exclusive to Q- methodology, followed by the findings.

### **Factor Interpretation**

Q-methodology statistical software does not interpret the results of the q-sorting. However, to reduce researcher' bias, criteria are suggested for empirical interpretation and participants' explanations within each factor about their agreement or disagreement about the extreme statements (Davis & Michelle, 2011). Brown (1993) recommended five criteria for Factor interpretation.

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a) Extreme ranking statements are those statements which are common to the dimensions of public service motivation. For example, these statements are common to the attracted to public participation (APP) such as “it is important to contribute to activities that tackle social problems”, and “meaningful public service is very important to me”.

b) *Distinguishing statements* that are different among the factors as the dimensions of public service motivation.

The analysis generated a variety of tables on factor loadings, statement factor scores, discriminating statements for each of the factors as well as consensus statements across factors, etc.

**Table 17**

*PQMethod Statements*

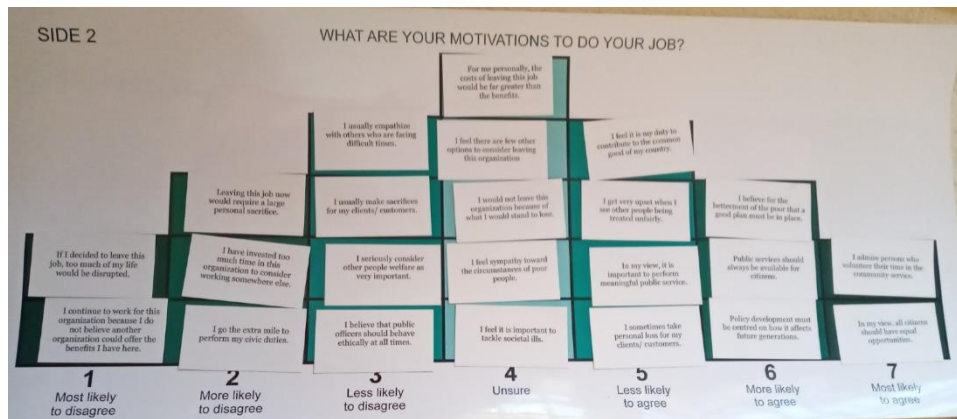
Type of Statements	Significance of Statements
Extreme statements	Statements that are components of the specific PSM dimension.
Distinguishing Statements	Statements which are uncommon to a particular PSM dimension.
Model Array	A completed q-sort
Q-sort Values	Statements which reflect the extent of the agreeableness to disagreeableness
Participants' Comments	Explanations of participants extreme choices of agreement and disagreement
Note	

c) Model array is an example of placements of statements on the q-sort grid with degrees of agreement and disagreement along with unsure placement column (See figure below).

**Figure 10**

*An example of a employees' Q-sort*

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d) *Q-sort values* are the extent of the agreement to disagreement. In this instance the values are -3, -2, -1, 0, +1, +2, +3 or **most likely to agree/disagree, more likely to agree/disagree, least likely to agree/disagree** and 0 is unsure. .

e) Participants' comments are gathered during interview following completion of the q-sorting.

The five criteria are utilized to interpret the factors of the model. The interpretation of the factors is based on the statements which distinguish public service motivation dimensions (Kim et al., 2010, 2013) and for variance within public service motivation measurements, continuance commitment dimensions (Allen & Meyers, 1991) is applied. However, this study focuses are public service motivation dimensions. The name of the Factor is identified according to the commonly occurring statements of public service motivation dimension/s.

Below are distinct dimensions of public service motivation revealed within public organizations and non-profit organizations, and between public servants and non-profit workers.

### Value Advocates

Value advocates are most significant to Bahamian public servants rather than to non-profit workers. Four public managers were attached to Value Advocates as compared to two non-profit managers. In the case of employees, five government employees and one non-profit employee have similar viewpoints with regards to Value Advocates. The most frequent

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occurring statements (referring to as extreme ranking statements) of Value advocates reflect committed to public values (CPV) dimension of public service motivation. Public servants more than non-profit workers regard social norms and values as significant. In addition, these values steer their attitudes, behaviours and societal contributions to delivery of public service. Values Advocates experience satisfaction as these officers contribute to the outcomes of public service delivery. For instance, a reflection of committed to public values statements are displayed in public managers' model array (see Table 3 in Appendices) and public employees' model array (See Table 4 in Appendices). Statements about committed to public values are placed in the columns most likely to agree, more likely to agree columns, respectively). The common committed to public values statements incorporate 'policy development should include its impact on the next generation' (statement 4) and 'equal opportunities for all citizens' (statement 21). In addition, public managers regard 'the role of government to provide public services to its citizens' (statement 15) as important.

**Table 18**

*Extreme high- and low-Ranking Statements for Value Advocates*

An Example of Results of Value Advocates		Z.score
22		
1	In my view, all citizens should have equal opportunities.	.847
4		
	Policy development must be centered on how it affects future generations.	.698
1		
	I admire persons who volunteer their time in the community.	.154
9		
	I believe that public officers should behave ethically at all times.	1.019
2		
	I continue to work for this organization because I do not believe...	-1.005
22		
	For me personally, the cost of leaving this job would be far...	-1.049
5		
	I feel there are few other options to consider leaving this organization.	-1.097
10		
	I have invested too much time in this organization to consider.	-1.198
18		
	Leaving this job now would require a large personal sacrifice.	-1.509
14		
	If I decided to leave this job, too much of my life would be...	-1.671

Note. z-score= a value in relationship to the mean of a group of values. Z-score is measured in terms of standard deviations from the mean.

## **PUBLIC SERVICE MOTIVATION**

Value Advocates participants interviewed illuminate public servants and non-profit workers committed to public values (CPV) dimension of public service motivation. However, public officers regard values with greater saliency than non-profit workers. Value Advocates interviewees reflected beliefs in their societal obligation or standard, to serve the public interest and the loyalty to duty. There is no emotional attachment to service users, instead the desire for equal benefit for all citizens which is noted in interviewees' accounts. The neutrality towards service users may be misinterpreted as a lack of compassion by these users or others. Instead, participants as Value Advocates may suggest they value their organizational values for 'societal good'. The value of organizational values further suggests congruency with Value Advocates personal values and their commitment to their organizations. Public officers as Value Advocates are illuminated by their explanations. For instance, as explained by a few public managers:

Everyone deserves a fair share of social and economic opportunities in society as provided by the constitution. All people are equal and are governed by the same laws. Everyone has God-given rights (M7 PO). Equality is one of the greatest benefits presented to man and everyone deserves it (M3 PO).

One non-profit manager interviewed with similar explanations about equality commented:

Justice which is selective is not justice at all. Justice must not appear to be done but must be clear (M1 NO).

In addition, a few non-profit employees interviewed an explanation about equal values for all expressed:

Everyone deserves equal opportunities (E12 NO). I have a great problem with favoritism (E1 NO).

## **PUBLIC SERVICE MOTIVATION**

A second significant value regarded by interviewees of Value Advocates showed 'policy development with future generations' is salient. The significance of future generations among Value Advocates shows collectivist values and communitarian norms. In other words, the interest of others over individual interests. Policy development may suggest Values Advocates are aware of policies, take an active or inactive part in its development, or are implementers of policies. Accounts of public managers post-interviews are:

We should all seek to have national plans which we should follow, so that our country is run better, and everyone benefits (M6 PO). Policy development should have the future generation in mind since I believe that these policies in the future are the way out for my brothers" (M1 PO). I agree because future generations are the ones who will one day be leaders and determine the direction of the Bahamas. Therefore, it is important for time and policies to be developed to prepare them to compete in the global market (E11 PO).

We must develop policies to govern civil service with successive training for each position in each department. Political interference should be eradicated that promotes persons from outside the government service and ignores persons next in line for promotion. This is one policy that needs implementing (E7 PO).

A few public employees interviewed illuminate, similarly:

In order for a country to strive, grow and be productive each generation must be able to function based on policy implementation (E6 PO). In my opinion, we as a nation have a vested interest in our future generations. We must leave a legacy therefore discussions must take into consideration our future generations (E5 PO).

In addition, a non-profit workers' explanation about policy development illuminated:

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I believe that being in the field that I am in, I get to experience firsthand the reality of being poor. If good policies are in place, these will eliminate these conditions now and future generations will be able to carry on the policies to eradicate poverty (M7 NO).

A third statement explicates public values is the belief of public officers' ethical behaviours. Statement 10- "I believe that public officers should always behave ethically" reveals the feelings and beliefs concerning individuals who deliver public service. Ethics show principles such as values and therefore about the interest of the public. Public officers regarded the work ethics of public officers as significantly greater than non-profit workers. Ethical principles of public officers similarly show the broader interest of its impact on society rather than individual benefit or satisfaction. Interviewees' responses also show the importance of Christian behaviours for the common good of others. Public employees' comments included:

I believe all public officers should always behave ethically because it is our duty. Corruption brings down the country and eventually most people will suffer, (even if only a few of those involved in the corruption). The country will suffer (E9 PO).

As a Christian, it is my duty as an ambassador of Christ to always behave ethically. There is nothing worse than an unethical person (E11 PO).

However, about statements of disagreement which are nuances to commitment to public values such as statement 14- "If I decided to leave this job, too much of my life would be disrupted", Value Advocates display a rational approach. Rationality also may suggest no emotional attachment but facing reality. Interviewees' explanations showed:

There are always other avenues to work and explore (M3 PO). It will not disrupt my life as I have other things in place (M5 PO). I have a life outside this office, so it would not affect me (M6 PO).

In addition, another Values Advocate clarified exiting the public service about statement 14- "If I decided to leave this job, too much of my life would be disrupted". An interviewee's



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account showed values for others' interest is ingrained within this officer, a further sign of public service and to contribute to society. The public interviewee's response showed public interest is still paramount to her action. The female interviewee explained:

If I decide to leave this job at this point in my life, it will make room for me to serve in other areas. Meaningful service to others/ society does not only take place public service but from other non-governmental organizations and privately. It would be another opportunity to meet others' needs (M7 PO).

### Compassionate Bearers

Compassionate Bearers are associated with the experiences of disadvantaged individuals or groups. The association engenders actions, behaviours, and attitudes of caring, tenderness, and generosity. Recipients of public service experience compassion through felt experiences and service deliverers of compassion experience reciprocal satisfaction, simultaneously, as compassionate service is being delivered. The compassion (COM) dimension is a virtue of public service motivation. The virtue of compassion also makes up attitudes of sensitivity, responsiveness, and service orientation. Compassion has greater importance to Bahamian non-profit workers compared to public officers. Two non-profit managers compared to one public manager and four non-profit employees include the compassionate bearers group. Bahamian compassionate bearers prove sympathy, service-oriented, comparing oneself with others, Christian virtues, and humanity.

**Table 19**

*Extreme high- and low- ranking Statements of Compassionate Bearers*

No.	Statement	Z-score
20	I go the extra mile to perform my civic duties.	1.787
23	For me personally, the costs of leaving this job would be far greater than the benefits.	1.514
22	I continue to work for this organization because I do not believe another organization could offer the benefits I have here.	1.103

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16	Public services should always be available for citizens.	1.103
17	I sometimes take personal losses for my clients/customers.	1.101
8	I usually make sacrifices for my clients/customers.	-1.018
14	I feel it is important to tackle societal ills.	-1.030
10	I believe that public officers should always behave ethically.	-1.314
22	In my view, all citizens should have equal opportunities.	-1.638
18	I feel sympathy toward the circumstances of poor people.	-2.005

---

Note. (z-score= a value in relationship to the mean of a group of values. Z-score is measured in terms of standard deviations from the mean).

Compassionate bearers interviewed regard sympathy as a significant attitude and action. Non-profit workers interviewed placed greater significance on compassion than public officers. The saliency of compassion among non-profit workers compared to public servants may result from the former supplying service to specificity of service users, underrepresented groups, and the purpose of such organizations. The statement (18) 'I feel sympathy towards the circumstances of poor people' reveals the thoughts and feelings of Bahamian non-profit workers towards the poor. The state of the poor evokes moral feelings among non-profit service deliverers. A non-profit interviewee's response showed an awareness of a personal vulnerability to the same plight. One non-profit interviewee's account:

I feel sympathy for the poor because I have personally experienced it (M1 NO). And a public interviewee's lived experience of poverty. An example:

I do feel sympathy towards the poor, having grown up in a similar environment myself and knowing the struggle it was to create a better life for myself and my family. Also knowing many will not be able to succeed based on their lack of a good support system (E5 PO).

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Compassionate bearers regard service to others as salient. The statement- 'I go the extra mile to perform my civic duty' shows service-oriented behaviours of compassionate bearers. Bahamian non-profit interviewees' explanations showed these participants display greater sensitivity towards service users than their public counterparts. Another sign by compassionate bearers is the focus of service orientation. A third sign is a predisposition of self-sacrifice towards the welfare of others as more important than oneself.

In addition, non-profit participants as compassionate bearers display increased responsiveness compared to public participants. Non-profit participants as compassionate bearers therefore proved a deep sense of caring and other centeredness about going beyond the call of duty for service beneficiaries. Interviewees' narratives illuminated their awareness of who they are serving, service-oriented predisposition and caring nature. Non-profit participants' explanations included:

I love working with the seniors, they did their part in helping build our country (E5 NO).

My reason for 20 and 23 is I consider people first (E6 NO).

I go the extra mile to perform my civic duties because I care about it (E8 NO).

A third part engendered by compassionate bearers is comparing oneself with others. Non-profit interviewee's explanation showed a better state of self than that of others under duress, but an understanding of the condition could happen to self. In addition, the comparison of oneself in relation to others engenders moral decisions based on the impact those actions have on others. The sign of comparing oneself with others is feelings of understanding which focus on tenderness. Another sign of these compassionate bearers is cognition based on concern towards others. These indications suggest that Bahamian non-profit participants as compassionate bearers are emotionally sensitive and attached to service beneficiaries as compared to public participants. The comparison of self with others, one non-profit interviewee

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explained: "I feel sympathy for poor people because I know but for the grace of God, it could have been me" (M5 NO).

Compassionate bearers are virtuous and adopt Christian virtues as a guide. The statement-'public service should always be available for citizens' is perceived from the perspective of Christianity. A non-profit participant's account revealed Christianity propelled performance. Performance by compassionate bearers show their daily interactions and attentiveness to public service users. The interviewee's explanation also showed work-appropriate emotive behaviours which included an adjustment on behalf of the participant. An explanation of Christian virtue by non-profit interviewee: "Jesus was the first caregiver, so I do my best" (E5 NO).

Another part of Bahamian non-profit and public compassionate bearers is humanity. The statement 'I believe that public officers should always behave ethically' is placed in a disagreement column. The explanation by the public interviewee clarified his personal duties about all citizens. The interviewee's explanation is not surprising since Bahamian public officers are concerned for the welfare of all citizens. Whereas Bahamian non-profit interviewees regard specific groups within the society as significant as they deliver public service to these groups. Regarding humanity, the public interviewee illuminated: "I am my brother's keeper" (M3 PO).

### **Public Value Compassionate Trenders**

A few public employees and non-profit employees regard a triadic perspective of public service motivation as significant in the implementation of public service. Committed to public values as a dimension of public service motivation is significant to public officers rather than to non-profit workers. Public values commitment is based on collectivism as public officers are altruistic to the service of citizens and simultaneously loyal to the organization and by

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extension loyalty to the government. Compassion as a dimension has greater saliency among non-profit workers versus public officers. The virtue of compassion reflects non-profit workers' sensitivity, service oriented and responsiveness to citizens under duress setting aid. The dimension- attracted to public service- shows public employees and non-profit employees have a prominent level of publicness or an attraction to the ideal of public service. Beyond prosocial attractiveness is an ingrained orientation to act in the best interest of the public. The beliefs and congruency of the public service are significant. communitarian values, emotive values, and values of the beliefs about public service. Two non-profit employees and two public employees are regarded as Public Value Compassionate Trenders. The statements below make up Public Value Compassionate Trenders and show the variation in the attributes and values among this group.

**Table 20**

*Dimensions of committed to public values and compassion*

Factor 3 Extreme Ranking Statements		
No.	Statements	Z-score
3	I continue to work for this organization because I do not believe another organization could offer the benefits I have here.	1.802
6	I feel there are a few other options to consider leaving this organization.	1.701
17	I sometimes make personal losses for my clients/customers.	1.050
21	I feel it is my duty to contribute to the common good of my country.	1.018
14	I feel it is important to tackle societal ills.	-1.234
8	I usually make sacrifices for my clients/customers.	-1.597
16	Public services should always be available for citizens.	-1.638
10	believe that public officers should always behave ethically.	-1.760

Note.

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One dimension of Public Value Compassionate Tenders is commitment to public values (CPV). The statement “I feel it is my duty to contribute to the common good of my community” illuminates the dimension of public value of equity for all citizens through opportunities. The Public Value Compassionate Trender's account shows an acknowledgement of the presence of sufficient resources to be equally shared and the acknowledgement of absence equal distribution within society. As the dimension of public value, the participant's clarification does not illuminate a degree of sympathy nor personal belief instead the participant's clarification shows a reality within society. A Public Value Compassionate Trender's explanation revealed:

If the situation was fair, everyone would have a piece of the pie (E10 NO).

A second sign of Public Value Compassionate Tenders is the compassion (COM) dimension. The statement “I feel it is important to tackle societal ills” has been inserted in most likely to disagree (column 1) Public Value Compassionate Tenders' narratives reverse this insertion to mostly to agree. Public Value Compassionate Tenders illuminate a sympathetic disposition to disadvantaged individuals or groups or the poor. Explanations by Public Value Compassionate Tenders revealed cognition and sensitivity about the plight of individuals or groups. Feelings of concern are clarified from Public Value Compassionate Tenders' narratives, the sign of a moral orientation focusing on regard for others. Public Value Compassionate Tenders' narrative illuminated:

So many of them fall on challenging times and they do not have the know how to improve for the betterment of themselves; so yes, it is needed (E2 NO). Our government must have made consideration for the poor that is employment and education (E10 PO).

Another sign of compassion by Public Value Compassionate Tenders is revealed through the explanation offered by another Public Value Compassionate Trender. The statement- “I usually make sacrifices for my clients/customers” is an action about sacrifice. The narrative offered by

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one Public Value Compassionate Trender shows actions and behaviours based on the significance of caring and an orientation towards helping others. The sign is self-sacrifice and risk taking of public service providers for the benefit of others based on the altruistic attribute among Public Value Compassionate Tenders. A Public Value Compassionate Trender's narrative revealed: "I usually make sacrifices for my clients because I sometimes take the kids home with me for the weekend" (E10 NO).

### **Difference between the Groups**

Factors One (1), Two (2), and Three (3) have different subsets of public service motivation. Regarding Factor One (1), six employees are represented, which includes five public employees and one non-profit employee. Sorters of Factor one (1) proved that committed to public values (CPV) subset is salient. Committed to public values (CPV) shows that public servants' values are congruent with public organizational values (Kim et al., 2010). The values relate to public interest and the good of society. Committed to public values, it is steered towards all citizens and society.

For instance, Statement 8- 'I would not leave this organization because of what I would stand to lose'. The clarification by two sorters of Factor one (1) illuminates their morality as a virtue. The sorters said:

I was raised to believe that my attitude/ behaviour can open doors and keep them open (E1 NO).

I believe in one's accountability being able to always justify your actions (E4 PO).

However, sorters represented in Factor two (2) are four non-profit employees and two public employees. The subset of public service motivation illuminated in Factor two (2) which is significant is compassion (COM). Compassionate non-profit workers prove emotional identification with others and prosocial behaviours and actions. Compassion is made directly to individuals or groups and workers experience immediate gratification. Thus,

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the difference between Factor One and Factor Two is committed to public values can be generalized and compassion refers to specificity. Narratives of a few sorters attached to Factor Two (2) showed their interest in others who are disadvantaged.

“I love working with the seniors, they did their part in helping build our country” (E5 NO).

“My reason for 19 and 22 is I consider people first” (E6 NO).

Another difference between Factor One (1) and Factor Two (2) sorters is that public servants show their association to the organizations while non-profit workers are linked with workers and service users.

Lastly, sorters of Factor three (3) included four non-profit employees and two public employees. Factor three (3) show three subsets of public service motivation as large which are attraction to public service (APS); self-sacrifice (SS); committed to public values (CPV).

However, Sorters of Factor 3 explained their personal consideration about their loss. For instance, they expressed:

“I am the chief provider for my home so some goals will not be reached or experienced” (E3 NO).

I try to be careful so that I cannot take any loss (E8 PO).

Sorters of ethics versus self-interest. It should also be noted has said previously that while Factor one (1) and Factor Two (2) are uni-dimensional, Factor three (3) on the other hand includes three subsets of public service motivation.

Q-sorters represented by Factor three (3) show more than one dimension of public service motivation along with continuance commitment attitudes. Factor three (3) is a tri-dimensional of public service motivation. The three subsets of Factor Three (3) are committed to public values (CPV) that is significant to sorters of Factor One (1); compassion (COM) is the subset of Factor Two (2); and attracted to public service (APP (Attracted to Public Participation))



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### **Conclusion**

The implications of the findings in this chapter are significant. The first implication of the findings shows that there is a distinct disparity of public service motivation between public servants versus non-profit workers, despite their common working environment of health and social welfare services. The dimension of public service motivation, committed to public values (CPV) is significant among public servants, this implies that these public servants place greater emphasis on community interest rather than a specific group of service users. In contrast, the most salient dimension of public service motivation among non-profit workers is compassion (COM). Non-profit workers show attitudes of compassion within worker-service beneficiary link which implies their overall concern for service users. Another implication of these findings with the same participants is to repeat the technique to verify similar results.

## **Chapter Six**

### **Managers' Interview Findings and Analysis**

#### **Introduction**

Chapters six and seven set out to address the second research question within this study. How do organizational factors influence public service motivation? Two previous studies in the Bahamas indicate the influence of organizational factors which include effects of features within public organizations (Underwood, 2018); and civil society (Pintard-Newry, 2018); which includes non-profit organizations. Fiscal budget restraints and cuts drove changes to organizational elements. One primary area that experienced budgetary cutbacks is educational funding and material resources (Underwood, 2018). Workplace challenges of this nature impede public officers directly which may also hinder their motives of public service.

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The emergence of non-profit organizations is based on citizens' efforts outside the purview of political control. Non-profits therefore are non-governmental, independent organizations. In addition, the development of these organizations is the result of the country's social and economic challenges (Pintard-Newry, 2018). The concern of some citizens in supporting efforts to address societal ills is born out of motivation for public service through the avenue of non-profit organizations.

Determinants of public organizations and non-profit organizations are best accounted for through the lens of motivation-hygiene factors, individual growth needs, and person-organization association, whether positive or negative. The dual factor model emphasizes the embeddedness between personal attributes of employees and features of the working environment (Herzberg, 1988). On one hand, overtly expounds employees' personal attributes of motivation and job satisfaction. On the other hand, motivation-hygiene advances barriers of organizational determinants which may hinder motives of public service and produce dissatisfaction. Additionally, components of human growth related to work include individual autonomy, work competence, and relatedness (Ryan & Deci, 2000). These personal, knowledge, and social characteristics are the basis of employees' motivation. Further, positive or negative association between employing organizations and employees is based on person-organization fit (Kristof-Brown, 1996).

The study adopts case study methodology. Case study focuses on similarities and differences between entities (Yin, 2004). Public organizations collectively in this study are inspected as a single case, likewise the group of non-profit organizations are regarded as one case. The two cases lend themselves to a multiple case study methodology, for scrutiny of convergence and/ or divergence between public and non-profit organizations.

Individual attitudes, perceptions, actions, and behaviours regarding organizational factors may be aptly examined through a qualitative design. In this current study, the

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qualitative design is achieved by applying interview methods for subjectivity. Interviews lend itself for individualistic comparison of subject of interest through multiple viewpoints. The interview method examines this study's public officers and non-profit workers' attitudes, views, and responses about organizational factors within Bahamian health and social welfare services organizations.

How do organizational factors influence public and non-profit staff?

Participants' accounts and responses were analysed using NVivo software. NVivo software is useful for qualitative data analysis of big data.

Public and non-profit managers responded to three categories of open-ended questions related to personal attitudes, work context, and relationships.

The table below is the overall findings of the public and non-profit first line managers within health and social welfare services. Public and non-profit managers have little differences in the conditions they face daily, so their motives and attitudes are significantly similar.

**Table 21**

*Results of first line public and non-profit managers*

Question	Public Managers' Results	Percentage of Results'	Non-Profit Managers' Results	Percentage of Results
1- Development Opportunities	Available not easily accessible Available at employment	4/6 (67%) 2/6 (33%)	Available and accessible Annual financial support None	4/6 (67%) 1/6 (17%) 1/6/ (17%)
2- Meaningful Work	Work Content Service to users None	3/6 (50%) 2/6 (33%) 1/7 (17%)	Helping service users Relations with others	5/6 (83%) 1/6 (17%)

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3-Factors/s cause Immediate Actions	Procedures and	2/6 (33%)	Service to users	3/6 (50%)
	policies	2/6 (33%)	Seeking	1/6 (17%)
	Disputes	2/6 (33%)	resources	1/6 (17%)
	Urgent request		Violence	1/6 (17%)
			Theft	
4- Factors/s that cause delayed	Daily	4/6 (67%)	Users' issues	4/6 (67%)
	functioning	1/6 (17%)	Staffing issue	1/6 (17%)
	Discipling staff	1/6 (17%)	None	1/6 (17%)
	None			
5- Personal Coping Effort	Self-capacity	4/6 (67%)	Teamwork	4/6 (67%)
	Decreased	2/6 (33%)	Serving others	1/6 (17%)
	workload		Self-capacity	1/6 (17%)
6- Managerial Conduct	Fairness/	4/6 (67%)	Professional	5/6 (83%)
	Mindfulness	2/6 (33%)	Friendliness	1/6 (17%)
7-Criteria for Relations with staff	Teamwork	4/6 (67%)	Serving service	3/6 (50%)
	Compassion	2/6 (33%)	users	3/6 (50%)
			Caring	

Note.

The table above presents participants' responses and accounts about conditions within their working environments and the list of paragraphs below summarizes the data collected.

A) For the item regarding development opportunities (See table above), public participants gave these two responses which included availability, but not easily accessible and on-entry training. Sixty-seven percent (n= 4/6) of public participants acknowledged development opportunities are available, but not easily accessible. Whereas thirty-three percent (n= 2/6) of public participants had on-entry training.

Regarding development opportunities (See table above), non-profit participants gave three responses which included availability and easy accessibility, annual stipend for personal development, and no available training. Sixty-seven percent (n= 4/6) of non-profit participants acknowledged development opportunities are available and easily accessible. Whereas seventeen percent (n= 1/6) of non-profit participants stated there is an annual

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stipend for development; and another seventeen percent ( $n=1/6$ ) of non-profit participants admitted no development opportunity is available.

**B)** For the item regarding meaningful work (See table above), public participants provided three responses which included work content, service to others, and none. Fifty percent ( $n= 3/6$ ) of participants regarded the work itself as meaningful. Whereas thirty-three percent ( $n= 2/6$ ) of participants regarded helping customers as meaningful work, and seventeen percent ( $n= 1/6$ ) of participants stated no work is meaningful.

Regarding meaningful work, non-profit participants gave two responses which included helping service users and helping a co-worker. Eighty-three percent ( $n= 5/6$ ) of non-profit participants expressed helping service users as meaningful work. Whereas seventeen percent ( $n= 1/6$ ) of non-profit participants stated helping a co-worker is meaningful work.

**C)** For the item regarding factors that required immediate actions, public participants gave these three responses which included policies and procedures issues, disputes, and none. Thirty-three percent ( $n= 2/6$ ) of public participants identified policies and procedures as requiring immediate actions. Whereas thirty-three percent ( $n= 2/6$ ) of public participants expressed disputes required immediate action; and another thirty-three percent ( $n= 2/6$ ) of public participants urgent requests required immediate action.

Regarding immediate action, non-profit participants provided four responses which included service to users, seeking resources, violence, and theft. Fifty percent ( $n= 3/6$ ) of non-profit participants explained service to users required immediate action. Whereas seventeen percent ( $n= 1/6$ ) of non-profit participants explained seeking resources required immediate action; another seventeen percent ( $n=1/6$ ) of non-profit participants expressed violence required immediate action; and an additional seventeen percent ( $n=1/6$ ) of non-profit participants stated theft required immediate action.

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**D)** For the item regarding factors that required delayed actions, public participants gave these three responses which included daily function, disciplining staff, and none. Sixty-seven percent ( $n= 4/6$ ) of public participants expressed daily functions as actions that can be delayed. Whereas seventeen percent ( $n=1/6$ ) of public participants expressed disciplining staff as a delayed action; and another seventeen percent ( $n=1/6$ ) of public participants explained no action is delayed.

Regarding delayed action, non-profit participants provided three responses which included users' issues, staff issue, and none. Sixty-seven percent ( $n= 4/6$ ) of non-profit participants expressed service to users as delayed action. Whereas seventeen percent ( $n= 1/6$ ) of non-profit participants explained staffing issues may be a delayed action; and seventeen percent ( $n=1/6$ ) of non-profit participants stated no action is delayed.

**E)** For the item regarding personal coping effort, public participants gave these two responses which included self-capacity and decreased workload. Sixty-seven percent ( $n= 4/6$ ) of public participants expressed self-capacity as personal coping effort. Whereas thirty-three percent ( $n= 2/6$ ) of public participants admitted decreased in workload as personal coping effort.

Regarding personal coping efforts, non-profit participants gave three responses which included teamwork, serving others, and self-capacity. Sixty-seven percent ( $n= 4/6$ ) of non-profit participants expressed teamwork as a personal coping effort. Whereas seventeen percent ( $n= 1/6$ ) of non-profit participants explained service to others as personal coping effort; and another seventeen percent ( $n=1/6$ ) of non-profit participants expressed self-capacity as personal coping effort.

**F)** For personal conduct, public participants provided two responses including fairness and mindfulness. Sixty-seven percent ( $n= 4/6$ ) of participants believe they are fair in personal

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conduct. Whereas thirty-three percent ( $n= 2/6$ ) of participants explained mindfulness as personal conduct.

Regarding personal conduct, non-profit participants gave two responses which included professionalism and friendliness. Eighty-three percent ( $n= 5/6$ ) of non-profit participants expressed professionalism about personal conduct. Whereas seventeen percent ( $n= 1/6$ ) of non-profit participants stated friendliness as personal conduct.

**G)** For the item of criteria for relations with staff, public participants provided two responses which included teamwork and compassion. Sixty-seven percent ( $n= 4/6$ ) of participants explained teamwork as criteria for relations with staff. Whereas thirty-three percent ( $n= 2/6$ ) of participants expressed compassion as criteria for relations with staff.

Regarding criteria for relations with staff, non-profit participants gave two responses which included service to users and caring. Fifty percent ( $n= 3/6$ ) of non-profit participants explained service to users as criteria for relations with staff. Whereas fifty percent ( $n= 3/6$ ) of non-profit participants expressed caring as criteria for relations with staff.

As the above data are the study's findings, the following narrative and accounts are the analysis and indications of the findings.

### **Development opportunities**

The development of public and non-profit workforce is a critical element of public service motivation and for public sector organizations and non-profit sector organizations. These organizations benefit greatly if they provide opportunities for development which are strategically geared towards improvement of public services. Personal development opportunities within public and non-profit organizations are designed for improving beneficiary services and ultimately organizational success through increasing the capacity of

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a public service motivated workforce. Development opportunities boost public servants and non-profit workers educational/learning capacities, may improve managers' attitudes of satisfaction, increase their efforts of performance and behaviours of organizational goals.

This study's finding shows managers' developmental opportunities exist; however, nuances exist across organizations along with distinct types of opportunities. For public managers, opportunities for education and/or learning steered toward development are available within public organizations and within the public service (the collective body of public organizations).

Public managers' accounts convey these conditions.

In the public service only a certain number of managers are allowed at a time to attend courses. Also, whether the course is necessary or of any value to the manager. In 2019, I attended computer courses about excel and salary programs. They are beneficial for HR, but they were not beneficial to me. (MP 2) Two months ago, we had a training. It was beneficial. It was a computerization training, how we can move forward in managing staff punctuality and attendance. (MP 1)

The results reveal that public managers encounter limited spaces for educational opportunities which are of significance. Second, education within public organizations that compel managers to attend is not personally advantageous to the manager. However, when public managers take the initiative to improve their personal development, education is enjoyable.

The number of public managers who can pursue educational opportunities is limited. This finding is congruent with Rolle (1996) Bahamian study that educational opportunities of significance within public organizations are centrally controlled, thus decreasing the chances of officers who may wish to advance in their education. Additionally, government fiscal



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budget cutbacks have decreased expenditure for public servants' education. The Bahamas public service report by Underwood (2018) also indicates that development opportunities are influenced by government austerity. Government investment in human resources scored 16/100 points and functional capacity for development and learning scored 7/100 (Underwood, 2018 p. 22). The government appears to invest less in human resource development or creating opportunities for managers' development. Thus, resulting in public service gaps of competent managers.

When the benefit from education is one-sided, that is it is beneficial to public organizations, public officers do not experience the benefit. The finding of the single benefit to the organization is associated with the pressure exerted by the organization for managers to pursue education that benefits the entity. However, these conditions cause managers to experience unwillingness. When public organizations force officers to participate in educational opportunities to benefit mainly the organization, and officers do not experience any personal value from the education, this pressure produces negative feelings among officers. This state is regarded as an introjection regulation by Ryan and Deci (2000, 2004).

The third finding is that managers also find the public organizational opportunities educational. Personal pursuit of educational opportunities that benefits public officers and public organizations are supplementary. Managers who seek opportunities for development experience individual satisfaction and this is advantageous for the organization, as the officer enjoys the learning experience and increases performance. This state of enjoyment is intrinsic regulation and identified regulation (Ryan & Deci, 2000, 2004).

The overall findings within public organizations regarding developmental opportunities are complex. The feelings of being pressured to pursue education is like previous findings by Hur (2018) that both public and private managers that training and career development were not associated with increased attitudes of job satisfaction as

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predicted by Herzberg and associates (1959) and this evidence was also found in the earlier study by Jin and Lee (2012).

The possible suggestions for a selected number of spaces, and negative and positive effects of education are since public officers' education is centrally controlled few numbers can participate in a training course or program at one time. For public service motivated officers who wish to improve their knowledge, this limitation may cause feelings of dissatisfaction (Rolle, 1996) and disappointment with the system resulting in organizational misfit (Kristof-Brown, et al. 2004, Brown, 1996). For officers who do not wish to participate in developmental opportunities, centrally-control education may not influence them negatively since they are not interested in development.

Possible arguments about officers who participate in developmental opportunities under duress or are personally motivated to participate may be attributed to their motivation for public service. Public officers with high levels of public service may pursue opportunities for development to improve their competency in service delivery. Whereas public servants with low levels of public service motivation may refuse to participate in education.

However, this study findings regarding developmental opportunities within Bahamian public organizations shed light on when these opportunities are forced on officers or by officers' own volition dissatisfaction or satisfaction may result. Educational opportunities are based on both intrinsic and extrinsic factors besides the limited opportunities. Thus, this evidence indicates that development opportunities within public organizations are more complex than previous findings.

A different picture emerges about non-profit managers learning opportunities. Non-profit organizations provide learning opportunities. Learning options are encouraged, available, and accessible. These learning conditions are enjoyable. Therefore, non-profit

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participants in this current study responded in the affirmative that their organizations provide development opportunities. Some non-profit managers' accounts included:

I get to share my expertise with these folks and the best part of it is the satisfaction of the outcome. Every opportunity that comes our way, they encourage us to gravitate to it. So, it gives us a wide scope.” My last training was November 2019, so, I am looking forward to the 2<sup>nd</sup> half. Benefits- definitely **(MNO 5)**

I travel to different countries and learn about areas in which you get training. Every opportunity I get, I take advantage of it.” December 2019, since Hurricane Dorian, we have learnt so much new information. So, it has now put us on our ‘Ps and Qs of what we are doing. **(MNO 1).**

The study findings reveal four attitudes and behaviours among non-profit managers regarding learning opportunities. These managers use their skills for service to users. The second result is learning opportunities are available and accessible. The third evidence from these findings is service for others engenders attitudes of job satisfaction since managers experience happiness in helping others. Finally, managers have opportunities to participate in other knowledge regarding beneficiaries.

Public service to aid others is focus of non-profits especially those that geared toward health and social welfare services. This result of service rendered by non-profit organizations make contributions to society by delivering service to underrepresented individuals and groups supports similar findings by Pintard-Newry (2018) regarding some of the work of civil society. These organizations of non-profits supplement the work of governments especially in conditions where government is unable to fully meet the needs of the disadvantaged (Salamon et al., 2003).

The results regarding learning opportunities within non-profit organizations is based on individual organizational efforts to improve service delivery to targeted groups. Learning

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increases workers' ability to meet the needs of service beneficiaries through public service motivation. This study finding is consistent with Park and Kim (2016) result regarding public service motivation among Korean non-profits that training, and development are motivational features.

Managers experience a sense of happiness based on opportunities to learn offered by their employing organizations. This finding is congruent with human growth by learning is both intrinsically and extrinsically motivated by Ryan and Deci (2000, 2004). Non-profit organizations which provide their workforce with conditions for learning improve service to users and meet their mission goals. Further, when their workers are happy to participate in learning, they experience a sense of connection with the organization. Therefore, on one hand non-profits offer workers opportunities to learn specific skills related to underprivileged groups to increasing meet the needs of others. While, on the other hand non-profit workers enjoy the learning opportunities to improve their service delivery.

The implication of this study finding shows non-profit organizations offer and provide managers with learning and educational opportunities which appears to supplement the relationship (such as need-supply fit) between managers and these sector organizations (Kristof-Brown et al., 2004; Kristof, 1996).

An additional indication from these findings is some studies confirm this relationship as highly motivated public service workers have attitudes of job contentment within non-profit organizations since their roles meet their needs (Kim, 2012; Vandenabeele, 2009; Lui et al., 2008; Taylor, 2008; Ellickson, 2002; Naff & Crum, 1999). This association also further improves managers' motives for public services which results in attitudes of satisfaction and behavioural outcome such as performance according to Herzberg's model factor-attitude-effect or F-A-E model (Herzberg et al., 1956).

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An implication from this finding may be that non-profit organizations have less staff since they mostly depend on volunteers (Pintard-Newry, 2018; Lewis, 2007; Salamon et al., 2003), therefore competing for placement in training and education is less when compared to public organizations. Further, conditions for learning and education within non-profit organizations appear to steer primary as service-user friendly versus government educational conditions are centrally governed and advance at this level.

This study findings regarding non-profit managers-organization association through development opportunities yields both organizational benefits and workers' enjoyment contribute to the understanding of these organizations within small island states. In essence, non-profit organizations provide their managers with available and accessible opportunities for development which is a supplementary relationship as managers' needs and organizational mission is accomplished.

### **Meaningful Work**

Meaningful work in public services contributes to making a difference in society, helping others, and improving the lives of others. Public service motivation is "the motivational force that induces individuals to 'perform meaningful' ... public, community, and social service," (Brewer & Selden, 1998 p. 417), while the foundation of public services is selfless service to others by meeting their needs or altruism (Rainey & Steinbauer, 1999 p. 23). The effects of public service motivation are exhibited by public servants and non-profit workers' attitudes, motives, and behaviours toward service users, the public interest and contribution to society (Vandenabeele, 2007 p.549).

The finding reveals that public managers viewed the meaningfulness of their work as it relates to helping a colleague and service to users. Examples of public managers' answers are as follow: -

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“My work is meaningful when I assist my co-workers with work-related and personal issues” (MP 5). “We aid in the decision making about customers” (MP 2).

Public managers’ responses reveal two behaviours which are regarded as meaningfulness. The findings show managers assist their colleagues, professionally and personally. The second finding is customer service decision-making.

The finding of meaningful work is related to assisting one another in the workplace. Public organizations provide managers with roles to lead a group of employees. This evidence confirms the previous finding by van Loon and colleagues (2015) that public employees help each other through extra-role (beyond assigned tasks) and in-role (assigned) behaviours. Managers who positively regard helping colleagues and employees as meaningful focus on fulfilling service delivery through motivation and support the objectives and goals of the organization. This attitude is consistent with findings by Cun (2012) among Chinese public officers’ public service motivation and job satisfaction link. In addition, public organizations provide increase opportunities for a manager to assist another manager since public service is delivered as team efforts. The effectiveness of service delivery is enhanced as each group of teams work in tandem. The behaviour of helping each other therefore improves public service performance and delivery (Taylor, 2014).

The other study result is also that meaningful work is based on service for customers. This finding reflects the purpose of public organizations which are people centred. Managers who regard service beneficiaries as significant perform their tasks with public service in mind. This finding is the basis of public service motivation that is the resolution to help others (Perry, 2000; Perry & Wise, 1996).

Meaningful work among public managers includes helping colleagues and service users. These relational conditions may possibly be that public managers place great emphasis

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on their roles within the organisation. These behaviours can be based on manager-employee connections and manager to service users' association (Kristof-Brown, 2004; Brown, 1996). In addition, work meaningfulness is a significant component of job satisfaction and motivation (Hertzberg et al., 1956).

Another possible argument about this study findings is that public managers do work selflessly. The concern about their colleagues, staff, and beneficiaries is based on premise of public service motivation that is self-sacrificing (Kim et al., 2013). Helping others sacrificially may also be detrimental to managers' wellbeing. Evidence shows that highly motivated public officers who perform public service benefit customers and organizational goals at the expense of their health (Schott & Ritz, 2018; van Loon & Vandenabeele, 2015). Thus, while highly public service officers accomplish the goals of their employing organizations through meeting the needs of service users, these persistent actions may negatively affect public servants' wellbeing.

Regardless of the possibility of negative impact on managers' wellbeing due to self-sacrificing behaviours, public managers regard their roles significantly. These findings contribute to public service motivation literature by the evidence that highly public service motivated public managers' performance is based on helping others.

Non-profit managers consider their work meaningful as they meet the needs of service users. Non-profit managers' answers include: -

“I am able to encourage and empathize with persons who are battling cancer.” (MNO 2) “When someone says thank you. You have helped me. It feels fulfilling because you can see, and you can feel you have touch somebody needs.” (MNO 5).

The findings in this study regarding non-profit managers' attitudes about meaningful work are three attitudes which involve the care they provide for individuals who use the service, compassion, and a sense of fulfilment.

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Provision of service as evidence of this study is significant of non-profit organizations which supply social and welfare services to individuals and groups. Similar results were found by DeCooman and associates (2011) as they compared Dutch non-profit organizations and business organizations. They found that social services were more significant among non-profit workers and identified regulation and integrated regulation. Therefore, meeting the needs of service users is the mission of non-profit organizations.

Non-profit managers exhibit an attitude of compassion is another finding of this study. A compassionate workforce is salient to public service work. This state along with self-sacrifice and public interest are innate attributes which are salient to deliver public service. Similar evidence was found by Word and Carpenter (2013) about intrinsic motivation, depth of involvement, and attraction to mission as results of non-profit public service motivation. Thus, feelings of compassion toward service beneficiaries are based on managers identifying with the conditions of disadvantaged groups.

The other finding among non-profit managers is attitude of fulfilment as they perform public service. Managers' experience a sense of enjoyment is congruent with Cook (2014) study of public service motivation, job satisfaction, and commitment link between non-profit executives and full-time employees. Among employees, the researcher found that job satisfaction was connected to performing the work and the significance of the work. In addition, comparing job satisfaction between Danish non-profit workers and public employees, Kjeldsen (2018) found greater job satisfaction, and users' service orientation among non-profit workers than public servants.

The evidence produced about meaningful work among non-profit managers may be since these managers are highly motivated when performing public service. This attitude may be attributed to commitment to organizational mission and job satisfaction. A highly motivated public service workforce is needed to meet the needs of service beneficiaries



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(Robinson et al., 2016). Further, meeting the needs of individuals who require assistance enables non-profit organizations to attain their mission. Public service performance steered towards service delivery and organizational objectives may be the result of employee-organization fit (Kristoff-Brown, 2004; Brown, 1996).

Another possible condition that may be the result of these findings is managers experience immediate enjoyment when delivering public services to service users. The enjoyment experience by managers may be immediate or due to outcomes (Ryan & Deci, 2004). Immediate gratification is realized while performing public services which benefits service providers. Whereas delayed gratification is based on actual meeting the needs of service beneficiaries, therefore is more advantageous to the organization and users.

Despite, the attitude of compassion revealed in this study, this may have a negative effect on public service delivery. Compassion exhibited during public service delivery may be regarded as partiality when one service user receives longer service, or resources compared to others ().

However, a compassionate approach, job satisfaction and performance of public service as findings in this study confer the understanding of non-profit organizations public service motivation by meeting service users' needs and organizational mission.

However, the findings between public managers and non-profit managers as indicated above should be taken with caution. Public organizations in this study generally are more complex organizations than non-profit organizations since the former organizations are regulated and hierarchical structures with multiple goals (Underwood, 2020). Non-profit organizations, on the other hand, are non-governmental, non-regulated, and elitist organizations in which Bahamian governments take a hands-off approach (Pintard-Newry, 2018). These contrasting conditions within these organizations confirm that the results so far are to be taken with caution.

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Another cautionary reason for this study's findings is the sample size. Twelve public and non-profit managers are included in this sample population. This small sample size is the result of my field work being terminated by Covid 19 pandemic and global lockdown ordered by governments around the world including the Bahamas. However, the sample size is consistent with the principles of Q-methodology in which the sample size should not exceed the number of statements of the phenomenon of interest (Akhtar-Danesh, 2018; McParland et al., 2011 p. 875; Ramlo, 2010; Brown, 1996), in this case public service motivation. The sample size is also consistent with interview method principles with lesser number of participants as compared to survey methods principles which required larger numbers of participants (Merriam, 2016; Bhattacharjee, 2012; Gill et al., 2008).

### **Immediate Actions**

Daily provision and delivery of services within public and non-profit organizations are challenging, especially regarding health and social welfare services. Most of these types of public services work require managers to produce work, quantitatively but at the same time qualitatively or in other words, the volume and scope of public services work. Public and non-profit managers are expected to prioritize public services by separating those actions which require instant actions and those which may be delayed.

The main finding about conditions of immediate action reveals both public and non-profit managers have similar saliency to service users as a requirement of immediate action. Examples of public and non-profit managers' responses about conditions that require their simultaneous actions are:

“Directly dealing with customers and disciplinary action” (**MP 6**) “Immediate actions- cardiac arrest and patients' complaints”. (**MP 3**)

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Managers' responses convey that actions that are immediate by managers include issues related to service users and employees' negative actions.

The result of addressing service users' issues is similar to the findings within Germany public organizations in the study conducted by Kaiser (2014). The purpose of government organizations is to meet the needs of citizens. Therefore, public officers deliver public services through performing assigned tasks within organizations.

The second result about addressing negativity among employees are under the purview of managers' role. Managers are expected to manage employees who work along with them. The scope of managing the workforce includes delegating, partiality, and reports to name a few, however, management of employees also includes conflict resolutions, and addressing other negative actions (Gibbs, 2003, Renwick, 2000).

The findings in this study that public managers' actions are based on service users needs and employees' factors may be that these managers are highly motivated to perform public service, since their immediate actions are to provide service for others both users of the services and subordinate workforce ((Taylor, 2010; Rainey & Steinbauer, 1999). Highly motivated managers experience job satisfaction through performing public service (Taylor, 2014). In the Netherland study by Steijn and Voet (2019) about prosocial motivation-red tape-job satisfaction link, the results reveal that contact with users is connected to prosocial motivation and job satisfaction.

Another suggestion for managers' actions is managers' commitment to the organization. Organizational goals and managers' value may be aligned based on person-organization fit (Kristof-Brown et al., 2004; Brown, 1996). Public managers who perform their tasks according to the organizational policies and regulations promote the success and effectiveness of the organization.

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Despite, public managers may be experiencing public service motivation, job satisfaction and the organizational connection based on this study findings, managers may also avoid addressing employees' conflicts if they feel overwhelmed or pressured (Ryan & Deci, 2004, 2000). These conditions produce attitudes of introjected regulation or increased pressure to perform tasks.

Overall, these results add to the literature knowledge that public managers' actions toward service beneficiaries' needs and addressing employees' conflicts broaden the complex roles of public managers must perform.

Though within public organizations service to beneficiaries and resolution of employees' conflicts reveal scope of public managers' job tasks, within non-profit organizations assistance to service users is paramount. Non-profit managers affirm that users' needs are urgent.

We have an incident such as at one client's house, where we had to make decisions right away.” (MNO 1) “An immediate issue is a family crisis” (MNO 4)

The responses by non-profit managers reveal that the one condition which engenders immediate service is certain needs of beneficiaries.

The evidence in this study about urgent actions of non-profit managers based on mission of non-profit organizations. Findings by Pintard-Newry (2018) regarding health-related non-profit organization within the Bahamian context support this study finding as this study results are from health and social welfare non-profit organizations.

The significance of work related to service beneficiaries within non-profit organizations may be attributed to motivation to public service. Public services is regarded as 'doing good' for others whether others are strangers or acquaintances, and whether they are near or far (Perry & Hondgehem, 2008a; Perry et al., 2008; Perry, 2000). Park and Word

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(2012) examined secondary data in the USA found that among the motivational work factors, job choice and job type were significant. Thus, service by helping and assisting others within non-profits is based on non-profit public service motivation.

Another implication derived from the finding is the content of public services is significant to these non-profit managers. The content of public service may be seen as intrinsic motivation and the motivational factors which internally drive workers to do their job (Herzberg et al., 1959, Herzberg, 1966). In this instance, the drive of non-profit managers to perform services to meet others' needs. The evidence reveals that content matters or the work itself. In addition, non-profit organizations offer managers greater opportunities to exhibit public services. The motivational factor of serve-oriented motives produces attitudes of job satisfaction, and public services performance effect (Herzberg et al., 1959).

The finding that non-profit managers focus on meeting the needs service users immediately and it is paramount in their views, implies that managers' values are positively associated with non-profit organizations' values and mission, or may be regarded as person-organization fit (Kristof-Brown et al., 2004; Kristof, 1996). The implication of a positive psychological relationship between managers and non-profit organizations may be regarded as these managers take their delivery of public services seriously. High public service motivated managers are also concerned about services which influence and maintain organizational success.

However, non-profit managers' behaviours of service delivery for service users and aid in organizational success may be harmful to managers' well-being as work demands may be stressful especially within health and social welfare services.

Nevertheless, the finding within this study supports non-profit literature about managers' service to others.

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### **Delayed Actions**

The complexity of roles and tasks within organizations is reflective of workers' attitudes, behaviours, and actions of public service (Belrhiti et al., 2020; Ritz & Neumann, 2016; Lawler & Rayner, 2015; Paarlberg & Perry, 2008). Workers' tasks in public and non-profit organizations which may be delayed are individual and/ or contextual. The conditions may have material significance such as resources to deliver public services and other material resources include development opportunities and adequate salary. Managers' perceptions about the adequacy of material resources engender feelings of non-dissatisfaction. Conditions may also have non-material significance such as discretionary power or non-monetary significance such as status. Public and non-profit managers identified material and workforce resources and reporting as workplace conditions that may be delayed along with no room for delays (See table above).

Public and non-profit managers answered the questions about which conditions of your work may be delayed. Public and non-profit managers' answers consist of:

“Reports, lack of supplies and manpower” (**MP 3**) “We need more staff.” (**MNO 3**)

The findings reveal those conditions beyond the control of managers do not require immediate actions by these managers. These conditions are Herzberg et al referred to as hygiene factors (Herzberg et al., 1959). ‘Hygiene factors constitute company policy and administration, supervision, salary, interpersonal relations, and working conditions. Hygiene factors consequentially are extrinsic factors which individual/s at the higher hierarchy within organizations control such as public administrators or executive management or executive board members in non-profit organizations. The presence of hygiene factors allows workers to perform the tasks or job assigned to them as such these factors engender states of non-

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dissatisfaction. However, when these factors are absent, the lack of hygiene factors induce states of dissatisfaction (Herzberg, 1966). Four workplace conditions are considered when there is variation in hygiene factors and motivation factors. According to Herzberg these working conditions constitute:

**Table 22**

*Conditions in the Workplace*

Conditions	Explanations
High motivation factors + high hygiene factors	When workers are highly motivated and have all the supplies, they need to perform their job, it is an ideal working condition.
high motivation factors + low hygiene factors	When workers are highly motivated but do not have the supplies, they need to do their job, workers experience dissatisfaction.
Low motivation factors + high hygiene factors	When workers are not motivated to do their job even when the supplies, they need are available, workers view their job as self-serving interest.
Low motivation + low hygiene factors	When workers are not motivated to do their job and do not have sufficient supplies, poorest working conditions

Note.

In public service motivation studies, hygiene factors may be classified as structural features of the organization. Organizational features facilitate or inhibit public and non-profit managers from performing public services. Empirical evidence suggests that in public sector organizations and non-profit sector organizations, a public service motivated workforce with sufficient and adequate supplies is more likely to deliver public services and there is a positive link between PSM and performance (van Loon, 2016; Petrovsky & Ritz, 2014). The outcomes engendered are job satisfaction, organizational commitment, decreased absenteeism, and no intention to quit (Holmberg et al., 2015). These conditions are referred to as needs-supplies fit (N-S) and ideally foster public services provision and delivery. For example, Yang and Wang (2013). investigated Chinese civil servants' job satisfaction based on personal attributes and organizational determinants among 800 two levels of municipal workers. They found both personal and work factors influenced job satisfaction. Civil

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servants' job satisfaction included task variety, weekly working hours, salary, balance of work and family, confidence in career development, work environment safety, relations with colleagues, age, and education (Yang & Wang, 2013 p. 581).

However, other empirical evidence argues that in public and non-profit organizations, a PSM workforce without sufficient and adequate supplies over a sustained time or frequency is impeded from providing public services results in a needs-supply misfit. These conditions cause public servants and non-profit workers with high levels of PSM to experience job frustration and dissatisfaction as they are curtailed from providing public services. The downstream effects of frustration and dissatisfaction are increased absenteeism and the intention to quit.

Another finding among public and non-profit managers' responses regarding delayed actions is that no organizational action is required to be delayed. Public and non-profit managers stated that:

“In this Department actions are never delayed.” (**MP 4**)

“There are no actions that delayed or long-term since each action requires constant responses and preparations.” (**MNO 2**)

The indication from this finding may be either organizational public service dynamism or a highly effective functioning organization.

Overall, conditions which public and non-profit managers identified within the workplace do not require their immediate attention are hygiene factors or organizational factors. Hygiene factors are those determinants which enable managers to perform public services. The organization influences the worker and worker influences the organization, so there is a state of interdependence between the two. Determinants within organizations such as policies influence public service motivated individuals as those factors are either



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facilitating or inhibiting. Organizational determinants empirically have influenced public service motivation, positively or negatively since there are not conclusive results in this regard.

### **Coping Actions**

Public and non-profit organizations are dynamic environments, especially those related to health and social welfare services. The dynamism of public and non-profit organizations is based on the need for provision of services to service beneficiaries in complicated environments, manage staff, fulfill requirements of upper managements and organizational goals. Within public organizations, empirically and pragmatically goal multiplicity is normal as government seeks to meet the demands of citizens. This circumstance lends itself to public organizations having multiple professionals working together to meet these competing goals. This indicates the hierarchical nature of public organizations and some non-profit organizations and relates to these organizations' dynamism.

Public and non-profit managers with high degrees of PSM coping with these complex environments may be challenging as public and non-profit organizations are constantly shifting regarding meeting the needs of service beneficiaries. This shift manifests itself due to issues about resources of materials and workforce. Despite these circumstances, public and non-profit managers with high public service motivation function daily with these complex organizations to deliver public services.

The findings from this study reveal that public and non-profit managers' coping efforts (See table above) as they navigate within these organizations include consideration of their immediate staff, years of experience, and learning on the job. Examples of public and non-profit managers' explanations:

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“I encourage all my staff to tell me how they feel if they been treated unfairly.” (MP 5)

Learning on-the job. (MNO 2) “I have worked in every area of the Board, so I know the job extremely well”. (MP 1)

Public and non-profit managers' explanations about their coping strategies have a few indications. Managers exhibit motives of public service based on their efficiency due to tenure, learning on the job and relatedness with their staff.

Managers' efforts to cope, actual coping and ways in which they cope within public and non-profit organizations may indicate the extent of their public service motivation. Public and non-profit managers' effort to cope may be an indication of their efforts to perform and fulfill their role and responsibilities of public services. Coping efforts to perform their duties and responsibilities is based on motives of public services. For managers to exert efforts to perform public services is indicative of the association of managers' values and organizational values or person-organization fit. For example, in the study by Leisink and Steijn (2009) examined PSM-performance link among Dutch public servants and using a hybrid version of PSM scale (Perry, 1996) and PSM-fit. They found PSM and PSM-fit are positively associated with willingness to exert effort, performance, and organizational commitment. However, the hypothesis that PSM-fit would mediate the relationship between PSM and the outcome variables was rejected (Leisink & Steijn, 2009 p. 37).

Whereas public and non-profit managers actual coping may indicate that managers' capacity to cope as one public manager stated that he worked in every area, so he does his work with efficiency (MP 1). The state of capacity to cope may indicate the basic human need for growth and development (Deci & Ryan, 2004; Ryan & Deci, 2000; Herzberg, 1976). The ability of public managers to exhibit efficiency as they perform public services engenders attitudes of job satisfaction (Herzberg, 1976, Herzberg et al., 1959). The capacity

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to perform public services may indicate intrinsic motivation or public service motivation, and a feeling of satisfaction (Deci & Ryan, 2004; Ryan & Deci, 2000).

Another indication of PSM managers is how they cope in public and non-profit organizations of health and social welfare services. One coping effort by a non-profit manager (MP 5) is communication strategy with employees. Communication between manager and employees may improve the relationship between manager and employees. Empirically the manager-employee relationship has fostered employees' PSM and work performance.

Overall, public and non-profit managers with PSM cope within the dynamic environments in which they deliver public services. Their purpose is to motivate employees, improve performance, and meet organizational goals.

### **Work Conduct**

Public and non-profit managers engage in a multiplicity of tasks and services within public and non-profit organizations which influence employees who work directly with them. The extent to which managers perform their role and responsibilities to influence employees to deliver public services is indicative of managers' work conduct. Public and non-profit managers' role and responsibilities constitute direct supervision of operating employees; day-to-day working activities, communication between management and employees and performing and guiding of organizational services and goals; and/or additional responsibilities such as decision-making about employees' report.'

The conduct of first-line managers within organizations is important as they influence immediate employees, service beneficiaries, and upper management and significantly determine whether public and non-profit sector organizations fulfil their mission and goals.

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Public and non-profit managers are expected to motivate and reinforce, (2) discipline and punish, (3) manage conflict, (4) staff, and (5) train and develop employees.

The findings reveal that public and non-profit managers believe their conduct is based on fairness, professionalism, mindfulness, and friendliness.

Public managers described their conduct at work as:

“I think my conduct is fair. I think people respect me for my honesty.” (MP 1) “My conduct at work is fair, I feel. I interact with co-workers and the public well.” (MP 5) “My conduct is acceptable, ethical and fair.” (MP 2).

The result shows that public managers’ description of their conduct as fairness.

Fairness as a managerial conduct when managing subordinates is influence by managers’ public service motivation. Public managers value public interest and exhibit equity in service delivery and staff management. A fair attitude and behaviour are a component of normative dimension of public service motivation (Kim et al., 2013). The finding of fair conduct among public managers indicates that managers regard their roles with significance to influence public service delivery.

An implication of a fair conduct by managers may influence positively employees’ motivation, satisfaction and performance. Public service motivation, job satisfaction, and performance connections are based on attitudinal and behavioural attributes which are both extrinsic and intrinsic (Ryan & Deci, 2004). In addition, mixed results between the three attitudes and behaviours are found by Maidani (1991) within public organizations when duplicating Herzberg and associates (1956) motivation-hygiene study.

A fair conduct when managing circumstances and issues among public employees also may result from managers having a greater concern for relational issues with employees. Relationships between manager and employees may be based on proximity within the

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workplace and working in teams (Rauthmann, 2020). This physical closeness also provides emotional and work support among public servants.

A third suggestion that may be derived from managers' answer of fair conduct is based on public managers' compliance with organizational rules and regulations. Public organizations are governed by legal policies and procedures to enable a certain quality of service (Underwood, 2018; Rainey, 2014). Legal laws and policies are instituted as boundaries for protection of public servants and for public service performance and delivery.

However, though the finding shows that managers regard their conduct as fair within the workplace, some public employees may not perceive managers' conduct as fair. For instance, in a circumstance where there is manager-employee misfit (Kristof-Brown, 2004). Some employees may believe that managers are not fair or may be targeting them.

Though the various implications are possible, public managers' attitudes and behaviours are within the bounds of fairness due managers' public service motivation and as a means to fulfil their roles within public organizations.

Whereas non-profit managers describe their conduct as:

I try to do my best. I believe I try to act professionally (MNO 6) Professional manner.  
(MNO 2) I believe that I am professional (MNO 5).

The finding reveals that non-profit managers believe that they behave professionally. Professional conduct is a rational behaviour to achieve the organization's mission. Pintard-Newry (2018) found that non-profit organizations perform services based on organizational mission to contribute to society by aiding to overcome community shortcomings. A previous study by Mahon (2016) found that mission attachment among other factors were significant among non-profit workers.

Professionalism as the evidence within this study about non-profit organizations implies that these managers have a degree of motivation for public service. Public service

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motivation goes beyond government entities, but includes the non-profit sector, and beyond it (Vandenabeele, 2005; Perry, 2000). Thus, over the past decade and half, public service motivation within non-profits has gain traction (Ritz et al., 2016; Cook, 2014; Park & Word, 2012).

Managers' perception of their conduct as professional, further implies that non-profits are autonomous. The autonomy of non-profit organizations is that they are non-regulated and non-governmental (Anheir & Salamon, 1989). The autonomous state and managers' professional behaviour contribute to professionalism in these organizations as contextual.

Another implication from the finding that non-profit managers generally behave professionally suggests that managers value their employing organization far greater than the employees who they work with. The state of manager and organization congruence is regarded as person-organization fit (Kristof-Brown, 2004). Manager- organization connection is based on managers' values and organizational principles are aligned.

The result of professional conduct by managers, however, may be regard adversely by some non-profit workers, for instance in conflict situations. Employees' disputes engender emotional, physical, and social outbursts which may cloud employees' judgement to regard managers' professional behaviour as bias and prompt workers to consider quitting public service (Chantaploboon, 2016).

Regardless of the implications, the evidence that non-profit managers conduct their behaviour professionally indicates that these managers regard their roles with non-profits, significantly. This association is based on public service motivation along with organizational congruency even though their professionalism is contextual.

Overall, Bahamian public and non-profit managers regard their role, employee relations, and esteem organizational values significantly as they exhibit motives, attitudes, and behaviours, while exhibiting public service motivation and organizational mission,

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respectively. This study evidence shows that public managers perceive their conduct as impartial which indicates employees are treated with equity. Whereas the evidence about non-profit managers' conduct is professional indicates that organizational and managerial values are similar.

### **Criteria for Staff Interaction**

Managers interacting with employees is crucial for the delivery of public services. The interaction, whether positive or negative, influences the organizational outcomes of achieving its goals as employees are the workforce who perform the services within public and non-profit organizations. Public service motivated public and non-profit managers values, attitudes, and actions are purposeful to guide and manage their immediate employees.

Public and non-profit participants responded to the question what criteria you use for staff relations. Public managers' answers included teamwork and a family-like approach. Non-profit participants' answer included leadership.

Public managers answered the criteria for staff interaction as follows:

“We are team workers.” (MP 4)

“I encourage teamwork with my staff.” (MP 5)

“We are a close-knitted family.” (MP 6)

The results reveal public managers approach working with their immediate employees as a team effort.

The evidence of working in teams is paramount within public organizations. Public organizations are hierarchically structured with different groups working alongside other similar teams. This structural perspective promotes public service performance and delivery, which is the motivation for public service. From managerial perspective, working with teams

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indicates managers' leadership roles (Im et al., 2016; Ritz et al., 2016). Teamwork within public organizations engenders positive organizational outcomes.

Teamwork resulting from managers' responses to interacting with employees may be based on relationships within government organizations. These interactions between public managers and public employees extend beyond social interactions, but include emotional and workload support (Rauthmann, 2020; Kristof-Brown, 2004). Therefore, manager- group fit is significant (Steijn & Voet, 2019) and impacts job satisfaction.

Performing public services in teams implies harmonious working relationships. Harmony within public organizations may not only focus on managers-employees' physical, social, and emotional support, but may include a sense of organizational identity (Miao et al., 2019). Managers persistent closeness with employees as public services are carried out and over time influence positive interactions.

Working in teams as this study finding may also imply the complexity of public services. Public organizations provide services for citizens at large; therefore, the scope of citizens' needs may be broad. The varied and extensive needs of service beneficiaries result in public organizations complexity (Underwood, 2018; Perry, 2000, Rainey, 1986). The complex requirement of delivering public service is executed by team approach.

Even though teamwork is evident from this study, its effect may be perceived negatively. Teamwork may be restrictive since public servants are expected to carry out public service along boundary lines, therefore there is little or no room for change (Prebble, 2014; Peters, 2010). Working in teams simultaneously provide guidelines for service delivery and at the same time provide restrictions for service provision. The restrictions inhibit room for creativity and autonomy, and therefore is regarded inversely.



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Despite both positive and negative implications about team in public organizations, this finding increases our understanding of organizational factors and its influence within public organizations. Teamwork ensures public service delivery and concurrent is based on public servant to public servant support for one another.

Whereas public managers gauge the criteria for interaction with employees as a team approach, non-profit managers adopt a leadership approach to interact with their immediate employees.

Non-profit participants answered with the following responses:

“I lead by example.” (MNO 3) “I try to be a leader. I tell them I am not perfect.”

(MNO 6)

The result shows that non-profit managers use leadership as the criteria to interact with employees.

In this study, non-profit managers reveal that they use leadership as the bases for interacting with employees. Manager-employee relationships reflect managers’ motives to influence public service performance and delivery. Mahon (2016) found that organizational relations positively influence management approach. In addition, Chantapoboon (2016) found that among Thai non-profit that employees’ engagement is affected by workplace relations. Thus, managers’ leadership promote public service motivation.

Managers’ leadership as evidence in this study may suggest that managers are satisfied with their roles within non-profit organizations. Job satisfaction is based on intrinsic motivation and relationships within the workplace (Borzaga et al., 2006). In addition, compared to other sectors, non-profits have greater job satisfaction (Kjeldsen, 2018). Consequentially, leadership engenders job satisfaction within non-profit organizations.

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A further suggestion from this leadership evidence is that employees may mimic managers' actions of leadership, contextually. Hence, manager and employees are connected favourably. Leadership promotes a positive association between non-profit managers and employees (Rauthmann, 2020). The association contributes to employees' motives and performance of public service delivery.

A third suggestion derived from the finding of leading employees is to accomplish the mission of the organization. Non-profit managers therefore perform their role earnestly. The fervent approach toward organizational mission is confirmed by Mahon (2016). The author found that mission attachment is significant among non-profits. Thus, non-profit managers adopt leadership roles to achieve the mission of the organization.

However, leadership among non-profit managers may not be clearly defined and therefore may be perceived adversely by some employees. The disparity between managers' belief and employees' perception may result in negatively influencing public service delivery.

Nevertheless, this study finding that non-profit managers apply leadership principles to interact with non-profit employees contributes to the non-profit literature. The contribution further confirms that leadership is geared towards improving employees' service delivery and steered towards achieving organizational mission.

## **Conclusion**

Public and non-profit sectors first line managers' motives, attitudes, perceptions, and actions within public and non-profit organizations of health and social welfare services in the Bahamas are convergent and or divergent. Regarding organizational characteristics and their influence on these managers as they positively or negatively impact public service motivation and service delivery.

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The contrast between public and non-profit organizations is evident based on organizational structural elements such as accessibility to development opportunities, personal coping strategy, managerial conduct, and criteria for staff interaction. Despite human development as a basic human need, public sector organizations and non-profit organizations implement efforts to provide opportunities for managers' development. Strategies for development opportunities are organizational-specific therefore geared toward organizational success and indirectly meeting the need for growth and development of the individual manager. Within public organizations development opportunities are regularized and centralized which indicates its complexity. The complexity of development opportunities is due to accessing these educational opportunities are not easy. Further competing with other public managers for placement, participation, and choice to pursue personal development is challenging. Public service motivated public managers may experience frustration with the centralized system of development opportunities, which may decrease their attitudes of job satisfaction and actions of job performance. In contrast, non-profit managers' opportunity for development is seamless. The seamlessness of development opportunities enhances motives of public service, attitudes of job satisfactions and actions of job performance.

Another variation between public managers and non-profit managers is personal coping strategies. Public and non-profit health and social welfare services are dynamic milieu therefore how managers cope with these complex organizations are crucial. Public managers coping efforts imply their socialization within the organizations as tenure progressed. In other words, public managers cope and adjust due to long years of working within the public service. This coping method, though coming with years of experience is beneficial to the organization and managers since managers strive to achieve organizational goals of public services and simultaneously maintain their wellbeing. Whereas non-profit managers coping efforts within health and social welfare services including teamwork. Working in teams with

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non-profit organizations serves as a buffer against the heavy workload and or to achieve the mission of the organizations. Team approach is also important since those non-profit organizations which rely mostly on volunteers may have human resources challenges to achieve their goals.

First line public and non-profit managers behave differently regarding their workplace conduct. Public managers exhibit fairness and mindfulness, and non-profit managers exhibit professionalism and friendliness. Public managers' attitudes and behaviours of being fair and mindful imply that these managers regard the greater purpose of role and responsibilities as significant to motivate, guide and encourage their immediate employees to deliver public service. A fair and mindful approach with each employee and others reduces employees' dissatisfaction, improves performance and job satisfaction. On the other hand, non-profit managers exhibit professionalism and friendliness, which implies that these managers regard their responsibilities with significance. Further, non-profit managers' attitudes imply that their services are for vulnerable groups which require their professional behaviours to meet the needs of these groups.

A final difference between public and non-profit managers illuminated by this study's findings is the criteria for staff interaction. Public managers emphasize teamwork as the criteria for interacting with their immediate staff. Whereas non-profit managers' criteria for interacting with their staff is the priority of serving users. The distinction between the two groups of managers implicates the difference of organizational structures, where the former is mainly highly complex and hierarchical, and the latter is usually user specific.

Despite the difference between public and non-profit managers' motives, attitudes, and actions regarding organizational characteristics, the findings in this study reveal some similarities between these managers. These similarities included meaningful work, work which required immediate actions and work which may be delayed. The congruency of work

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meaningfulness and immediate and delayed work imply managers' degree of public service motivation, similar workplace roles and responsibilities, and challenges within public service organizations.

However, the findings of this study should be taken with caution as the sample size may be too small to draw conclusions. It is therefore recommended that a replication of this study with a large sample size and across different grades of managers in the Bahamas may be fruitful to validate these findings. Despite, the small sample size, public and non-profit first line managers' accounts, responses, and explanations provide a view of organizational characteristics within public and non-profit organizations and how they positively or negatively affect managers' motives, attitudes, and actions of public services.

## **Chapter Seven**

### **Employees' Interview Findings and Discussion**

#### **Introduction**

Chapter seven consists with the findings and analysis of public and non-profit employees which distinguish organizational factors influences between these two groups. Chapter seven illuminates the results of the questions that employees were asked and employees' accounts, responses, and answers. The sample of employees in this study constituted twenty-five (25) employees of which thirteen (13) were public participants and twelve (12) were non-profit participants. The results are presented in the following manner:

- a) introduction of questions in statement forms;
- b) chart presentations of the findings
- c) presentations of the chart as they relate to participants' motives, attitudes, and values;
- d) analysis of the findings with reference to responses by participants.

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The table 16 below summarizes the public employees' motives, attitudes and behaviours regarding certain structural features through the lens of dual factor theory, self-determination theory, and fit sub-theories. Public employee participants perceive certain characteristics of public organizations as facilitators or impediments. The organizational factors which participants perceive as advantageous are primarily socially related factors. The structures include meaningful work; managers' relationships with staff; employee-manager interaction; and employee-employee relationships. These interactions are positively manifested and constitute portions of Herzberg's duality theory and person-organization fit theories and attitudinal and behavioural outcomes-satisfaction and performance. While identifies relations in organizations as a homogeneous feature, person-organization fit delineates social interactions within working environments as heterogeneous construct. The findings therefore reveal dimensions of person-organization fits, with person-person fit being more salient compared to motivation-hygiene theory. Regarding the workplace and social factors, self-determination theory explains these factors as relatedness. according to the theory, however, self-determination should constitute autonomy and competence. The findings further summarize this current study of public employees' cognition about obstructive organizational elements. Participants regard training and education; autonomy and initiative; managers' adherence to rules; and working facilities, negatively. Participants' inversion toward these components of the working environment is based on their boundedness. The lack or low level of these features engenders misfit between public employees and their employing organizations. In addition these factors that are viewed as obstacles are in stake contrast to motivation factors of dual theory but instead are illuminated as hygiene factors.

**Table 23**

*Theoretical and outcome results of public employees' interviews*

Variables	Herzberg's Motivation (M)/ Hygiene (H)	P-O Fit Person/Organization	Self- Determination Theory (SDT)-	Performance (P) vs Job Satisfaction (JS)
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			relatedness (Rel) /autonomy (A)/ Competence (Comp)	
Training/education	H	Misfit	No Comp	<P/ >JS
Autonomy/ initiative	H	Misfit	No Comp	<P/ <JS
Meaningful work	M	P-O fit	Com	>P/ > JS
Managers' relationship with Staff	M	P-O fit	Rel	>P/ >JS
Employees' perception of managers' style	H	P-O misfit	Comp/no	>/<P/ >/<JS
Employee-manager relations	M	P-P fit	Rel	>P/ >JS
Employee-employee relationship	M	P-P fit	Rel	>P/ >JS
Work facilities	H	Misfit		<P/ <JS

Note. Formal education for public employees is centrally controlled and, regulated  
< less than; > greater than

Table 17 below also expounds and differentiates non-profit employees' findings regarding the previously mentioned eight variables from the multiple theoretical frameworks. Seven of the eight structural features have positive considerations, except for employee-employee association has a negative influence. Non-profit participants favourably regard training/ education' autonomy/ initiative; managers-staff relationships; managers' style; employee-manager relations; and workplace facilities. These organizational determinants are beneficial to employee and to organizations and reflect motivational factors, person-organization congruency, and self-determination. Disruptive employee-employee relations is viewed adversely and as a misfit and hygiene factor.

**Table 24**

*Theoretical and outcome results of non-profit employees' interviews*

Variables	Herzberg's Motivation (M)/	P-O Fit	Self- Determination Theory (SDT)-	Performance (P) vs Job
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	Hygiene (H)	Person/Organization	relatedness(Rel) /autonomy (A)/ Competence (Comp)	Satisfaction (JS)
Training/education	M	P-O fit	Competence	> P/ >.JS
Autonomy/ initiative	M	P-O fit	Autonomy	> P/ >.JS
Meaningful work	M	P-P fit	Competence	> P/ >.JS
Managers' relationship with Staff	M	P-P fit	Relatedness	> P/ >.JS
Employees' perception of managers' style	M (doing a good job)	P-P fit	Competence	> P/ >.JS
Employee-manager relations	M	P-P fit	Relatedness	> P/ >.JS
Employee-employee relationship	H	Misfit	No Relatedness	<P/ < JS
Work facilities	M	P-O fit		> P/ >.JS

Note. Training opportunities within these non-profit organizations are on-sight training and seminars which are centered around clients' needs

The results are reduced into the following variables which emerged:

- 1- Employees' work satisfaction
- 2- Employees' initiative
3. Employees' autonomy
- 4- Employees' perceptions of managers' conduct
- 5- Employees' learning
- 6- Employees' workplace descriptions
- 7- Employees' relations with co-workers

### **- Employees' work satisfaction**

Satisfaction with public service delivery is a key component of meaningful work for public servants and non-profit workers. Feeling a sense of satisfaction can be attributed to performing on the job by helping others whether strangers or acquaintances. Satisfaction can



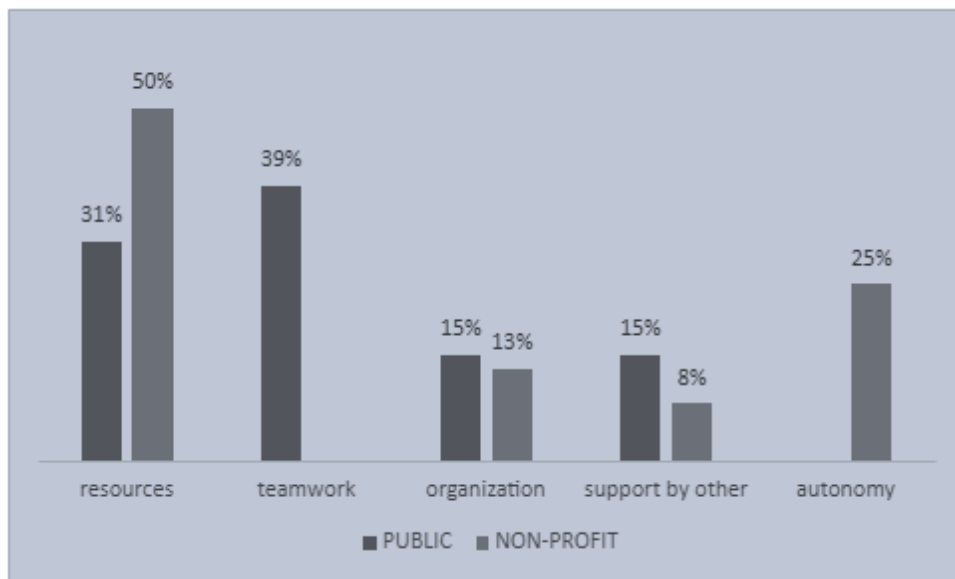
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further be derived from the expected outcomes of public services to make a difference. Job satisfaction can further be garnered from contributing to society and making societal impact. Public servants and non-profit workers' job satisfaction is therefore a consequence of the meaningful work of public service delivery.

Public and non-profit employees experienced work satisfaction in various ways under different conditions, and in varied degrees. The most significant findings revealed that work satisfaction or a state of pleasure involves having sufficient resources, working with teams, and autonomy. This finding also shows that a conducive work environment and employees' support have lesser significance (See Figure 11 below).

**Figure 11**

*Work satisfaction results among employees*



**Figure 11** shows various responses of public and non-profit study participants regarding work satisfaction. For the item about work satisfaction, public participants gave four responses which included teamwork, resources, organizational environment, and support from others. Thirty-nine percent ( $n=5/13$ ) of public participants expressed working in teams as work satisfaction. Thirty-one percent ( $n=4/13$ ) of participants stated having resources as job

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satisfying. Whereas fifteen percent ( $n=2/13$ ) of public participants expressed working in the environment as work satisfaction, and fifteen percent ( $n=2/13$ ) of public participants acknowledged support from co-workers as work satisfaction.

Regarding work satisfaction, non-profit participants gave four responses which included resources, autonomy, work environment, and support from others. Fifty percent ( $n=6/12$ ) of non-profit participants stated having resources as job satisfying. Twenty-five percent ( $n=3/12$ ) of participants stated having autonomy as work satisfaction. Whereas seventeen percent ( $n=2/12$ ) of participants expressed working in the environment as work satisfaction, and eight percent ( $n=1/12$ ) of participants acknowledged support from co-workers as work satisfaction.

Both public interviewees and non-profit interviewees explained that adequate amount of resources makes their work favourable or enjoyable. Non-profit participants' responses included:

Having the supplies, I need, examples are computers, school supplies, caregivers to help (E11 NO). Having the things, I need in the kitchen to cook breakfast and lunch on my shift in the mornings (E3 NO). If I have all the things or supplies, I need (E7 NO).

Similar expressions about sufficient resources by public participants included:

"Having the relevant tools available" (E6 PO). "Having the tools- computer and supplies- to do my job" (E8 PO).

The result of this study reveals that having sufficient resources is an indicator of work satisfaction. Resource sufficiency within non-profit organizations (50%) poses a greater concern than compared to public organizations (31%). These findings are confirmed by previous results by Pintard-Newry (2018) and Underwood (2018). According to Pintard-Newry

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(2018) non-profit organizations sustainability is based on private citizens funding and functioning. Whereas public organizations faced financial cuts as government reduces expenditure within these organizations (Underwood, 2018). Both public and non-profit sectors are therefore faced with challenges to deliver public services when there is a shortage of supplies.

The finding of sufficient and adequate resources is of a greater concern within non-profit organizations than public organizations with a lesser concern, is based on state of funding. Half (50% or  $n=6/12$ ) of non-profit employees compared to public employees (31% or  $n=4/13$ ) experience work satisfaction aided by sufficient resources. Non-profit sectors versus public sectors generate polarized resource supplies. Non-profit organizations depend on donor fundings which may be precarious (Pintard-Newry, 2018). Non-profit organizations either have a good source of donor support or chase after donor support. Non-profits may also compete or participate in joint-partnerships to maintain the services they provide (Salamon et al., 2004; Young & Salamon, 2002). In a study among Thai non-profits, Chantaplaboon (2016) indicated that non-profits are sustained through private donations and fundraising. Conversely public organizations have more consistent funding from government, even despite budgetary reductions (Underwood, 2018).

A public service motivated workforce that has adequate resources to perform service delivery may induce job satisfaction. Studies show that there is a positive connection between motivation of public service and job satisfaction. For instance, Lui and associates (2008) formerly confirmed the congruency between public service motivation and job satisfaction. Organizational condition such as supplying necessary and adequate materials for public service work to be performed, aids service delivery (Spector, 2013; Spitzmueller & van Dyne, 2013). Consequentially, a PSM workforce experiences enjoyment to perform public services as their needs for resources are met.

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The evidence in this study about supplies may suggest that public and non-profit sectors meet the needs, desires, or preferences of its workforce. Material demands of employees and organizations providing these demands is an external factor which influence employees internally. According to Edwards (1991) this state is referred to as needs-supply approach. Conditions when organizations ensure resources are available, employees' needs are met in a complementary manner (Kim, 2012; Young & Salamon, 2002; Kristof-Brown, 1996, 2000; Cable & Judge, 1997). The needs-supply fit therefore incorporates the match between the needs of the employees to perform public services and resources provided by the organization to accomplish the services. Thus, a needs-supply state facilitates person-organization relationship (Kristof-Brown et al., 2005; Verquer et al., 2003). For highly motivated public service-oriented workers this association engenders attitudes and behaviours of satisfaction and performance, respectively.

However, the finding in public and non-profit organizations issuing material resources which results in attitudinal and behavioural attributes contradict motivation-hygiene factor findings. According to Herzberg and his colleagues, material resources are hygiene factors. The motivation-hygiene factor therefore indicates that material resources do not elicit job satisfaction nor initiate job performance but rather induce a state of dissatisfaction (Herzberg et al., 1959). Circumstances when resources are limited or lacking, employees experience dissatisfaction, but when resources are available, dissatisfaction is removed (Herzberg, 1966). In addition, the presence of supplies does not drive employees to perform their tasks or roles. Nonetheless, the finding in this study nullifies motivation-hygiene result as this study finding reveals that employees express feelings of satisfaction by having sufficient resources and therefore makes a contribution to public service motivation.

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A second finding in this study about favourable workplace conditions, that is public participants (33%) expressed working in teams is a source of work satisfaction. Examples of participants' responses are:

The staff work as a team (E13 PO). Both my manager and co-worker, who I work with directly. We get along very well (E10 PO). My supervisor is very helpful. She provides a listening ear, and she guides me through the proper procedures. I also have co-workers who assist me (E11 PO).

This finding of public employees regarding working in teams is based on structural hierarchy within public sector organizations which ensures public services are performed. Evidence reveals that public sectors are large organizations with multiple types of professionals with similar workload overlapping and working in proximity with each other (Asendorpf, 2020; Clark, et al., 2020; Pincus et al., 2020; Molho & Balliet, 2020). Previous conclusions by public administration scholars are that the hierarchical nature of public organizations aids these organizations to have multiple goals to meet citizens' demands (Perry, 2000; Rainey, 1983). Public employment in most countries across the globe makes up the substantial amount of the employed workforce. Public servants are the largest providers of services and goods within countries.

The evidence of teamwork may be attributed to attitudes of work satisfaction, may also imply public employees value their relationships with their colleagues and managers as significant. This finding among Bahamian public servants is consistent with Underwood's (2018) evaluative finding. The evaluative conclusion is that working in teams had the second highest score (40/100) among the Bahamian public service report (Underwood, 2018 p.22). she purposed that working in teams appears to have both work-related and social significance. The relationship with managers is vertical and the relationship with colleagues is horizontal. A relational fit within public organizations also indicates public service motivation and group

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connection (P-G fit). In other words, public entities construct significant conditions for interrelationships among employees, a form of person and organizational association. For example, Kim (2012) found that within South Korean government sector, employees' work satisfaction and organizational commitment (OC) are positively linked. The findings revealed that public service motivation has both direct and indirect effect through person-organization fit on employees' attitudes. The findings are congruent with employee-organization link found within other studies (e.g., Kristof-Brown et al., 2005; Verquer et al., 2003) with employees more likely to remain in the organizations, in cases in which employees experience acceptance and identity.

Work in teams as a job satisfier from this evidence may suggest that public organizations arrange support among their employees since public services are difficult and complex. Rauthmann (2020) identifies multiple factors that indicate the positive effects of similar groups working together, interdependently. He asserts that physical, social, and emotional support for one another is obtained with teamwork. Physical support is apparent when service delivery by employees is technical and physically taxing. Social support is evident in conditions where several employees or teams are needed to execute success. Emotional support is needed as the demands for public services are greater than the supply of service.

Though this study's finding regard working in teams as a favoured organizational condition, workplace relationships may not be regarded positively nor contribute to satisfaction and performance. According to Herzberg and associates (1956) workplace relationships do not engender motives and attitudes of work satisfaction. Employees' work relationship is regarded as a hygiene factor that is an organizational or extrinsic structure which when adequate replaces feeling of dissatisfaction. Herzberg maintained that extrinsic conditions do not elicit intrinsic effects (Herzberg, 1966). In other words, external factors do not influence motives or drives

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nor satisfaction in employees. He contends that organizational characteristics are usually out of the control of employees, therefore, employees have little or no impact on workplace features. Despite, the finding contrasts with Herzberg's previous findings, other studies showed that in some instances hygiene factors are motivational factors and vice versa (Oshagbemi, 1997; Quarstein et al, 1992; Caston & Braitto, 1985; House & Wigdor, 1967). For example, Yang and Wang examine intrinsic and extrinsic factors on Chinese public servants and found both factors elicit attitudes of satisfaction (Yang & Wang, 2013 p. 581). Other studies also found mixed results (Hur, 2018; Ellickson & Logsdon, 2002). Conditions of teamwork within public organizations offer additional understanding of the public service literature.

Another significant finding regarding favourable conditions or enjoyable conditions on the job revealed by participants is work autonomy. Non-profit participants (25% or 3/12) experience public services delivery based on conditions of freedom in decision-making. They regard work autonomy as enjoyable and satisfying. Examples of participants' autonomous responses:

With the position that I am now holding a previous position what allows me to function in this more than information and training that I receive here (E1 NO). I have full control (E2 NO).

This result shows that non-profit organizations provide opportunities for employees to make individual decisions within the organizations. As a favourable feature within non-profits that is employees' autonomy supports the previous conclusion by Pintard-Newry (2018) which is non-profit organizations are citizens' initiative to contribute to society by addressing social ills among other conditions. This finding in the past was identified by Cook (2014) that among American non-profit workers organizational operating conditions along with the nature of the work are significant. Thus, non-profit organizations engender conditions for their workers to

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make a difference in society by providing opportunities of significant engagement in the organization functioning.

This finding of the significance of autonomy within non-profit organizations may be associated with workers' public service motivation, satisfaction, along with job commitment. In a previous study among US non-profit organizations, Cook (2014) revealed that for non-profit workers the nature of the work, working conditions and normative commitment are salient. A workforce with motivation for public service is committed to their employing organization and experience attitudes of job satisfaction. Perry (2000) identifies non-profit organizations as other entities in which public service motivation is performed. Other public administration scholars followed, and Ritz and associates (2016) examined the contributions to public service motivation literature by non-profit organizations.

Autonomy within non-profit organizations may influence job performance. As non-profit workers favoured organizational autonomy which is exhibited in performing public services. In revision of non-profit literature while comparing business entities with non-profits, Mann (2006) found that both public service motivation and human resource motivation have a greater significance among non-profits. The workforce within non-profit organizations is prosocial and altruistic in nature which is based on the need to help others in society and support public services carried out by the government (Ryu, 2017; Perry et al., 2008; Lui et al., 2008). Thus, work attitudes and motivation are the basis of performance within non-profit organizations.

The autonomous working environment of non-profits may be associated with compassionate encounters that service users experience. Some researchers such as Lewis (2007), and Salamon and colleagues (2003) expressed that non-profits are service providers or promoters of values for public concerns are about an increased interest in human rights, gender, and environmental consciousness. Additional support of the autonomous nature of non-profit



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organizations is Vakil's (1997) definition that is self-governing, non-for-profit, private entities formed to improve the quality of life of disadvantaged individuals or groups. Accordingly, compassion is the driving force for the work of public services within non-profit organizations.

Autonomy as a favoured feature among workers within non-profit may be associated with employee and organization connectivity. Conditions within organizations which allow employees to exercise their discretionary experience and skills engender employee-organization link and emerging of shared values . In an Egyptian study, Gould- Williams and colleagues (2013) found that between public and non-profit employees' personal beliefs reflect their workplace mission and there is no evidence of leaving their jobs as a result of their P-O fit and PSM. The organization is therefore able to fulfil its mission and meet its goals. Similarly, employees experience a sense of relatedness to the employing organization (Ellickson, 2002; Traut et al., 2000; Kristoff, 1996). Hence, organizational conditions facilitate workers' motivation, attitudes, and behaviours.

However, though the evidence points to autonomy as a factor within non-profit organizations, the impact of autonomy may impact workers unfavourably. Workers with low public service motivation are not driven to perform public services and therefore regard autonomy as inversely. Therefore, opportunities to exercise autonomy when delivering public services are few which is inhibited by their lack of motivation. Instead, personal interest propels such as job opportunity or salary and is positively linked to quit intention. Nevertheless, the favoured condition of autonomy within non-profit organizations as a finding contributes to public service motivation studies as a significant component of non-profit organizations.

### **Employees' initiative**

A sense of belonging and identity are critical to motivation. Public and non-profit organizations should increase opportunities for their employees to feel and experience a sense

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of belonging within these organizations. Employees taking initiative is one way of exhibiting a sense of belonging and identity.

With regards to employees' initiative in the workplace, public and non-profit participants have different attitudes based on their circumstances. Public employees' will to take initiative is influenced by the pull of public sector organizations and non-profit employees' taking initiative is influenced by the push of non-profit sector organizations.

Taking initiative exhibit employees' motives, attitudes, and actions about their workplace. The push and/or pull conditions to take initiative by public and non-profit employees are full, partial, a little or not at all.

**Figure 12**

*Initiative results among employees*

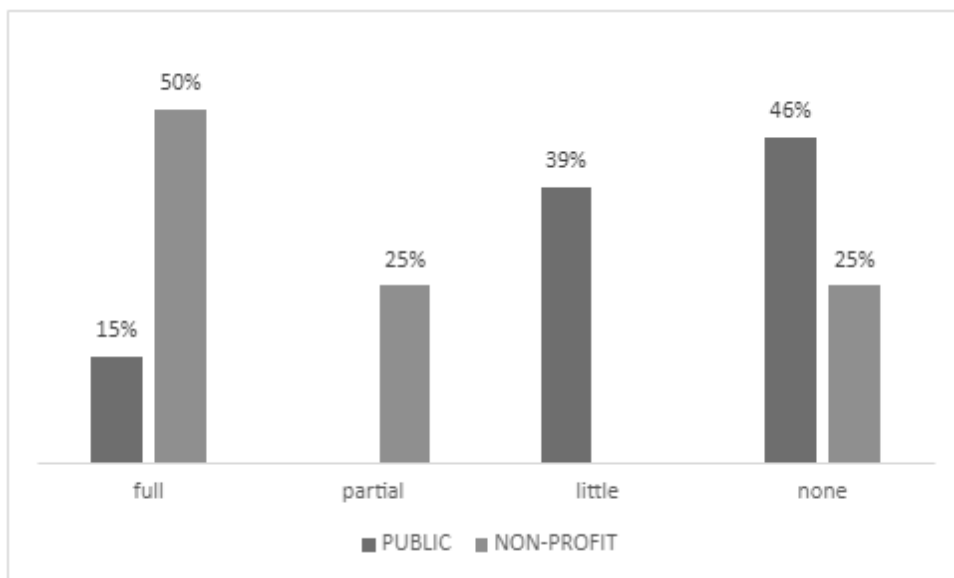


Figure reveals public and non-profit interviewees' motives and attitudes about taking initiative. For this item of taking initiative, public interviewees revealed three conditions about initiative which are no, little, and full. Forty-six percent ( $n= 6/13$ ) of interviewees replied about not taking the initiative. Whereas thirty-nine percent ( $n= 5/13$ ) of interviewees stated to taking a little initiative, and fifteen percent ( $n= 2/13$ ) of interviewees expressed to having full initiative.

Regarding taking the initiative, non-profit interviewees gave three conditions about initiative which are full, partial, or none. Fifty percent ( $n= 6/12$ ) of interviewees expressed to having full initiative. Whereas twenty-five ( $n= 3/12$ ) of interviewees expressed to having partial initiative, and twenty-five ( $n= 3/12$ ) of interviewees admitted to not taking the initiative.

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Half of (50% or n=6/12) Bahamian non-profit participants interviewed reveal they fully take initiative on their job compared to public participants (15% or n=2/13). Taking full initiative may emphasize situations which non-profit employees work under and manager-employee trust relation. Examples of non-profit participants' accounts regarding initiative included:

With my directors I have leeway so that departments run effectively. None of my directors are in-office-directors so I operate as the manager for my directors. They allow me to make decisions they know I am going to look out for the interest of not only of the department but for persons seeking help (E1 NO).

I have full autonomy on my job (E11 NO). I'm in-charge of most of the cooking. So, I'm able to make decisions about how I prepare the food for the seniors (E2 NO).

Public participants also revealed they have freedom when performing their duties. Examples:

I run my area since I am the CNCD Coordinator. I facilitate my patients care (E1 PO). I have a great amount of leeway since my job involves customers' documents, but I do not interact with customers (E8 PO).

The first finding reveals that non-profit employees take full initiative. Making an effort or taking an effort to action under conditions of freedom or '*push*' (even though in a gentle way) to actions is beneficial for motives and attitudes of public services. Public service motivated employees make and/or take efforts out of concern for the impact of those efforts on valued service beneficiaries (Paarlberg & Lavigna, 2010; Francois, 2000). Herzberg theorized and Deci and Ryan postulated that initiative to action is an intrinsic motivation (Herzberg, 1968; Deci & Ryan, 2002, 2004) or as Deci and Ryan further postulated is the highest form of external regulation. The authors refer to this type of external regulation as integrated regulation since the freedom of the employee to use their initiative is indirectly granted by the organization. However, freedom to take initiative is based on employees' motives, attitudes, and actions which are significant to service delivery. Intrinsic motivation is also synonymous with public service motivation. Employees with high level of public service motivation will

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exhibit initiative (Ryu, 2017, p. 353; Ritz et al., 2016 p. 7). This finding about non-profit employees confirms that of Chen and Bozeman (2013) regarding managers that external motivation is weaker within non-profits, therefore self-determination is stronger (Chen & Bozeman, p. 599). Further, the results support the connection of public service motivation and self-determination with attitudes of satisfaction (Breaugh et al., 2017 p. 1436).

Taking full initiative expressed by non-profit interviewees may further indicate autonomous working conditions, manager-employee trust relation, and workplace facilitation. Workplace conditions in non-profit organizations which depend heavily on volunteers (Carpenter & Meyers, 2010), non-profit workers may or may not have enough volunteers to perform public services, however, public service motivated workers may attempt to carry out their work alone or with less volunteers (Lapworth et al., 2018).

Another indication of the findings regarding non-profit workers exhibiting more initiative than public servants may be attributed to a trust relationship with managers (Ertas, 2016; Chen & Hsieh, 2014). Manager-employee trust relationships are based on managers giving workers the freedom to take initiatives to execute public services. Under these conditions, non-profit workers with high degrees of public service motivation will perform and provide public services. The manager-worker fit is regarded as a relational type of person-organization fit (Rauthmann, 2020; Kristof-Brown, 1996) which empirically has resulted in service to beneficiaries, organizational commitment, and no intention to quit (Jin et al., 2018; Christensen & Wright, 2011; Stazyk, 2010; Moynihan & Pandey, 2008; Bright, 2007).

In contrast, almost half of (46% or n=6/13) Bahamian public interviewees admitted they do not take any initiative compared to a quarter of (25% or n=3/12) non-profit interviewees. Public interviewees' explanations hint to their frustration about being unable to take initiative. Some interviews responded by expressing their frustration in such ways:

## **PUBLIC SERVICE MOTIVATION**

I do not have any leeway for decision-making (E8 PO). There is no leeway. We are guided by department policy and regulations. Managers do not talk with workers (E4 PO).

Employees' lack of initiative may inversely influence public service motivation. The accounts of not taking any initiative infers that initiative in public organizations are mainly externally regulated. according to Deci and Ryan, external regulation are types which are controlled by public organizations. The most extreme regulation is external regulation that is fully controlled by or determined by the organization policies or regulations or by its management. Public employees experience threats of punishment if they do not adhere to the guidelines. The less extreme form of external regulation is introjection regulation. In this instance, public employees' motives, attitudes, and actions are to avoid pain or suffering which in this case, restrain them from taking initiative. Thus, the pull of public organizations to restrict employees to take initiative may inversely influence employee's PSM. The negative effects of external motivation among public employees are similar to the findings of Chen and Bozeman (2013) regarding public managers. They found that external motivation and amotivation are stronger among this group yet work motivation and identified motivation were strong (Bozeman & Chen, 2013 p. 5). Further as external motivation has a negative effect on public employees, it diminishes intrinsic motivation (Andrews, 2016; Deci & Ryan, 2000).

Another indication of public organizations curtailing employees' opportunities to take initiative these organizations may be failing to meet the needs of their employees. As Ritz and colleagues explained:

Public organizations in highly developed societies find themselves increasingly confronted with personnel aspiring for higher order needs and, thus, need to use their

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opportunities to emphasize social involvement, social recognition, autonomy, and meaningful tasks when motivating employees (Ritz et al., 2016 p. 5).

The restrictive conditions of public employees' actions and attitudes may negatively impact employees' PSM. The negative impact may lead to employees experiencing a sense of misfit with their organizations, dissatisfaction and result in low performance of public service.

Other findings to a lesser extent revealed that a quarter of (25% or n=3/12) non-profit participants interviewed stated that they take some initiative within the workplace. Examples of non-profit participants' responses are:

“For example, reminding her about the appointments, making sure that schedules are put up, like that. When she is not here, I put out the stuff for the next day” (E5 NO).

“Working with the kids, I am concerned about their safety. I am allowed to take them outdoors, play games with them as therapy” (E10 NO).

In addition, a third of (39% or n=5/13) public participants interviewed confess they take a small degree of initiative, though cautiously is noted. Public participants explained:

I have limited leeway since I do the clerical part of the work (E12 PO). This depends on if it is my area. But if it is above me, I must go to my supervisor (E3 PO).

One must make sensible decisions. So sometimes I consult with my peers (E6 PO).

There is little leeway on a daily basis (E7 PO).

In essence, the freedom to take initiative differs between public organizations and non-profit organizations. Public organizations pull against public servants taking any initiative, thus controlling and regulating their employees' will to take initiative may lead to negative results. The organizational condition may lower employees' PSM, cause attitudes of no job satisfaction, and lower performance. The downstream effect of lower public service performance reduces service to beneficiaries, lessen organization success, and may increase employees' intention to quit.

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On the other hand, non-profit organizations provide greater leeway for employees to take initiative. The extent of this flexibility indirectly influences the extent of which non-profit workers use the freedom. Highly motivated public service workers will use this flexibility to take initiative and deliver public services. The push to take initiative for non-profit workers is encouraged and produces attitudes of job satisfaction and increased performance.

### **Employees' autonomy**

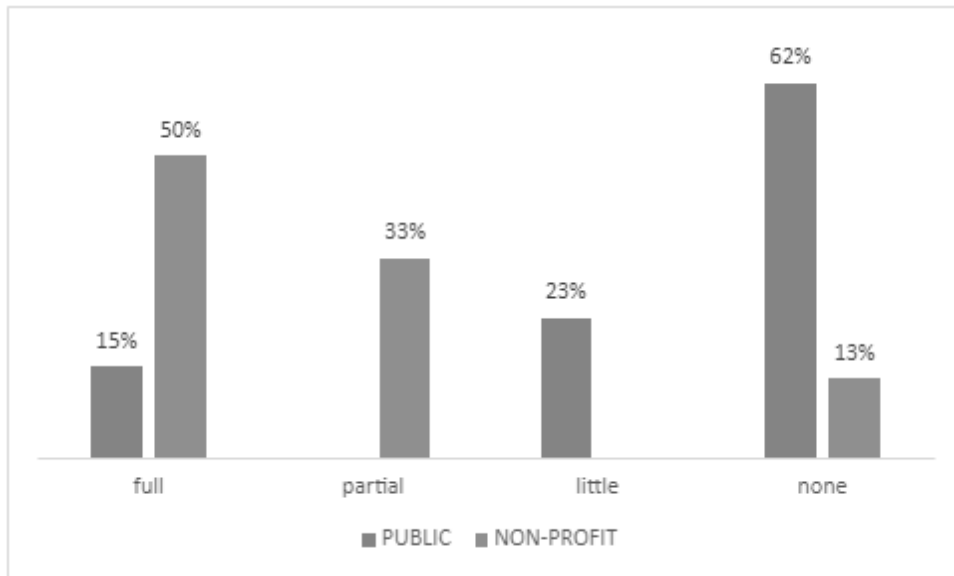
Workplace autonomy or lack of autonomy appears to be contextual. Employees with autonomy may exhibit higher levels of motivational, attitudinal, and behavioural attributes compared to employees with restricted discretionary power on the job. Autonomy has been identified as a core foundation of human growth and development. The drive in developing and growing oneself is the motivation to perform and deliver public services. When organizations facilitate or curtail the fundamental human need for growth and development the result is a (de)motivated workforce.

Public and non-profit employees answered the question to what extent does your manager give you autonomy on your job. Autonomy, learning and capacity are interwoven and influence public service motivation. Public and non-profit participants revealed various degrees of decision-making capacity. Participants answered full, partial, little or no autonomy in the workplace which influences motives for public service positively or negatively.

### **Figure 13**

*Autonomy results among employees*

## PUBLIC SERVICE MOTIVATION



**Figure 13** shows regarding autonomy the scope of public and non-profit participants' decision-making freedom. Regarding autonomy, public participants explained the scopes of their autonomy which included no autonomy, little autonomy, and full autonomy. Sixty-two percent ( $n = 8/13$ ) of public participants expressed having no autonomy. Whereas twenty-three percent ( $n = 3/13$ ) of participants acknowledged having a little autonomy, and fifteen percent ( $n = 2/13$ ) of participants expressed having full autonomy.

The scope of non-profit participants' discretionary freedom is full autonomy, partial autonomy, and no autonomy in Figure 13. Fifty percent ( $n = 6/12$ ) of non-participants expressed having full autonomy. Whereas thirty-three percent ( $n = 4/12$ ) of participants acknowledged having partial autonomy, and thirteen percent ( $n = 1/12$ ) of participants admitted to not having any autonomy.

The findings reveal that non-profit participants have a greater degree of autonomy than public participants. Half of (50% or  $n=6/12$ ) non-profit participants agreed they possess full autonomy on their job, whereas (15% or  $n=2/13$ ) of public participants revealed they possess full autonomy on their job. Non-profit interviewees' answers indicate the scope and depth of their discretionary power as they provide public services. Non-profit interviewees' answers about autonomy included:



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I can refuse to accept a woman who returns if she is written in the at-risk book (E9 NO). Yes, she gives me the chances to make decisions without asking her before I do it (E2 NO). I come here at 3.30 pm and I saw the office opened and I know the office is not supposed to be open late so I can go and close it (E9 NO).

Another finding in this study revealed that to a lesser extent some non-profit participants (33% or n=4/12) have some degree of job autonomy compared to (15% or n=2/13) of public participants. The answers by these participants included:

I feel I have 80% freedom for decision-making (E12 NO). I have leeway to an extent, nothing that involves their signature or finances, I make decisions by myself. Everything about these aspects must go through them. However, on a day-to-day basis a decision must be made on a client that comes in and they are not reachable because of course you must try to reach them first. If I cannot reach them, then I am allowed to decide (E1 NO). My manager allows me to make a lot of decisions, she trusts me (E10 PO).

Adopting autonomy is defined by Nicholson (1984) as the capacity to choose goals, the means for achieving them, and the timing of means-end relationship (cited by Breugh, 1985 p. 555).

The results of autonomy among the non-profit interviewees are evidence of creation of these organizations and confirm previous findings in the Bahamas. For instance, Pintard-Newry (2018) revealed that the concerns of wealthy citizens for escalating social ills spark the formation of non-profit organizations to aid government attempts to address these problems. The initial mission and goals for helping disadvantaged individuals and groups, leave leeway for employees to use their discretion to provide public services outside the preview of

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legislation. Non-profit organizations therefore have great normative and ethical underpinning with less legislative restrictions (Salamon, 2006; Salamon et al., 2003).

One implication of the finding that non-profit workers enjoy autonomous workplace conditions is a bi-directional relation between the organizations and the employees. Non-profit organizational structural features allow degrees of autonomy for workers and workers preferred this working environment to support their contributions to public service. Therefore, trust relationships are noted between employers and employees. This finding is supported by Kim and Park (2017) within Korean non-profit workplaces and results in public service motivation. Consequently, workers having discretionary power improve their belief in the organization and their demonstration of public service.

The finding that non-profit organizations offer greater freedom of decision-making power to workers may also suggest that workers' job satisfaction. For example, Word and Carpenter (2013) found that depth of involvement within American non-profit organizations is linked to non-profit public service motivation and attitudes of job satisfaction. Thus, autonomous freedom increases the involvement of workers with hands-on opportunities to deliver public service by helping others.

The degree of autonomy because of this study's finding among non-profit organizations may contribute to by non-profit workers' intrinsic and extrinsic motivation, simultaneously. Previous findings by Park and Word (2014) when comparing motivation between public and non-profit organizations, the researchers found greater significance of intrinsic motivation among non-profits than public organizations. Both intrinsic and extrinsic motivation were among the evidence, with integrated regulation that is workers performing their tasks with high degree of autonomy and endorsement (Ryan & Deci, 2000).

Even though, the result shows that non-profit organizations give workers freedom of discretion, this condition may adversely impact workers. Autonomy may suggest that their

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workload is persistently heavy, in instances where they work alone or with minimal support from other workers or volunteers. Prolonged periods of heavy workload may compromise non-profit employees' wellbeing which may prove challenging for these workers. As evidence from Ariza-Montes and Lucia-Casademunt (2015) study revealed that non-profit types of employment do not provide social benefits such as private health coverage, life insurance or pension (Ariza-Montes & Lucia-Casademunt, 2015 p. 346-347). This may be based on most employment in non-profits is non-traditional employment but instead involves temporary or part-time work. Thus, non-profit workers are negatively influenced by autonomy when their workload is demanding.

However, freedom of decision-making as an organizational characteristic of non-profit organizations is favourable for motivation, attitudes and behaviours of public service performance and delivery as person-organization link is positive.

The contrasting result about autonomy shows that over half (62% or  $n=8/13$ ) of public participants admitted a lack of autonomy on the job compared to (8% or  $n=1/12$ ) of non-profit participants. Public participants expressed the absence of autonomy:

None, my boss always wants to know what is happening (E11 PO). None, especially if it is above my job (E3 PO). Unfortunately, she does not allow me to make decisions on my own. She feels I am trying to usurp her authority (E6 PO). Ignores our ideas (E4 PO).

The lowest level of freedom of decision-making within public organization revealed in this study indicates that structurally public organizations do not permit autonomy among employees. Accordingly, Underwood (2018) evaluation, she found that to achieve better outcomes within Bahamian public organizations, public servants have less autonomy for greater room of accountability. The lack of discretionary power is based on the new public management reform, in which input is replaced with greater emphasis on output (Hood, 1991).

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Since public employees' output has become the priority, group performance is valued for service delivery efficiency.

Minimized autonomy within public organizations may further suggest that motivation of public services is a group-centred approach. Groups within public organizations focus on improving efficiency of public services delivery to meet the needs of society (Rauthmann, 2020). Therefore, working alongside colleagues increases work productivity and improves time management of behaviours of performing public services. Thus, group working conditions provide support to accomplish tasks and within a designated timeframe.

Another implication of the finding of low levels of autonomy as a structural feature of public organizations is that performing public services are bounded. Public organizations are regulated entities. According to Hood (1995), the formation of public organizations is legislative; therefore, its organizational policies and procedures are legally binding. These conditions safeguard service beneficiaries, and at the same time protect the organization and public servants from lawsuits.

Low autonomy based on this research finding, also implies that public managers take their roles seriously and practice public services according to organizational rules, thus closing the gap of subjective discretion by public employees. Public managers therefore regard organizational rules significantly, adhere to them and expect public employees to also adhere to the rules. Previous studies have shown that public servants' autonomy may be regarded as discriminatory (Lipsky & Hill, 1995). Thus, within public organizations reducing public service behaviours as bias involve reduction in public servants' autonomy.

Though lesser degrees of autonomy are evident within government organizations for organizational success, however, public employees are negatively impacted by this structural feature. Public interviewees' accounts about managers not allowing autonomy also illuminate attitudes of frustration. Public service motivated employees who experience frustration on the

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job, may exhibit lower PSM, decrease job satisfaction and performance, and increase intention to quit the public service. In one study that supports lack of autonomy- public service motivation divide, Kaiser (2014) found among German public servants' attitudes of low job satisfaction is based on no discretionary power. In another study, Hur (2018) suggested that limited power within government organizations causes dissatisfaction. Thus, public employees are adversely influenced by restrictions of autonomy within the workplace.

Overall, the evidence indicates that public and non-profit employees perform public services in different autonomous states. The degree of employees' autonomy positively or negatively influences motives of public service, attitudes of job satisfaction, and affects employees' performance which is illustrated below in Table 25. The greater degree of autonomy among non-profit employees resulting in higher motivation, attitudes, and behaviours. The findings add to public service literature and knowledge.

**Table 25**

*Public service motivation-performance, job satisfaction links*

Public service motivation, performance, and job satisfaction effecting autonomy and decision-making		
> PSM/ > P/ > JS=	> Autonomy +	> decision- making
< PSM/ < P/ < JS=	>Auton-	Dec-maki
>PSM/>P/<JS=	<Auton+	>Dec-maki
<PSM/< P/ <JS=	<Auton-	Dec-maki

### Employees' perceptions of managers' conduct

Employees perceive their manager's conduct in several ways contextually. The perceptions are subjective, objective or a mixture of both subjectivity and objectivity. Employees' perceptions of the conduct of managers are subjective since employees' point of view is intractable, and this perception may influence public service motivation. Employees' views of their managers' conduct may also be based on objective criteria in the workplace such as organizational rules and regulations which govern public and non-profit organizations.

## PUBLIC SERVICE MOTIVATION

**Figure 14**

*Employees' perceptions of manager's conduct results*

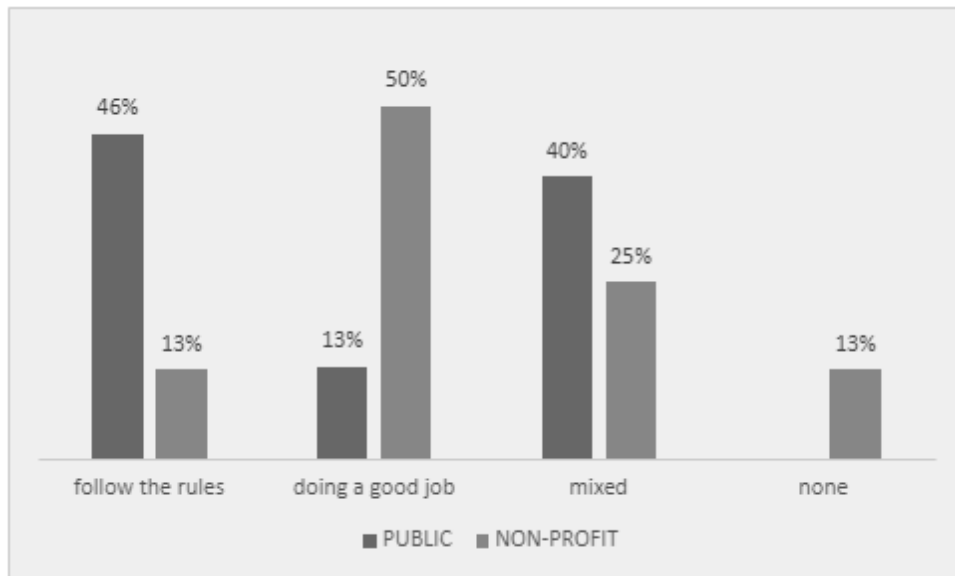


Figure 14 shows perceptions of manager's conduct by public and non-profit participants. Regarding perceptions of manager's conduct, public participants reveal three viewpoints. Forty-six percent ( $n=6/13$ ) of public participants stated the manager 'follows the rules', while another fifty-six percent ( $n=6/13$ ) of public participants stated the manager 'follows the rules' and 'does a good job'. In addition, eight percent ( $n=1/13$ ) of public participants expressed the manager 'does a good job'.

Regarding perceptions of manager's conduct, non-profit participants' comments include three responses. Fifty percent ( $n=6/12$ ) of participants express that the manager 'does a good job'. Twenty-five percent ( $n=3/12$ ) of non-profit participants state that the manager 'follows the rules' and 'does a good job'. Whereas thirteen percent ( $n=2/12$ ) of participants express that the manager 'does not follow the rules' nor 'does a good job', and eight percent ( $n=1/12$ ) of participants state the manager 'follows the rules'.

There is a revealed consensus within this study result that almost half (46% or  $n=6/13$ ) of public participants believed that their managers 'follow the rules'. Public organizations are governed by lawful rules, regulations, and policies based on their purposes to provide public

## **PUBLIC SERVICE MOTIVATION**

services to citizens and others (Schmid, 2004), and managers enforce and carry out public service governance. Public services practical frameworks engender motivation to perform public services, it is therefore consistent for public managers to abide by the rules and regulations within public organizations (Corser, 1995). Rule abiding, therefore, facilitates public organizations to accomplish its goals.

The finding that almost half of public employees agree that their manager ‘follow the rules’ has a few implications. One implication from this finding is that public employees model the actions of managers and adhere to the public policies and regulations to perform public services which also influence job satisfaction. This association is confirmed by Steijn and Voet (2019) within the Netherlands. The researchers found a positive link between prosocial motivation- red tape (public rules)- job satisfaction when public services are being delivered. Thus, public rules and policies enhance motivation and attitudes of satisfaction.

A second suggestion from public employees’ perception that managers ‘follow the rules’ is a rational relationship exists between public servants and government organizations. Public officers perform public service to meet the goals of the organizations and organization allows consistent opportunities to contribute to society and make a difference. Kristof-Brown and colleagues (2004) refer to bi-directional alignment as person-organization fit. They further regard this connection as supplementary (Gilbreath, Kim, & Nicholls, 2011) since public organizations and public servants are mutually benefiting from these conditions.

The result that managers ‘follow the rules’ further implies that abiding by the rules is a safeguard of public services. The safety of performing public service within the boundaries of rules and policies protects service beneficiaries and service providers. Rule adherence may be stated another way, for instance, Taylor (2014) showed that greater public service motivation is associated with professional conduct based on organizational policy guidelines. Therefore, following the public services rules are based on normative actions.

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Despite the evidence that managers 'follow the rules' is advantageous, some public employees' explanations for rule abiding convey the opposite view. Public interviewees explained how and why their manager 'follows the rule'. Their explanations included:

"She 'follows the rules' since these rules are politically given, so she abides by the protocols" (E10 PO).

"Follow the rule by the book. He does not allow you to get away with anything. If you make a mistake, he will correct you" (E7 PO).

This possible unfavourable implication from employees' perception about their manager's conduct may be as a result that employees perceive organizational rules as restrictive (Quratulain & Khan, 2015; Giauque et. al, 2012; Pandey & Stazyk, 2008; Scott & Pandey, 2005). If public service motivated employees feel that the rules and regulations of their workplace are restrictive, according to Chen and Bozeman (2013) employees will experience a sense of external motivation or external pressured effect. The pressure inversely influences attitudes of job satisfaction, organizational commitment and intention to stay (Chen & Bozeman, 2013).

For non-profit participants half of (50% or n=6/12) non-profit interviewees perceived their managers to be 'doing a good job' in stark contrast to public employees regarding their managers. Non-profit interviewees' accounts of managerial actions included:

Doing an excellent job, a team player and collaborator. She wants what is best for the children and she is an awesome human being (E1 NO).

I would say she is doing a good job. She has in the three years since she has returned, she has been able to get very needed supplies (E10 NO).

'Doing a good job' within non-profit organizations indicates that these organizations are supporting public services to help alleviate social, physical, and or emotional ills of disadvantaged groups in society. Public services perform by these organizations are steered



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toward primacy of people and work over capital (Anheir & Salamon, 1989 p. 92). The purpose of non-profit organizations is public services which are beneficial to others; outside the purview of the government as private organizations; and by non-compelling actions (Salamon & Sokolowski, 2018 p. 25; Ryu, 2017; Steijn, 2005).

A few suggestions can be made from the finding that half of non-profit employees' perception of their manager is '*doing a good job*'. Non-profit employees believe their manager is doing a good job implies a positive relationship with managers or employee-manager fit (person-manager fit). This positive relationship between employees and managers influences employees' public service motivation since managers steer employees' attitudes and behaviours. Therefore, public employees exhibit positive actions and attitudes within public organizations. For example, Yun (2012) reveals between non-profit and public sectors that attitudinal and behavioural attributes of satisfaction and commitment are based on employees' positive perceptions of organizational fit. This positivity is employee-manager interactions.

A second suggestion about employees' perceptions that managers' actions and behaviours are doing good is it relates to the content of the work and the context of the work. The work itself and conditions in which the work is performed are meaningful. For example, Gould-Williams and colleagues (2013) found that the sector mission is significant for both non-profit and public workforce. Therefore, performing public services is based on the mission of the organization and its actual work.

Despite positive implications of the finding that non-profit managers 'do a good job' based on employees' view, some may argue that some service users may not hold the same view. This argument may be based on if doing good is perceived as compassionate, in which some incidences appear bias, especially if one service user receives further services than others. Thus, this avenue of explanation needs further investigation.

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A third finding in this study is an equal number of public employees (fifty-six percent or  $n=6/13$ ) compared to a quarter (25% or  $n=3/12$ ) of non-profit employees expressed that their managers 'do a good job' and 'follow the rules'. Examples of public and non-profit employees' statements included:

Both, he 'follows the rules'. I feel sometimes he steps outside of the rules since the rules do not address all cases and situations. The rules should govern people's behaviour, but he may not use the rule in this regard. He is a good person and approachable, so he balances doing a good job and following the rules (E4 PO).

My manager 'follows the rules' since she has been in this job for a long time. However, regarding crown land matters she 'does a good job' (E8 PO).

My manager 'does a good job'. She leads well. She empowers and teaches her staff. The Director, however, 'follows the rules', stays in the flow, and does not challenge authority (E3 NO).

This third finding that some public and non-profit employees perceive managers' actions of 'following the rules' and 'doing a good job' is interchangeable. 'Following the rules' and 'doing a good job' indicate these actions are evidence for motives for public service, attitudes of satisfaction, and actions to perform public services. Public and non-profit managers who balance the rules and do a good job may be evidence of highly public service motivated managers who use discretionary powers. These managers apply their judgement whether to adhere to rules and regulations for service and safety reasonings. In addition, these managers do a good job by further using their professional discretion outside the boundaries of rules and regulations. Fazzi and Zamaro (2016) refer to form of leadership as transformative. They defined transformational leadership as motivational, stimulating, and individualized influences.

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Consequently, the findings from this study add to understanding of public and non-profit organizations. The finding confirms that public organizations are complex entities with governed by rules and regulations. The finding further show that some public managers exercise discretion when applying the rules or doing a good job. Following the rules and doing a good job influence employees' public service motivation, positively or negatively. Public managers who effectively balance organizational rules and perform well may have greater impact on employees' PSM since managers are applying the rules on one hand and using their discretion on the other hand.

The findings regarding non-profit organization add to the literature since employees' regard for their managers' doing a good job as significant. This finding appears to foster employee-manager fit relationships and foster employees' motivation of public services.

### **Employees' Educational/ Learning Conditions**

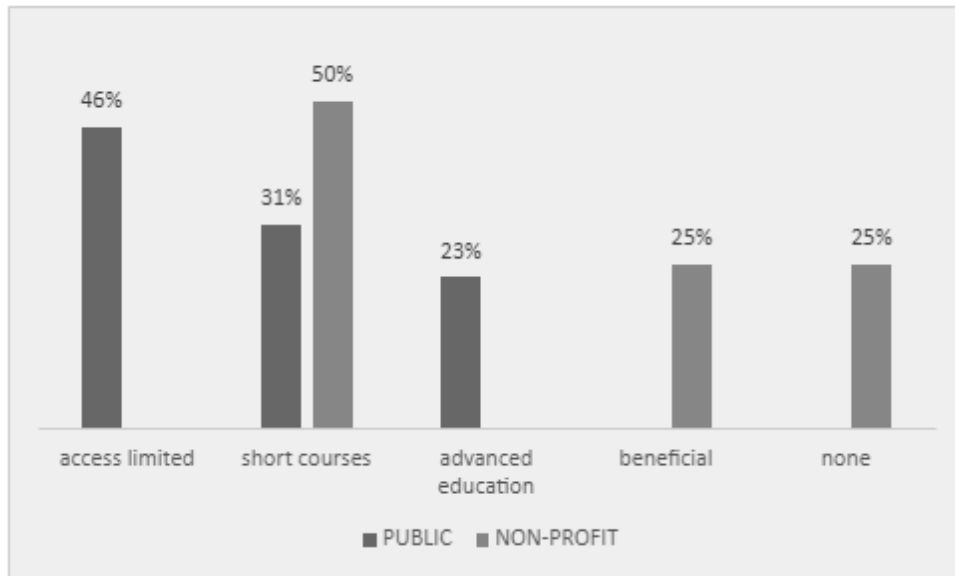
Public service-oriented sectors increase their public service performance through well planned facilitation of employees' learning. Educational and training features of organizations are advantageous to the organizations and employees. Organizations with provision for employees to obtain additional knowledge and skills improve the success of these entities. The success of these organizations is based on achieving their goals or meeting their mission and vision through objectives.

Training opportunities are offered within organizations. The most recent participation in training/education available is beneficial. Training or education availability, accessibility and advantage are contextual and influence public service motivation fit processes. Educational opportunities range from certification courses to tertiary educational levels. Factors that influence the educational sessions comprise hindrances or enablers and situations of no opportunity or restrictions on learning which is available.

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**Figure 15**

*Educational/ learning opportunities results among employees*



### Educational/ Learning Opportunities

**Figure 15 shows that educational opportunities within public and non-profit organizations. Among public employees 41.6% admitted that educational opportunities exist, but 46% reported restrictive access to education. One third 31% participated in short courses and 23% had advanced education.**

For non-profit employees, Figure 15 reveals that 50% participated in short courses. Twenty-five percent (25%) agreed that the short courses are beneficial. Another quarter (25%) expressed they had no training sessions.

The result that almost of public employees express that educational opportunities within government services are restrictive to access. A few answers by public participants included:

Training is offered but one must push to receive it or be selected for it. Last year I attended a course. It was not beneficial to my present post (E15 PO).

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Yes, training is available but is kept secret for the few or until the deadline has passed (E9 PO).

We lack proper training in this place. The only training, I received was before I got this job (E14 PO).

Regarding educational opportunities within public services the finding reveal that these opportunities exist, nonetheless, access to training and education is challenging. The finding confirms a similar conclusion by Underwood (2018) in the Bahamas context, in which substantive education remains centrally controlled. Further, educational funding has diminished based on fiscal budget cuts. Therefore, though education pursuits maybe obtained, a limited number of officers are awarded this opportunity. Therefore, if the demands for additional education exceed its annual budget, some public employees will not benefit from this organizational feature.

The effect of government budget for funding public servants' education is indicated by (23%) had advanced education. Some participants expressed:

It is the only training I have had since my original training. The training was beneficial (E3 PO). There is office training. I did office training 12 years ago (E12 PO).

The limited access to education within public services has several implications. Limiting access to education may inversely affect public service motivation. Public servants experience states of frustration since their desire to advance their education is curtailed. Public service motivated workforce will seek opportunities to improve their capacity to provide better public services. Conditions, however, which decrease the chances of advancing in knowledge and skills engender frustration, Chen and Bozeman (2012) referred to these conditions as pressured (introjected regulation, Ryan & Deci, 2004). The pressure in this instance focuses on feeling forced to perform public services. But this study finding pressure refers to difficulty to improve public services due to a lack of education.

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Limiting educational circumstances as a result in this study may be regarded as dissatisfaction which causes attitudinal and behavioural attributes, negatively. Organizational features are noted to be extrinsic features that inversely influence attitudes of job satisfaction and behaviours of performance (Herzberg, 1966). Thus, limited access to education is a hygiene factor, confirming the conclusion of Herzberg. The finding, however, contradicts Hur (2018) finding. The difference may be attributed to secondary data source that the researcher use, instead of primary data used in Herzberg's study and in this study. Motivation, satisfaction, and performance are lowered when educational opportunities are decreased.

A public service motivated workforce which experiences barriers to advanced education may have a rippling effect. Motivation of public services, feelings of satisfaction, and performance are compromised, which results in low public service delivery. The low public service effects public organizations overall success and reflect the organization's lack of efficiency to meet the needs of service users (Hood, 1991).

The increased in public administration literature based on the finding in this study is that there is a decreased availability to education which threatens public services delivery. This threat further cause decline in public organization meeting their goals and frustrated public service-oriented workforce.

Another aspect from the results reveal that public employees (31%) participated in short courses. The short courses have mixed benefits. Public employees' description of a short course is -

Yes, the last training session I attended was March 2019 about writing Cabinet papers. It was not beneficial to me it did not offer guidelines (E10 PO). More training is needed. I participated in training two months ago (E7 PO).

Short training sessions indicate that these opportunities are carried out by both public organizations and outside these organizations by the public service. Public employees'

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perceptions are variegated. The mixed feelings about short courses indicate that the session lack a practical application and what is needed is additional training. Thus, the recent short courses may or may not be beneficial to public employee' job role and the frequency of short courses needs to be increased.

On the other hand, the result shows that within non-profit organizations, short courses are salient. The result exhibits that (50%) non-profit employees participated in short training courses and deemed the courses as beneficial. A few interviewees illuminated that:

Yes, my job offers training. I attended 9th August. It was beneficial (E9 NO).

I attended a first training session last year, July. It was a management training course. The IAD, our branch that is responsible for all of the Caribbean SDA Conferences (E1 NO).

According to this study finding, short courses among non-profit organizations are easily accessible and contextual. Non-profit organizations implement short courses to aid public services delivery and to meet the needs of service users. Non-profit workers' public service motivation, commitment, and retention are enhanced by factors such as learning opportunities. This finding is identified by Dissert-Nattayanee (2016) among Thailand's non-profit organizations, which is congruent with this study finding. Learning opportunities are accessible though they vary from organization to organization. However, they improve public service delivery and provision.

The improvement of public services is indicated by non-profit participants' responses that training is beneficial. Some responses included:

Yes, three years ago, I did a CPR course. Yes, it was beneficial (E4 NO).

Last year or every July I went to them. Yes, the training is beneficial, because of the interaction with people. I learn new factors implemented somewhere (E2 NO).

The training session about the health of the seniors and how we should treat them and their medical conditions. It was last year June- July (E3 NO).

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Yes, we did a course at Sandilands, on how to care for the seniors. We were taught their rights. The training was in October 2019 (E5 NO).

The finding that short courses are used as learning within non-profit settings implies that non-profit organizations fulfil their mission. A motivated to public service workforce is significantly attached to its organization mission along with other features. A previous study by Word and Carpenter (2013) in the United States linked public service motivation and mission attraction within non-profit organizations. Thus, non-profit organizations promote public services and directly meet their mission goals focus on training sessions of workers to accomplish these goals.

Another implication from learning within non-profit organizations is commitment and connection to the organization. Non-profit workers experience attitudes of commitment and positive association with non-profits. This finding is revealed by Yun (2012) between non-profit workers and public employees. The author found the consequences of organizational link are attitudes of satisfaction and commitment. Thus, employee-organization fit has a supplementary association and commitment.

The finding of easy access to short courses within non-profit organizations is beneficial, this may not always be the case. Some circumstances in non-profits in which more advanced knowledge is needed, short courses may be inadequate. Public service motivated workers may experience frustration when they unable to significantly impact beneficiaries of public services. These conditions may lead to attitudes of misfit between workers and organizations.

Nevertheless, the finding that short courses are accessible within non-profit organizations contributes to the literature since short courses have a positive influence on public service motivated workforce to meet service needs of users.



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### Working Conditions- Physical and Social

Public servants and non-profit workers describe their working environment differently. The physical space and workplace social interactions influence public service motivation positively or negatively. Employees interviewed consider the facilities they work in and their relations with others as salient in their descriptions of their workplace. Building facilities well or below standard maintained and social relationships are harmonious or not harmonious.

**Figure 16**

*Physical and social workplace results among employees*

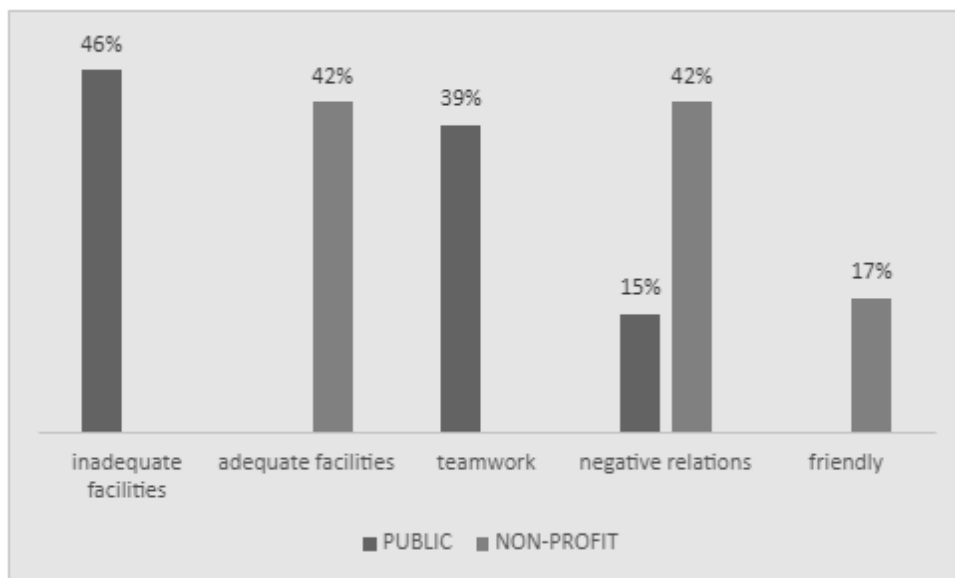


Figure 16 shows physical and social workplace descriptions by public and non-profit interviewees. Regarding physical and social workplace descriptions, public interviewees offered three comments which included inadequate facilities, teamwork, and negative relationships. Forty-six percent ( $n = 6/13$ ) of interviewees expressed inadequate physical workplace descriptions. Thirty-nine percent ( $n = 5/13$ ) of interviewees described teamwork as a social workplace description. Whereas fifteen percent ( $n = 2/12$ ) of interviewees expressed negative relations as social workplace descriptions.

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Regarding physical and social workplace descriptions, non-profit interviewees offered three comments which included adequate facilities, negative relationships, and friendly workplace. Forty-two percent ( $n= 5/12$ ) of interviewees expressed adequate physical workplace descriptions. Whereas forty-two percent ( $n= 5/12$ ) of interviewees expressed negative relations as social workplace descriptions. Seventeen percent ( $n= 2/12$ ) of interviewees described friendly relations as social workplace descriptions.

Public interviewees' responses are based on the below standard conditions of public buildings in which they deliver public service. Public interviewees revealed a fear of illness. Public participants narrated:

The building has a mole problem. Employees get sick, especially after the rainfall. There always appears to be a quick fix. We have employees who have developed cancer and depression (E9 PO).

I would say the environment is old. This is an old office. The seats are a little uncomfortable. The air conditioner breaks down regularly, so sometimes it is too cold or too hot (E14 PO).

The workplace needs improvement. There are moles and leaks in some places. The AC breaks down, the walls and floors sweat and the material for the ceiling does not dry properly therefore we have moles growing (E1 PO).

This result about the physical facilities of public organizations as inadequate influences public service motivation, negatively or positively. Conditions within the workplace curtail provision of public services. Inadequate conditions make performing tasks difficult and uncomfortable, which reduces service delivery. Workplace conditions that are uncomfortable or inadequate cause employees to become dissatisfied with the organization (Herzberg, 1966). This finding is like the finding by Zhang and colleagues (2014). The researchers found that within Chinese government entities workplace conditions engender attitudes of dissatisfaction,

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thus confirming the initial finding by Herzberg and his associates. Correction of dissatisfied working conditions removes dissatisfaction and enables public service motivated employees to deliver public services.

The finding of working conditions which are inadequate if persist may result in misfit between the employee and the organization. When employees believe that the organization is not meeting supplying their demands, dissonance occurs (Kristof-Brown et al., 2005). This condition becomes complementary and negatively influence the views of employees regarding their employing organizations. The inverse effect of negative impact of the organizations through the lens of employees, consequently, influences employees desire to quit or consider quitting the organization.

Regardless of the affirmation that almost half of public employees interviewed responded that their working conditions are inadequate, yet working in teams counteracted the inadequate working conditions. public employees revealed that teamwork has a positive effect within public organizations. Their responses included:

The workplace is teamwork. Everyone willingly helps each other. There are weekly face-to-face meetings, one is allowed to express their ideas even if it is crazy (E11 PO). The people are amazing (E5 PO).

The finding about teamwork as a social condition with public organization is advantageous. Public organizations execute public services through team approach to service delivery. Teamwork is based on accountability and responsibility to meet the needs of service users by service providers. According to Rauthmann (2020) working in teams further provides physical and emotional support for workers. Teams exhibit public service motivation as they work in tandem with one another. Though teamwork adds to the complexity of public services, teams benefit the organization and the public servants, simultaneously.

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Working in teams as evidence from this study implies public servants value employee-employee association. Kristof-Brown (2005) refers to the relationship between employee and employee, and employee-manager as person-person fit. The motives, attitudes, and behaviours of employees and managers within public organizations are mainly supportive and are horizontal and vertical in nature. Thus, teamwork as a public organization feature enables public servants to significantly value person to person interactions on the job.

Consequently, when questioned about the physical environment of public organizations and the social environment, public servants' reveal a polarized view on these conditions. However, public service motivation is influenced by teamwork, despite some physical spaces of public organizations are inadequate. In this regard, these findings contribute to public administration research.

In contrast, non-profit interviewees' responses describe their working environment as clean and adequately maintained. Non-profit workers' responses include: -

The workplace is very nice. It is clean and we try to keep it in a good working environment (E5 NO). The place is cozy; it is suited for kids with disabilities (E10 NO).

Non-profit organizations are adequately maintained according to this finding about its facilities. This finding confirms the association of non-profit workers with non-profit organizations or person-organization fit (Kristof-Brown, 2004). The author further explains this relationship as rational and supplementary since the organization is meeting the demands of its workers and impacts a committed relationship between the parties. Thus, a public service motivated workforce performs service delivery in an adequately maintained environment.

Despite the finding that non-profit organizations facilities are comfortable and adequately maintained, this organizational structure along does not cause non-profit workers to experience job satisfaction since working solo may induce fatigue, which if persistent can lead to burnout (Homberg & Vogel, 2016). Fatigue and burnout can compromise workers'

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well-being. When employees' wellbeing is negatively affected, public service delivery is impacted, and therefore the organization is unable to adequately meet the needs of service beneficiaries.

Another significant finding among non-profit employees is that employee-employee relationships are not friendly. Almost a half (42% or n=5/12) of non-profit participants describe their social workplace in a negative light due to staff disputes. A few answers included:

The office is made up of attitudes and temperaments. I do not know how better to say that and to survive you must learn each person attitude and temperament and work accordingly (E1 NO).

There is a lot more room for improve between staff. Yes, there could be a lot more room (E4 NO). The staff with the longest tenure is disappointing. They do not pull their weight (E10 NO).

This finding of negative interactions between employees has an inverse effect on public service motivation and delivery. Inharmonious interpersonal relationships within non-profit organizations can foster ineffective work output. Public service motivated employees experience decreased motivation and satisfaction, and low performance. Poor interpersonal relations within the workplace have been identified as hygiene factor which result in employee's dissatisfaction (Herzberg et al., 1956). Organizational factors that not under the control of employees directly cause attitudes of dissatisfaction and low performance.

One implication of negative interactions between employees is a desire to quit working in the organization. Unfavourable social actions within non-profit organizations may propel employees to consider leaving the organization due to employee-employee misfit (Ritz et al., 2016; Kristof-Brown et al., 2005). The consideration to leave the organization is based on the desire to avoid conflicts.

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A second implication which can be derived from employee to employee unfavoured interactions is lessen loyalty to the organization. Frequent disagreements between employees and other employees cause employees to lose trust in the organization. This finding confirms that organizational loyal and attitude of job satisfaction are influenced by motivation and incentives, which were identified from secondary data of Italian non-profit and public organizations (Borzaga et al., 2006).

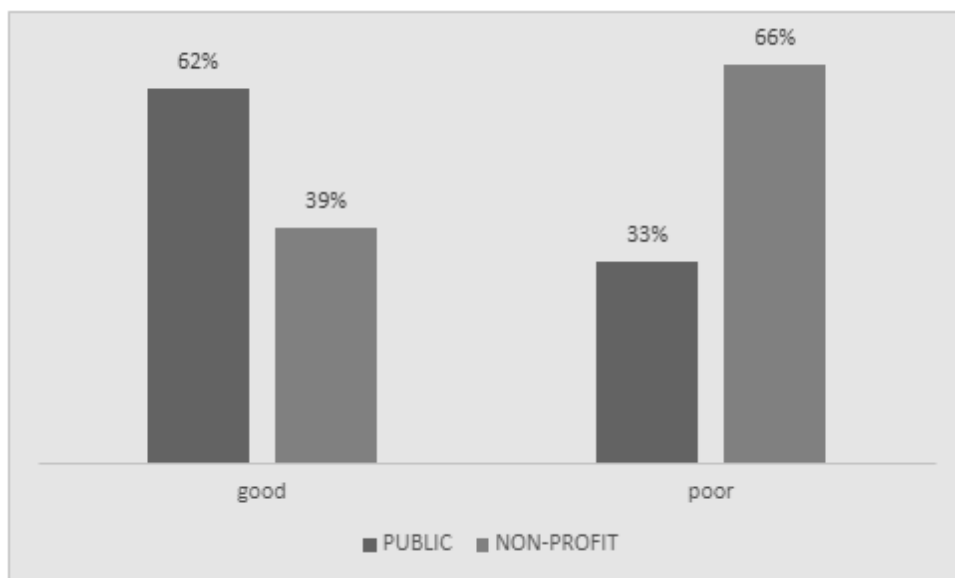
In essence, the findings about non-profit organizations adds to the knowledge of public service motivation since non-profit organizations possess well maintained working facilities, however, negative workforce interactions impact public service delivery, motives, and attitudes of satisfaction.

### Employees' relations with co-workers

Relationships within working environments are often precarious based on human nature's unpredictability. Harmony or disharmony within the workplace indicates whether a co-worker to co-worker's relation is excellent or fair.

**Figure 17**

*Employee-employee relationship results*



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Figure 17 shows regarding co-worker relationships, responses of public and non-profit participants. Regarding relationships with co-workers, public participants gave two responses which include good or poor relations. Sixty-two (n= 8/13) of participants described co-worker relationships as good. Whereas thirty-nine percent (n= 5/13) of participants described co-worker relationships as poor.

Regarding co-worker relationships, non-profit participants gave two responses which included good or poor relations. Sixty-seven percent (n= 7/12) of participants described co-worker relationships as poor. Whereas thirty-three percent (n = 5/12) of participants described co-worker relationships as good.

Over half (62% or n=8/13) of public study interviewees illuminated a good relationship with their co-workers as compared to a third (33% or n=4/12) of non-profit study interviewees. Interviewees' answers revealed that public employees have and demonstrate a more harmonious relationship with their co-workers. This relationship may be due to the daily proximity of workers to one another, coordinated work of similar experts and working shifts within public organizations. The question '*how would you describe your relations with your co-worker?*', Public study participants' attitude toward their colleagues are:

"Great, we get along well. We work together and share the workload" (E3 PO).

"We are a cohesive team and overall, pretty good. We talk, communicate and assist one another" (E13 PO).

The finding of teamwork and supporting one another is based on organizational public services. Public organizations success is based on similar teams of public servants working coordinately to deliver public services to various citizens. Rauthmann (2020) explains that working in groups within public organizations provide physical, emotional, and social support among other characteristics. Public service motivated workforce provides and delivers public services to contribute to society by meeting service beneficiaries' needs (Vandenabeele, 2005).

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The organizational factor of working in team which is common within public organizations additionally influences attitudinal and behavioural attributes of satisfaction and performance, simultaneously. Thus, motivation, attitudes of job satisfaction, and behaviours of performance because of teamwork within public organizations, also promote public servants' wellbeing. Thus, the finding within public organizations provides further insight into the literature as teams deliver public services to sustain societal needs and at the same time, foster public servants' wellbeing.

Regarding non-profit organizations, more than half of (66% or n=8/12) non-profit study participants interviewed express at times their relationship with co-workers is strained, which has a negatively impact on public service motivation. Less harmonious employees' relations are illuminated from answers by these study participants. Non-profit study participants' answers included:

It is sometimes strained, up and down. They do not bother with me (E10 NO).

It is temperaments and attitudes, which is all of us. Every single one of us is different. So, it is learning each person, and acting according (E1 NO).

Fifty percent, half we have a good working relationship as far as the workplace. The next 50% it is not good (E4 NO).

The evidence of workplace disharmony directly affects and indirectly affects public services within non-profit organizations. A less harmonious workplace delays public services before, during and after it occurs, and its frequency and severity may negatively influence employees' wellbeing. Public services are impacted as aiding service users is compromised, consequently, organizational mission is not accomplished and non-profit employees experience feelings of dissatisfaction. Thus, motivation and attitudinal and behavioural attributes are inversely affected by inharmonious working conditions. This finding contributes to public administration studies since workplace disharmony within non-profit organizations negatively



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impact public service delivery and provision, organizational mission, and employees' health and well-being.

### **Conclusion**

In conclusion, this study findings reveal that public and non-profit organizations are distinctly different within health and social welfare services. This distinction is based on organizational characteristics that influence employees' motivation, attitudes, and actions. Both public service motivation scholars and public administration practitioners should express interest in this study's findings since they add to the understanding of public service motivation. The findings show that organizational factors are contextual. For example, public employees deem public service motivation and satisfaction differently from their non-profit counterparts. Among Bahamian public employees' motivation and work satisfaction is based on working in teams. Teams indicate work interdependence which engenders physical, social and emotional support whether vertically with managers or horizontally with colleagues and shared responsibility. Within public organizations working in teams is significant as it enhances employees' public service motivation, therefore further research across other types of public organizations regarding teams can confirm this benefit within public organizations. In the meantime, research regarding autonomy needs exploration since teamwork has reduced or eliminated public servants' discretionary powers. The impact of this transition on public service motivation can shed new light on this avenue of research. In addition, public management should continue to promote teamwork among public servants since public service motivation and delivery are sustained under this condition of working in team. Public management should note the advantages of team approach and its positive influence on meeting the requirements of service users, achieving organizational goals, and supporting workforce health and wellbeing.

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In contrast, findings about organizational features influence within non-profit organizations are different. Sufficient resources and autonomy are significant extrinsic factors within non-profit organizations which influence public service motivation, attitudes of job satisfaction, and public services action. Sufficient resources and autonomy show resources are limited and employees have discretionary power. The findings indicate that non-profit employees work in silo which may be physically and emotionally challenging and leads to stress. This evidence requires further scrutiny to examine whether public service motivation has inverse effects on non-profit employees' wellbeing as whether this finding is consistent across different non-profit settings. Avenues to seek further supplies to provide public services should be the purview of non-profit management and lesser concern of non-profit employees. In addition, non-profit executives or board of directors, attention should be given to reduce non-profit workers' anxiety when they regularly perform task alone. Employees' support is needed to minimize this strain on employees' wellbeing.

Overall, the findings in this chapter regarding public and non-profit organizations shine the spotlight on the influence of organizational characteristics on employees' public service motivation, attitudes of satisfaction, and performance within health and social welfare services in the Bahamas. In addition, these findings within a small island state contribute to public administration scholarship regarding public service motivation.

# **PUBLIC SERVICE MOTIVATION**

## **Chapter Eight**

### **Conclusion**

#### **Introduction**

The aim of this study is to explore public service motivation and organizational factors influences within public and non-profit health and social welfare services in the Bahamas. These hypotheses are examined through the lens of Herzberg's duality factor theory along with self-determination theory and person-organization fit theory. Based on the researcher's knowledge, this study is the first public service motivation research in the Bahamas, as a small island state.

Public service motivation is an individual's motivation, values, attitudes, actions to help others while contributing to society (Vandenabeele, 2007). The revised changes public service motivation maintains its four dimensions with some differences. The new version consists of commitment to public values (CPV), attracted to public participation (APP), compassion (COM) and their foundation self-sacrifice (SS) these are according to the internationalized version of public service motivation. Commitment to public values is a value-based premise. The dimension of attracted to public participation is based on instrumentality or self-interest; compassion is related to identification assumption, while self-sacrifice is foundational to public service motivation (Kim et al., 2012).

This study explored public service motivation within public and non-profit sectors. In addition, this study also examined performance, education, job satisfaction, autonomy, relationships within the workplace, perception, and working facilities as organizational features. Therefore, this conclusion chapter summarizes the main points by addressing the

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two study questions regarding public service motivation and organization factors impact within public organizations and non-profit organizations.

**The first objective of this research therefore is to explore public service motivation in the Bahamian public and non-profit organizations of health and human services.**

The results of this study show motivation for interest in public values and compassionate motivation are positive while motivation to attraction to public participation is absent, and self-sacrifice is regarded as public service. Thus, value-based, and affective assumptions are manifested within public and non-profit sectors albeit there is some degree of inversion to instrumental assumption in these organizations. The duality of public service motivation dimensionality in this current study establishes similar findings by Mostafa (2013) in the Pakistani context and by Pedersen (2013) between Dutch public and private physiotherapists; and further confirms public service motivation not only differ across organizations but is also countries-specific (Ritz et al., 2016; Yousaf, et. al., 2013; Vandenabeele, 2013; Kim, et al., 2012).

The focal point within public organizations is commitment to public interest, with lesser importance of compassion motivation and minuscule evidence of attraction to public participation. Among the non-profit sector affective motivation is noteworthy, while normative premise has lesser significance and instrumental premise is insignificant.

### ***PSM and Public Organizations***

The evidence shows that motivation of commitment to public values are common across health and social welfare government organizations, while compassion has lesser commonality, and attracted to public participation is uncommon. The valued-based dimension of public service motivation, commitment to public values focuses on citizens at

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large with equitable approach to meeting societal needs. Further, these values may also originate within regulated government organizations as their goals, and/ or mission or vision. Compassionate motivation has lesser significance within Bahamian health and social welfare public organizations does not eliminate the existence of compassion among these public employees but rather may emphasize service generality versus service specificity. The absence of the instrumental premise of public service motivation, attracted to public participation may be the result of public first line managers and employees have no participation in the policy and procedural making processes within public sector organization instead they are practitioners of policy interventions (Lipsky & Hill, 1993).

The finding of commitment to public values within public organizations is advantageous for public management and human resources management. First, managers and HR personnel may gain awareness and or insight in the significance of public service motivation as a non-monetary tool for service delivery. Second, the dimension of commitment to public value appears to reflect an equitable approach to service delivery thus achieving organizational goals. Finally, management may adopt PSM as an evaluative tool of performance of public service delivery.

### ***PSM and Non-Profit Organizations***

On the other hand, motivation of compassion is salient to non-profit organizations in this research. However, commitment to public values has lesser importance, and being attracted to public participation is absent. Compassionate motivation emphasizes non-profit workers identifying with service users (Eldor & Shoshani, 2016; Barsada & O'Neill, 2014). This identification evokes affective feelings of sympathy and empathy. These prosocial and altruistic emotions drive non-profit workers to assist and provide public services. Additionally, compassionate service delivery is for specific vulnerable groups. The dimension of public service motivation, that is commitment to public values though

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empirically is invisible as public values also include organizational values and since non-profits appear to support reducing societal ills, it is therefore plausible that commitment to public values exist within non-profits. The absence of attracted to public participation dimension with non-profit organizations may reflect the bylaws of these organizations are designed by organization executives, lesser legal accountability as compared to public organizations, along with job grades and personal interest of workers (Pintard-Newry, 2018; Salamon, 2006).

This result of compassion dimension within non-profit organizations found in this study may be beneficial to these organizations in four aspects. A compassionate workforce within non-profits confirms these organizations' mission. Further, using compassion to meet the needs of targeted groups is evidence of public service motivation. Another benefit of compassion in service delivery is it may sustain organizational significance. And these compassionate non-profit organizations are evidence of aiding to address societal challenges.

**The second research question in this study sought to examine how organizational factors influence public servants and non-profit workers.**

### ***Organizational Factors***

The evidence in this research shows that motivation of public service within government and non-profit health and social welfare services-oriented organizations are influenced by organizational factors contextually. The positive, negative, or mixed effects are manifested in the workforce motivation, attitudes, and actions of public service. Public servants and non-profit workers' attributes of motivation, attitudes, and behaviours are the results of their experiences, beliefs and perceptions based on features within organizations. Job performance is associated with public service motivation, job satisfaction is mixed.

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Managers' role and behaviours, education, autonomy, relational interactions, and workplace conditions as other factors reveal unique findings.

### **Public organizations**

The findings of this study indicate within public organizations employees' interactions with one another have a positive effect on performing their job (Kristof-Brown, 2002; Ryan & Deci, 2000). Whereas job satisfaction, rules and regulations, access to advanced education, and workplace facilities have an inhibiting impact. Public servants' relationships within the workplace reveal working in teams, supporting workload, a harmonious work environment, and support for one another are salient. The finding shows that employee and employee associations, and employee-manager relationships are positively related. This organizational feature of teamwork appears most beneficial to public service delivery. The groups interactions suggest that proximity, similarity in job roles, and overlapping or similar working hours play a part in teams, positively. The increased interactions among public servants contribute to public service promotion and delivery as government workload is composite in nature.

Another element of significance with workplace relations within public organizations is harmony. A harmonious working environment among public servants appears to support motivation to deliver public service. This organizational feature may be as a result of public servants fulfilling their roles and tasks to complete delivery of service, and as a result of team approaches within these organizations.

Team approaches, supporting workload, in a harmonious environment indicates employees support for one another. This support implies employees' wellbeing is influenced positively. Thus, within public organizations workplace relationships are beneficial for promoting public

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service motivation and employees' wellbeing, physically, socially, and emotionally (Rauthmann, 2020). Public management should maintain or promote consistent teams for work efforts, promotion, and delivery of service, and at the same time to aid in sustaining public servants' wellbeing.

The evidence in this research further reveals that inverse job satisfaction, autonomy, rules and regulations, access to advanced education, and workplace facilities appear as negative characteristics within public organizations. The results are congruent with Hur (2018) findings that these factors are regarded as hygiene factors that is they do not promote attitudes of motivation and job satisfaction. These factors seem to impede public servants' service motivation. These determinants of organizations identified within this research are non-facilitating and may engender attitudes of low service motivation and service delivery. The negative influence of these factors may delay or directly effect service beneficiaries' accessibility and availability to public services. Other hindrances from these organizational features are public organizations may not meet their goals, and public servants' wellbeing may be adversely affected by these negative factors. The knowledge gained from these results cast awareness on the difficulties public officers face within the workplace. The knowledge of workplace challenges can guide public administrators to seek avenues to reduce or correct these conditions. Some beneficial changes within public organizations may include creating opportunities for employee' autonomy, flexible approaches to organizational rules, and providing easier access to educational pursuits.

Despite this study evidence that a greater number of organizational determinants appears to adversely influence public servants, and an appearance of a lack of job satisfaction due to these features, yet commitment to public interest indicates its saliency within public organizations. These polarized characteristics suggest that public servants value their roles



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and tasks to contribute to society greater than their commitment to their employing organizations (Van Loon et al., 2015). However, even though it appears that working for citizens is far greater, service delivery still supports indirectly and directly public organizations goals. The indirect support of public organizations may be related to the significant evidence of the positive effect of group interactions.

Whereas, directly supporting public organizational goals may be due to motivation to deliver public service. Further similar values between the working environment and its employees may also be a factor, regardless of public servants appears to have attitudes of organizational misfit.

### **Non-profit organizations**

Results from this research reveal that within non-profit organizations such structural factors that have positive impact are autonomy, learning opportunities, manager-employee association, and working conditions. For example, Kim and Park (2016) found that training enhances motivation and job satisfaction. Public service delivery is exhibited in motivational, attitudinal, and behavioural attributes as organizational factors that are viewed favourably within non-profit organizations. Non-profit workers perform their tasks with degree of autonomy and learning new skills that are service-user specific that are available and accessible, these conditions enhance public service motivation and performance, and a sense of satisfaction. In addition, relationships and interactions between managers and workers are significant between these non-profit workers and may be influenced their service delivery. Further, working conditions appears to be conducive for public service delivery.

Non-profit management can further engender public service motivation from the findings in this study. Avenues of autonomy, competence, and relatedness appears to promote public

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service motivation, therefore maintaining these conditions are beneficial to these organizations. Second, these positively viewed features within non-profits seem justifiable of these entities helping to correct challenges within society. Another benefit from this evidence is workers may feel a sense of value and helping others within these organizations.

Employee to employee relationships appears unfavourable along with insufficient supplies are revealed in this study. These factors are identified by Herzberg and associates (1956) as hygiene factors which engender attitudes of dissatisfaction. The findings may be as a result of non-profit workers mainly carry out their tasks independently, with lesser opportunities of working in groups. A further suggestion is these organizations have less workers to perform public service, therefore worker interactions are limited for forging bonds among one another. The unfavourable worker to worker associations may cause these workers to consider leaving non-profit organizations.

Another hindrance reveal in this study within non-profit organizations is concern about supplies. A lack of supplies may threaten the sustainability of these organizations as performing public service may be reduced significantly. As an organizational factor, low supplies reduce non-profit workers' opportunities to serve disadvantaged groups or individuals.

Leadership within non-profit organizations may benefit from the evidence in this study. Ways to reduce disputes among workers and sufficient supplies are advantageous for these organizations. By reducing unfavourable incidences between employees through addressing and resolving these issues and sufficient resources are beneficial to the working environment to promote public service delivery. A further advantage for non-profit leadership about understanding these hindrances may aid in sustaining these organizations by maintaining adequate number of employees.

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### **Organizational differences**

On one hand, public service motivation appears to be exhibited within the public sector based on public servants' desire to help the public at large meaningfully and through team effort approaches. Public values of service to others and shared responsibilities appears to enable public organizations to meet their goals through service provision and positively influence public servants' wellbeing. On the other hand, a greater number of organizational factors found in this study may negatively influence public service motivation among public servants. The effects may lower public service delivery to service users, organizational goals are difficult to achieve and threaten to workforce health. Further, a lack of autonomy and easier access to advanced education are non-facilitating factors within public organizations that may adversely impact motivation for public service.

However, non-profit organizations appear to meet the needs of their service users since non-profit managers lead these organizations well, opportunities for individual decision making are encouraged and learning to improve service to targeted groups are available. These factors are favourable for motivation, attitudes of satisfaction, and behaviours of performance. A compassionate workforce further aids credibility of these entities to meet the needs of vulnerable groups, and to fulfill their mission, and to provide support against challenges within society.

This study concludes that the evidence shows challenges within public organizations appear numerous which may have inverse effects on service-oriented motivation. However, a determination to contribute to society, and supporting workplace relations are shown to be crucial within these entities.

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Regarding non-profit organizations, the evidence may be summarised as having greater positive organizational determinants which promote motivation for public service, enable workers to meet the needs of their service beneficiaries and meet their mission. In addition, these factors may enhance satisfaction of public service and a willingness to perform service. However, some relational and supplies conditions may threaten non-profits abilities to deliver public service when human disagreements and insufficient material resources can be threatening. The findings of this leave room for some recommendations.

### **Recommendations**

The twin dimension of public service motivation is contributing to society, and aiding disadvantaged groups, are salient for service delivery. Organizational factors influence motivation for public service differently between public organizations and non-profit organizations. This multiple case study with mixed methods is a groundbreaking study within the Bahamian context. My recommendations are based on academic, practical, and policy making views.

A further confirmation of the overall findings of public service motivation between public organizations and non-profit organizations is suggested. The basis for this recommendation is that public service motivation in public and non-profit sectors provides consonant opportunities to exhibit public service motivation. Additionally, public service motivation findings reveal contextual divergence. This study therefore should be extended to other types of public and non-profit organizations and among different levels of employees as fully salaried first line managers and immediate employees were assessed under these circumstances. A second research suggestion is to compare organizational level with individual level as both levels impact one another. Comparison studies should be conducted to assess organizational success through secondary data such as quarterly reports and

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individual accounts through service users as the primary source of data, since these areas of research are encouraged (Ritz et al., 2016). A third trajectory for research is longitudinal studies to examine whether public service motivation is consistently manifested between public servants and non-profit workers as this study employed cross-sectional methods.

As a small island state with a democratic government this study contributes to public administration literature globally since public service motivation is burgeoning internationally, however, the evidence is largely from developed countries. Small islands studies about public service motivation are scant, the focus of PSM studies within these arenas will broaden our knowledge and understanding of the phenomenon since these countries face greater challenges than larger and developed countries. Study results about public service motivation in these countries can guide and influence changes to sustain and retain a public service-motivated workforce.

This current research also has implications for practitioners' knowledge and benefits of public service management. The findings shed light on the challenges and conditions within public organizations which may impede motivation and attitudes of public service and threaten the well-being of public officers. Therefore, the use of public service motivation as a follow up of implementation of organizational level strategies is proposed. Further, strategies to minimize employees' stress are scattered work hours, increase online age appropriate and access services, and counselling in the workplace. Secondly, managers should participate and encourage workplace interactions since these encounters improve manager-employee relations, employees' support of each other, and public service delivery. A third implication for practitioners is that managers should create a balance between adhering to organizational rules and regulations, and leadership.

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Policy changes based on a public service motivated workforce are also paramount. Public managers and administrators should advocate for policy changes to reduce organizational obstacles to improve workforce motivation, attitudes, and behaviours. Changes in organizational policies may include improving timing to access to supplies, easier access to advanced education, and or incentive systems.

This study demonstrated that motivational, attitudinal, and behavioural attributes of public service are influenced by organizational characteristics which impact levels of public service delivery differently. This difference demonstrates a lack of blurring between the public and non-profit organizations in the Bahamas which can make some contributions to public service motivation interest.

### **Contributions**

The findings of PSM and influences of organizational determinants in the Bahamian context within public and non-profit sectors of health and social welfare services make four contributions to public administration research. The study expands the understanding of public service motivation in public sector and non-profit sectors. Developed countries over the past three decades have led the way in public service motivation studies within public and non-profit sectors. Public administration scholars in the United States have led the way in these studies. This is followed by a growing and increased interest in Europe; and extending to Asia and Australia. Studies of motivation for public services within small island states such as the Bahamas are non-existent, therefore this study provides empirical evidence to the global expansion of public service motivation.

The cases of Bahamian public and non-profit organizations contribute to public service motivation as a composite construct is apparent in this study. Across public service-oriented organizations, motivation of public service dimensionalities is revealed.

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Commitment to public values is common among health and social welfare services of government-owned organizations. The dimension of compassion is manifested in health and social welfare non-profit organizations. Numerous public administration authors provide evidence of public service motivation heterogeneity (Perry, 2000; Naff & Clum, 1999; Kim et al, 2012; Ritz et al., 2016). The divergence of public service dimensions between the sectors confirms that these organizations have maintained their distinctiveness under circumstances when public service motivation subsets are measured individually.

Another support for public service motivation literature that can be found in this study is the difference of public service premises between public and non-profit organisations. The evidence confirms that these entities have different approaches to meet service beneficiaries' needs. Public-oriented organisations meet the needs of the public at large (Denhardt & Denhardt, 2000), whereas non-profit organisations target specific individuals or groups (Salamon, 2006). Human and social welfare public organisations such as the Department of Public Health goal is health delivery to all citizens. However, the Bahamas Cancer Society as a humanitarian non-profit organization serve the needs of cancer victims and survivors. Thus, in public organizations service generality is significant, whereas in non-profit organization service specificity is paramount.

A fourth contribution to public service motivation literature is a multiple case study with mixed methods. Public service motivation studies are generally quantitative studies using survey data, despite public service motivation being a phenomenon exhibited by the public service workforce. Therefore, the fourth contribute to public service motivation literature is the use of triangulated methods that is q-technique and interviews since both methods are hardly used in public administration studies.

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# PUBLIC SERVICE MOTIVATION

## Appendices

### Appendix A: Request to conduct the study

#### Appendix

**COURSE:** PhD in Political and Cultural Studies

**RESEARCH SUPERVISORS:** Dr Dion Curry, Senior Lecturer and Dr Bettina Petersohn, Lecturer

**DATE:**

Dear Director/Administrator

I am PhD student at Swansea University, Wales, United Kingdom, College of Arts and Humanities within the Department of Political and Cultural Studies. This letter serves as an official request for your organizational and ethical approval to participate in this study. The letter is directly for the organization at large, with the targeted individuals - managerial staff and employees to participate in this research.

Government employees and non-profit employees constitute the largest workforce in almost every country across the globe. The services of these employees are valuable to address the social ills of the society and for productive nation. This research is about public service motivation in public and non-profit organizations. The study seeks to increase the understanding of public service motivation within developing countries to contribute to the body of knowledge since to my knowledge there is no Bahamian study of this nature and only in a few developing countries. The research seeks to explore the manner in which structural characteristics and interpersonal relations affect both managers and employees' motivation within government and non-profit organizations.

The findings from this study will help society by providing management and human resources personnel with better ways to manage employees' motivation on the job. This study will be conducted over five months period to gather the information. I wish to inform you that consent to participate in this study does not involve any payment. The cost for taking part in this study is your time, effort and sharing your views. The study will seek for you to volunteer to take part in this study.

Should your organization agree to participate in the study, I require few data sources. First, your organization mission, goals, rules/regulations manual and accomplishments for previous and current quarter. Any information in these regard that is not public knowledge, therefore private is subject to research confidentiality and anonymity according to my university ethical committee guidelines. Second, managers who consent to participate in the study, I further seek their consent to review managers' most recent evaluation report, perform a Q-sort questionnaire and an interview. The manager's evaluation report will validate managerial findings during the interview and the Q-sort will assess manager's public service motivation. Last, employees who consent to participate in the study, I also seek their consent to review employees' most recent evaluation report, perform a Likert-type questionnaire and focus group discussion. The employee's evaluation report will validate employees' findings during focus group and Likert-type questionnaire will assess employee's public service motivation.

I will contact your organization two weeks from the date of the delivery of this letter. I further request your permission to present the outline of my study as a new business agenda item during your general staff meeting. Managers and employees who consent to participate in the study after reading the information sheet will be allowed to sign the consent form and complete the questionnaires. I will request additional time at your organization convenience to review your documents and interview managers. I have secured four sites to conduct the focus group discussion at 11.30am-1.30pm or 6pm-8pm.

You may contact me at any time and ask any questions. My contact is email address is [REDACTED] or [REDACTED] or my cell phone number is [REDACTED] or home number is [REDACTED]

Sincerely

Kateca Graham

# PUBLIC SERVICE MOTIVATION

## Appendix B: Participant's information sheet

<p><b>Appendix</b></p> <p><b>Participant information sheet</b></p> <p><b>STUDENT RESEARCHER:</b> Kateca Graham <b>COURSE:</b> PhD in Political and Cultural Studies <b>COLLEGE:</b> Arts and Humanities, Department of Political and Cultural Studies <b>RESEARCH SUPERVISORS:</b> Dr Dion Curry, Senior Lecturer and Dr Bettina Petersohn, Lecturer</p> <p>I am inviting you to be a part of statement interview discussion and statement sorting exercise about your behaviour, actions and motives as a salaried employee within the government service or non-profit service. For you to understand the reason for this invitation and before you agree to take part in this study, let me inform you the reasons for this study and explanations for your involvement. Please read the information provided and should any questions arise feel free to contact me and/or my supervisor for the answers.</p> <p><b>What is the purpose of the research?</b> In most countries across the globe, government and non-profit organizations provide the largest workforce. The two sectors play an integral role in providing essential services to society and are invaluable to a productive society. Most studies show that government workers are motivated by their public service (hence the word '<i>public service motivation</i>'). In other words, government workers' desire is to help society, this is also true of non-profit workers who also possess motivation to do good for others. Government departments and non-profit organizations are crosscutting each other since government departments have outsource some of their services to non-profit organizations. It is this outsourcing and collaborating between the two sectors that cause blurring of the sectors and their similarity emerges. Recent public administration researchers conclude that each sector has lost its distinctiveness and blurring has occurred. Some public service motivation studies show however, that public service motivation differs across cultures and countries. The purpose of this research therefore, is to understand public service motivation among Bahamian public and non-profit workers since this is the first study of its kind in the Bahamas. The results of this study will be available at Swansea University Library and further inform public and non-profit managers about practical methods to harness public service motivation among workers.</p> <p>There are no correct or wrong answers during interview discussion or statement sorting exercise since it is your views that this study is examining. For the statement sorting exercise, you will be handed twenty-three statements to arrange into categories based on your feelings and opinions about each statement. You will then be asked to record your results on a Record Sheet and to complete a short survey that has demographic questions.</p> <p>about you. The session should last about 30 minutes. If you choose to provide a first name or code name and phone number, you may be called to discuss study results from your perspective. The call will last about ten minutes. The interview will be conducted at your convenience and will take about thirty (30) minutes. The questions involve the daily running and staff relations that affect your motivation to work.</p> <p><b>Who is being asked to take part?</b> Public and non-profit workers who work presently within these organizations. Persons are who excluded, included political ministers, political appointees and administrators. The purpose of the interview discussion is to understand the way organizational daily running and interactions affect workers' public service motivation.</p> <p>1. You have been invited to participate in the interview discussion for the following reasons. 2. You are presently a salaried worker for a public or non-profit organization. 3. You are over the age of 18 years old. 4. You will not have stopped working within public or non-profit organization before this interview/ focus group discussion.</p> <p>The aim of this study is for 41 participants. If you identify with the study in the above-mentioned ways, as a researcher, I would be grateful for your help as an interviewee/ focus group member for the study. To express interest, email me at [REDACTED] or [REDACTED]</p> <p><b>What does taking part involve?</b> You are being asked to share your views, beliefs and perceptions about daily conditions and workers' interactions and how these affect your motivation to do your job. Your views, beliefs and perceptions will be treated confidentially. If you agree, the interview discussion will be audio-recorded and later transcribed. It will allow me to concentrate and facilitate the discussion as the researcher. You will be free to stop and withdraw from the interview discussion at any point during the session.</p> <p><b>Do I have to take part in the Q-sort and interview?</b> You do not have to take part if you do not want to. The decision to take part in the study is totally up to you. If you do decide to take part, your views, beliefs and perceptions about daily conditions and workers' interactions and how these affect your motivation to do your job will be treated confidentially. If you agree, the interview discussion will be audio-recorded and later transcribed. It will allow me to concentrate and facilitate the discussion as the researcher. You will be free to stop and withdraw from the interview discussion at any point during the session.</p> <p>perceptions and beliefs removed from the discussion, please contact the researcher within 24 hours and ask for your information to be removed. The 24 hours period the researcher will transcribe the information and since a false name will be given to you, it will be impossible to identify your information from the other participants.</p>
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# PUBLIC SERVICE MOTIVATION

## Appendix C: Participants' information continues

### Continuation Participant information sheet

#### Data confidentiality

The researcher will follow the laws in accordance with the General Data Protection (2018). The researcher will be strictly confidential with all the information collected during the interview discussion or statement sorting exercise from the beginning to the end along with securing, storing and protecting the information. You will be given a false name in order to keep your information confidential and your name and information will not be passed on to anyone else. The researcher alone will have access to the information and audio recording. The information will also be stored on a password protected and virus checked Swansea University approved computer in an encrypted folder. Any hard copies of research information will always be kept in locked files. Twenty-four hours following the interview discussion, the audio recording will be transcribed, and each participant will be anonymised to remove any connections to you. All transcribed data will be kept for minimum of 10 years as demanded by Swansea University Research Integrity Framework on Research Ethics and Governance.

#### What will happen to the information given in the study?

The information gathered during the interview/ focus group discussion will form part of the data collection for my PhD dissertation programme at Swansea University, Wales, United Kingdom. The results will be published in academic journals and will be presented at conferences. Your identity will always be protected.

#### Who is organizing the research?

This study is being conducted by Kateca Graham, PhD Candidate in the College of Arts and Humanities, Department of Politics and Culture, Swansea University, Wales, United Kingdom. Dr Dion Curry and Dr Bettina Petersohn are supervising the researcher.

#### Who has reviewed this study?

The Research Ethics Committee of the College of Arts and Humanities has reviewed the study. The Committee comprises of expert research scholars with vast experiences in conducting research and is assigned for overseeing participants' rights, wellbeing and dignity within research.

#### Data protection and privacy notice

Swansea University is the data controller for this study. The role of the University Data Protection Officer is to ensure the regulations for processing of individual data are adhered to and the Officer may be contacted at the Office of the Vice Chancellor.

The purposes outlined within this information is the sole purpose that your personal data will be used. As a participant in this interview discussion, you are required to give written consent to participate in this study according to standard ethical procedures. Attached are two consent forms for you to sign – one for the researcher and the other for you.

The College of Arts and Humanities, Research Ethics Committee, Swansea University approves the public interest justification for this study. The public interest is the reason for the use of your information in this research and therefore a legal basis. It is the legal basis that allows the researcher to process special categories of data that are used for archiving purposes in the public interest, scientific or historical research purposes or statistical purposes.

#### How long will your information be held?

The researcher will secure and hold participants' data and other categories of data for no longer, than that is required. All participants will be given a false name and after the transcription of interview recordings, the audio-taping will be destroyed within 24 hours. The transcription and the false names will make it impossible to withdraw data following the transcription. After the completion of the study, data are preserved and accessible for a minimum of ten years in accordance with Swansea University Research Integrity Framework on Research Ethics and Governance.

#### What are your rights?

As a participant in this research your rights are:

Access to your information

Refuse to allow your personal information within the study.

Change, erase or restrict your information.

Further information about your rights as a participant in this study may be found on the University Data Protection webpage at <https://www.swansea.ac.uk/media/Data-Protection-Policy>.

Any requests or complaints should be made in writing to the University Data Protection Officer:

University Compliance Officer) FOI/DP)

Vice-Chancellor's Office

Swansea University, Singleton Park

Swansea, SA2 8PP

Em ail: [dataprotection@swansea.ac.uk](mailto:dataprotection@swansea.ac.uk)

How to make a complaint?

If you are unhappy with the way in which your personal data has been processed, you may in the first instance contact the University Data Protection Officer using the contact details above.

If you remain dissatisfied, then you have the right to apply directly to the Information Commissioner for a decision. The Information Commissioner can be contacted at:

Information Commissioner's Office

Wycliffe House

# PUBLIC SERVICE MOTIVATION

## Appendix D: Participant's Consent Form

Appendix		
WRITTEN	CONSENT	FORM
Consent Form to participate in a research project		
Title of Project: Crossing Borders: Public Service Motivation in Public and Non-profit Organizations in The Bahamas		
Name of Researcher: Kateca Graham		
		Tick the box
<p>I assert that I have been given the participant's information sheet. I have read and understood the information for this study. I assert also that I have been given opportunity to ask questions about the study.</p>		
<p>I accept that my participation is voluntary. I am free to withdraw from the study at any time without providing a reason. I understand that I will not be penalised or disadvantaged in any way.</p>		
<p>I understand that the researcher will secure and keep <b>in confidence</b> all information and data collected. All efforts will be made to protect any direct link back to me of my information as a participant in the study (except as might be required by law). I give my permission for the researcher to hold my relevant personal data and for the researcher to have access to my anonymised responses. I agree to take part in the above research project.</p>		
<hr/>		
Name of Participant	Signature	Date
<hr/>		
Name of Researcher	Signature	Date
In case of any issues, please contact Dr Dion Curry, Tel: [REDACTED]		
*A signed copy of this form is for the participant and the researcher retains a copy.		

## PUBLIC SERVICE MOTIVATION

### Appendix E: Participant's instructions for Q-sorting

#### Appendix

##### Researcher's Script: Directions for Sorting Q Statements

Thank for your consent to participate in this study. This process will take **20 minutes** of your time and a follow-up question will take about **five** minutes.

On your desk, you should have a Form Board, an envelope containing **23 cards**, each with a statement describing ideas about motivation for public service – and a pencil.

**Step 1:** Please response to this question: "What is your motivation to work?" Please read the statements and sort them into **three (3) piles** according to your views.

**Take each card:** the statements that express your **MOST LIKELY** views about the question will make up your **RIGHT PILE**. The statements that express your **MOST UNLIKELY** views about the question will make up your **LEFT PILE** and the **CENTRE PILE** will make up statements that **DO NOT** express your strong feelings.

**STEP 2: On the Form Board:** Take your **MOST LIKELY** pile to your right and select the **two (2)** statements (cards) from the pile that are **BEST** describe your views about the question. Place the cards, in the **two (2) spaces** at the far right in **column (7)**. The order of the cards within the column-that is, the vertical positioning of the cards-does not matter.

**Step 3: On the Form Board:** Take your **MOST UNLIKELY** pile to your left and select the **two (2)** statements (cards) from the pile that are **LEAST LIKELY** describe your views about the question. Place the cards, in the **two (2) spaces** at the far left in **column (1)**.

**Step 4:** Take your **MOST LIKELY** pile to your right and select the **three (3)** statements (cards) from the pile. Place the cards, in the **three (3) spaces** at the far right in **column (6)**.

**Step 5:** Take your **MOST UNLIKELY** pile to your right and select the **three (3)** statements (cards) from the pile. Place the cards, in the **three (3) spaces** at the far right in **column (2)**.

**Step 6:** Continue placing cards onto the Form Board by working back and forth until each card has been placed onto a space.

**Step 7:** on completion of the cards on the Form Board, feel free to rearrange the cards until the arrangement best represents your views.

**Step 8:** Record the number of the statement on the Record Sheet.

Finally, please complete the survey printed on the back of the Record Sheet and add any comments.

**Thank you for your participation**

## **PUBLIC SERVICE MOTIVATION**

### **Appendix F: Categorizing Q-statements sheet**

<b>Agree</b>	<b>Unsure</b>	<b>Disagree</b>

## PUBLIC SERVICE MOTIVATION

### Appendix G: Operationalized public service motivation and continuous commitment statements

	Sort Statements		
1	I usually make sacrifices for my clients/customers.		
2	I go the extra mile to perform my civic duties.	<b>Self-sacrifice</b>	
3	I sometimes take personal loss for my clients/customers.		
4	I believe for the betterment of the poor that a good plan must be in place.		
5	I take my job seriously by protecting the financial state of my agency/department.		
6	I perform my job within the rules of my agency/department and do not deviate from them.	<b>Agency Commitment</b>	
7	I always defend my agency/department image.		
8	I feel sympathy toward the circumstances of poor people.		
9	I seriously consider other people welfare as very important.	<b>Compassion</b>	
10	I usually empathize with others who facing difficult times.		
11	I get very upset when I see other people being treated unfairly.		
12	In my view, all citizens should have equal opportunities.		
13	I believe that public officers should behaviour ethically at all times.	<b>Committed to Public Value</b>	
14	Public services should always be available for citizens.		
15	Policy development must be around how it affects future generations.		
16	My main reason for working hard is to take care of my family.		
17	I enjoy the life I have that is the reason I stay on this job.	<b>Self-interest</b>	
18	I work hard to gain experience so I can move to a better job with higher pay.		
19	I am always learning to get a promotion and higher pay.		
20	I admire persons who volunteer their time in community service.		
21	I believe it is important to help tackle societal ills.	<b>Attraction to Public Service</b>	
22	In my view, it is very important to perform meaningful public service.		
23	I feel it is my duty to contribute to the common good of my country.		

## PUBLIC SERVICE MOTIVATION

### Appendix H: Unrotated Factor Matrix

SORTS	Factor 1	Factor 2	Factor 3	Factor 4	Factor 5	Factor 6	Factor 7	Factor 8
1 MNPO1	0.3240	<b>-0.6664</b>	0.1303	-0.4862	0.2057	0.0852	-0.1085	0.0233
2 MNPO6	<b>0.7501</b>	0.1378	0.2844	-0.1904	-0.1626	0.1505	0.3209	0.0687
3 MNPO5	0.1294	<b>0.8156</b>	-0.0995	-0.0876	-0.3414	-0.0969	-0.0862	-0.1538
4 MP1	<b>0.7218</b>	0.0268	0.0540	0.1626	0.0878	-0.1556	<b>0.5261</b>	0.1742
5 MNPO4	0.0279	0.2606	<b>0.7339</b>	0.0470	-0.0692	0.4812	-0.2172	0.2444
6 MP2	<b>0.6477</b>	0.3803	0.1991	-0.4261	-0.0455	-0.2068	-0.0812	-0.2199
7 MNPO2	<b>0.7168</b>	-0.3812	-0.0861	0.3917	0.0718	-0.0874	-0.1920	-0.1593
8 MP3	<b>0.8874</b>	-0.0568	0.0570	-0.0199	-0.1989	0.1913	-0.0172	-0.1755
9 MP5	0.3395	<b>0.4041</b>	-0.0688	-0.0175	<b>0.7527</b>	0.2738	0.0578	-0.2471
10 MP6	<b>0.8020</b>	0.0366	-0.3938	-0.0456	-0.0192	-0.0434	-0.2313	0.0359
11 MP4	<b>0.7050</b>	0.1819	-0.1078	-0.1558	0.1986	-0.2659	-0.2153	<b>0.4785</b>
12 MNPO3	<b>0.7249</b>	<b>-0.4715</b>	-0.1443	0.1126	-0.3067	0.2137	0.0076	-0.0746
Note: Factor loadings over .40 appear in bold.								



## PUBLIC SERVICE MOTIVATION

### Appendix I: Model array of value advocates

#### Record Sheet

21	22	2	10	13	23	
14	18	8	11	1	19	
12	17	3	5	15	20	7
		9	16			

<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	
	Most	More	Less	Unsure	Less	More	Most
	Likely to	Likely to	Likely to		Likely to	Likely to	Likely to
	disagree	disagree	disagree		agree	agree	agree

## PUBLIC SERVICE MOTIVATION

### Appendix J: Model array of compassionate bearers

#### Record Sheet

7	22	5	19	4	
11	16	3	6	2	
23	1	15	12	14	18
		8	20		

<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>
Most	More	Less	Unsure	Less	More	Most
Likely to	Likely to	Likely to		Likely to	Likely to	Likely to
disagree	disagree	disagree		agree	agree	agree

## PUBLIC SERVICE MOTIVATION

### Appendix K: Unrotated factor matrix of employees

Sorter	Factor	Factor 2	Factor 3	Factor 4	Factor 5	Factor 6	Factor 7	Factor 8
1 E1 LA	0.2972	<b>0.6088</b>	-0.3034	-0.2405	-0.5113	0.0192	0.2063	0.1801
2 E1 LS	<b>0.6972</b>	-0.1547	-0.4728	0.0124	0.1450	0.0473	0.3282	-0.1946
3 E1OPM	<b>0.8387</b>	-0.0590	-0.0055	-0.0418	-0.1088	0.0776	-0.0092	-0.2512
4 E2 OPM	<b>0.8517</b>	-0.1639	-0.2882	0.0247	0.0012	0.2827	-0.0059	0.0961
5 E3 OPM	<b>0.7549</b>	-0.0228	0.3851	0.3040	-0.1104	0.0688	0.1201	-0.0552
6 E4 OPM	<b>0.7244</b>	-0.0547	-0.2669	0.1558	-0.0864	<b>0.4069</b>	-0.3819	0.1072
7 E5 OPM	<b>0.6614</b>	0.0539	<b>0.4689</b>	-0.2095	-0.1928	0.0792	0.2708	0.0455
8 E6 OPM	<b>0.7179</b>	-0.1243	0.0117	<b>0.4081</b>	-0.0461	-0.4308	-0.1340	0.1265
9 E1 NIB	<b>0.5734</b>	-0.4378	0.4333	-0.2032	0.1603	0.1736	0.1336	0.2169
10 E2 NIB	<b>0.6625</b>	<b>0.5120</b>	0.3349	0.0291	-0.1422	-0.0644	-0.2674	-0.1265
11 E1DPH	-0.3112	<b>0.6134</b>	0.1458	0.3709	0.4604	0.3027	0.0955	0.1508
12 E2 DPH	<b>0.6029</b>	0.3241	-0.0235	-0.3844	0.4604	-0.0697	-0.0377	-0.2827
13 E3 DPH	<b>0.8604</b>	-0.0105	0.0591	-0.2345	0.0759	-0.0604	-0.2388	0.0019
14 E4 DPH	<b>0.7761</b>	0.0861	-0.1076	<b>0.4952</b>	0.0506	-0.1415	0.2255	-0.0690
15 WS	<b>0.6995</b>	0.1085	-0.1776	-0.2260	0.3017	-0.2762	0.0131	0.4043
16 E3 MIH	<b>0.8191</b>	-0.1283	0.1219	-0.2955	-0.0042	-0.1945	-0.0125	-0.1439
17 E2 MIH	<b>0.6174</b>	-0.3163	0.2497	0.2250	0.1906	<b>0.5400</b>	-0.1956	0.1176
18 E1 MIH	<b>0.5736</b>	0.0160	-0.1848	0.1221	<b>0.5904</b>	-0.3123	-0.2671	-0.2530
19 E4 MIH	<b>0.6144</b>	<b>0.4913</b>	-0.4519	0.1125	-0.1060	0.0254	0.2968	0.0199
20 E1 SDA	<b>0.7056</b>	-0.2915	0.0983	-0.4449	-0.1840	0.3432	0.0395	-0.0689
21 E1 BAPD	0.3790	-0.4749	0.3313	0.0721	<b>0.4862</b>	-0.2752	0.3449	0.2742
22 E2 BAPD	<b>0.8412</b>	-0.0180	-0.1317	-0.0179	-0.2998	-0.0572	-0.0977	-0.0093
23 E3 BAPD	0.2588	-0.2573	<b>0.4691</b>	0.2293	-0.6323	-0.3631	0.0529	-0.0542
24 E1 RC	<b>0.4843</b>	<b>0.6645</b>	-0.0540	-0.3024	-0.0421	-0.1661	-0.2041	0.3586
25 E2 RC	-0.3057	0.4018	<b>0.7118</b>	-0.3461	0.0877	-0.0532	-0.2217	-0.0213
26 E1 SA	0.2395	<b>0.6982</b>	<b>0.4372</b>	0.0253	0.1864	0.1874	0.3659	-0.1876
27 E2 SA	0.2887	0.3137	0.2184	<b>0.8341</b>	-0.0824	0.0451	-0.1551	0.0327
<b>Note: Factor loadings over .40 appear in bold.</b>								

## PUBLIC SERVICE MOTIVATION

### Appendix L: Matrix with an X indicating a defining sort

#### Factor Loadings with Q-sort values

Sorter	Factor 1	Factor 2	Factor 3
1 E1BAPD/2ENPO	0.0595	-0.1578	<b>0.7381X</b>
E2BAPD	0.3275	<b>0.5676X</b>	0.3638
E3BAPD	0.2759	0.0311	0.1947
E1BCSDA/6ENPO	<b>0.6992X</b>	0.1963	0.3248
E1DPH	<b>0.5274</b>	0.4349	<b>0.5387</b>
E2DPH	-0.2574	0.1349	-0.2822
7 E3DPH/5EP	0.3593	<b>0.7165X</b>	0.0739
E4DPH/7EP	<b>0.8021X</b>	0.1985	0.2362
E1LA/11EP	<b>0.8503X</b>	0.0594	0.0937
1 E1MIH	0.4771	0.4411	<b>0.5260X</b>
E2MIH/10ENPO	0.1372	0.1338	<b>0.7297X</b>
E3MIH	-0.0812	0.4372	<b>0.5800X</b>
E4MIH/12ENPO	0.1003	<b>0.7931X</b>	-0.0660
E1NIB/13EP	0.3356	-0.0607	<b>0.5706X</b>
E2NIB	0.1842	<b>0.5646X</b>	<b>0.6090X</b>
E1OPM	<b>0.5531</b>	0.2695	<b>0.5818</b>
E2OPM/19EP	<b>0.7449X</b>	0.1780	0.3901
E3OPM	0.4714	<b>0.0992</b>	<b>0.6485X</b>
E4OPM	<b>0.5192X</b>	0.2330	0.4612
E5OPM/25EP	0.2727	0.2354	<b>0.5956X</b>
22 E6OPM/27EP	<b>0.6923X</b>	0.2423	0.2349
E1RC/ 16ENPO	0.2637	<b>0.7804X</b>	-0.1485
24 E2RC	-0.1737	0.0235	-0.2779
E1SA/20ENPO	-0.2506	<b>0.5432X</b>	-0.0525
26 E2SA	-0.4973	0.4613	0.2933
Total # sorters loaded	<b>7/25</b>	<b>6/25</b>	<b>6/25</b>
Note: Factor loadings over .50 appear in bold.			

**PUBLIC SERVICE MOTIVATION**

**Appendix N: Employees’ Value advocates’ sample**

**Record Sheet**

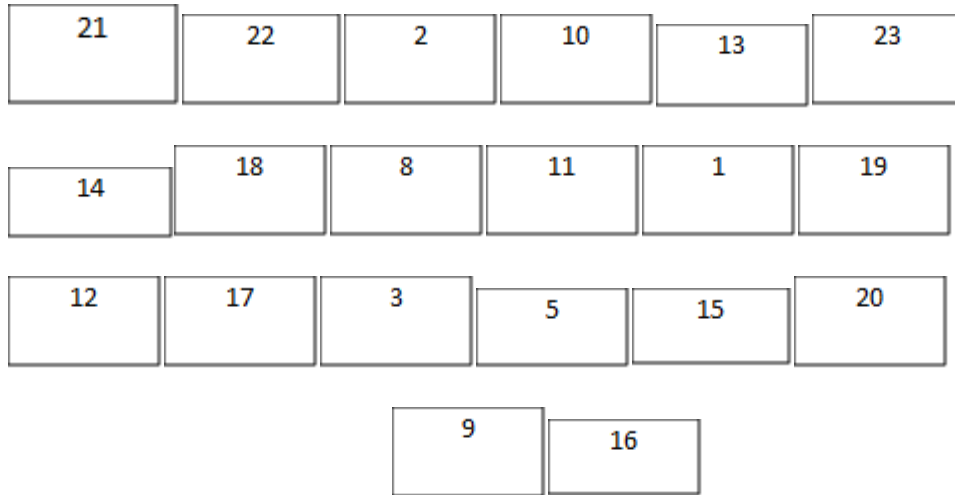
11	10	2	23	20	16	4
		14	22	15	1	21
		19	9	12	6	8
		5	13	3	7	18
17						

<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>
Most	More	Less	Unsure	Less	More	Most
Likely to	Likely to	Likely to		Likely to	Likely to	Likely to
disagree	disagree	disagree		agree	agree	agree

## PUBLIC SERVICE MOTIVATION

**Figure 1: Model Array for Factor One (Q-sort Example)**

### Record Sheet

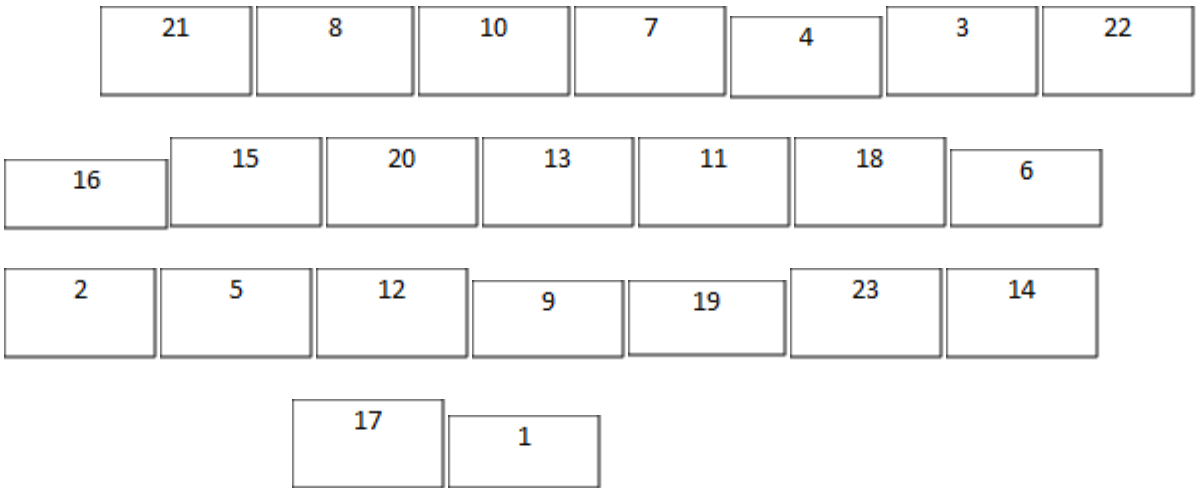


1	2	3	4	5	6	7
Most	More	Less	Unsure	Less	More	Most
Likely to	Likely to	Likely to		Likely to	Likely to	Likely to
disagree	disagree	disagree		agree	agree	agree

**PUBLIC SERVICE MOTIVATION**

**Appendix M: Model array of public value compassionate trenders**

**Record Sheet**



1	2	3	4	5	6	7
Most	More	Less	Unsure	Less	More	Most
Likely to	Likely to	Likely to		Likely to	Likely to	Likely to
disagree	disagree	disagree		agree	agree	agree

## **PUBLIC SERVICE MOTIVATION**

### **Appendix N: Distinguishing Statements**

#### **Q Sort Values for Differences Between Factor 1 and Factor 2**

<b>No.</b>	<b>Statement</b>	<b>Factor 1</b>	<b>Factor 2</b>
<b>14</b>	If I decided to leave this job, too much of my life would be disrupted.	<b>0</b>	<b>1</b>
<b>12</b>	In my view, it is important to perform meaningful public service.	<b>0</b>	<b>1</b>
<b>1</b>	I admire persons who volunteer their time in community service.	<b>1</b>	<b>0</b>
<b>18</b>	Leaving this job now would require a large personal sacrifice	<b>0</b>	<b>1</b>
<b>12</b>	I usually empathize with others who are facing difficult time	<b>2</b>	<b>-1</b>
<b>16</b>	I sometimes take personal loss for my clients/customers.	<b>1</b>	<b>2</b>
<b>10</b>	I have invested too much time in this organization to consider working somewhere else.	<b>2</b>	<b>1</b>
<b>20</b>	I feel it is my duty to contribute to the common good of my country.	<b>2</b>	<b>0</b>
<b>4</b>	I believe for the betterment of the poor that a good plan must be in place.	<b>3</b>	<b>0</b>
<b>8</b>	I would not leave this organization because of what I would stand to lose.	<b>3</b>	<b>0</b>
<b>5</b>	I feel there are few other options to consider leaving this organization.	<b>1</b>	<b>-1</b>
<b>2</b>	I continue to work for this organization because I do not believe another organization would offer me the benefits I have here.	<b>-1</b>	<b>2</b>
<b>22</b>	For me personally, the cost of leaving this job would be far greater than the benefits	<b>0</b>	<b>3</b>
<b>19</b>	I go the extra mile to perform my civic duties.	<b>-1</b>	<b>3</b>
<b>15</b>	Public service should always be available for citizens.	<b>1</b>	<b>2</b>



# PUBLIC SERVICE MOTIVATION

## Appendix O: Managers' interview questions

### Appendix

#### Interview Protocol for Managers

##### Script prior to interview

I would like to thank you once again for being willing to participate in the interview aspect of my study. As I have mentioned to you before my study seeks to understand how public service motivation differs within public and non-profit organizations within the Bahamas. The study also seeks to understand as a manager within government and non-profit organizations your motives to perform your duties within your workplace environment. The study also seeks to understand how daily operational factors and staff relationship influence your motivation during your working hours. The aim of study of this research is to document the unique ways in which managers and employees within their organization experience PSM. The interview will take approximately three quarters of an hour during which I will be asking you are about your professional background, daily operational factors within the workplace and your staff interrelations. Even though you have read the participants' information sheet and have signed the consent to participate in this study, do you have any questions before we begin?

Do I have permission to audio record this interview?

If yes: thank you! Please let me know if at any point you want me to turn off the recorder or keep something you said off the record.

If no: Thank you for letting me know. I will only take notes of our conversation.

If any questions (or other questions) arise at any time in this study, you can feel free to ask them at any time. I would be more than happy to answer your questions.

##### Demographics:

Please state your name, workplace for the record, and present position.

How many years have you worked in your present position?

What is your highest education background?

**Research Questions: How do different organizational structures influence PSM among managers within public and non-profit organisations? Person-job Fit**

##### Central Interview statement:

How and to what extent managers' motivation affected by daily running of the working environment.

What types of opportunities exist in your organization for personal development? **Follow up:** Which of these opportunities have you participated in? **Follow up:** In terms of taking advantage of opportunities, compared to other managers, how do you view yourself?

When was the last time you participate in training opportunity? What was the training opportunity about? **Follow up:** Do you feel that the training was beneficial to your manager's role?

What conditions within your workplace exist when performing your duties make your work meaningful? **Follow up:** Please give two or three examples.

What situations exist that require your **immediate, delayed or long-term actions** within your managerial role? Please give an example of each situation. **Follow up:** Among those situations that require your immediate actions, what circumstances would hinder or enhance your actions? **Follow up:** Individuals have different responses at taking actions.

Do you believe that other managers face the same circumstances that hinder or enhance actions?

**Based on your responses about circumstances that hinder or enhance your actions,**

**I would appreciate if we can explore your views in more detail.**

Within the workplace, what factors at organizational level hinder or enhance your ability to do your job? Give examples, please.

As a manager, are there any factors at the individual level that hinder or enhance your ability to do your job? Give examples, please.

**Thank for your responses. The last set of questions is a comparison of your interact with your co-workers and staff.**

**Research Questions: How does managers' PSM affect their interpersonal workplace relations within public and non-profit organisations?**

##### Central Interview statement:

How would you describe your conduct at work? **Follow up:** Compared with other managers, how is your conduct within the workplace.

As a manager, what criteria do you use at work to guide your relations with your staff? Give examples, please. **Follow up:** What criteria do you use at work to guide your relations with your co-workers?

Choose which one of these leadership styles best describes you. A. Democratic or Participative B. Autocratic or Authoritarian C. Laissez-faire or Free-rein D. Paternalistic. If more than one style describes you then give an example, please. **Follow up:** Are there differences in your leadership style/s compared to other managers?

How do you think your immediate staff describe your leadership style?

Describe your overall relationship with your immediate staff at work. THANK YOU

## **PUBLIC SERVICE MOTIVATION**

### **Appendix P: Managers' interview questions**

There are seven (7) questions for this interview. The questions open-ended questions and ask your beliefs and perceptions as a manager about conditions within your workplace.

1. Does your department or ministry offer person development opportunities? If yes, which recent learning opportunity have you participated in? Do you consider the opportunity beneficial? Why?
2. What conditions makes you view your work as meaningful?
3. Which conditions in your workplace require your immediate actions?
4. Which conditions in your workplace allow for your delayed actions?
5. How do you cope with your workload? Give an example.
6. How would you describe your conduct as a manager? Give an example.
7. What criteria do you use for staff relations? Why? End.

### **Appendix Q: Employees' interview questions**

*This interview consists of six (6) open-ended questions and one (1) Likert-type. The first five questions are about working conditions. The questions ask for your opinion or belief about these conditions.*

1. What conditions in your place of work make your work meaningful?
2. Do you have room to take initiative in your job? If yes, to what extent do you take the initiative?
3. Does your manager allow you the freedom to make decisions? If yes, to what extent do you make decisions?
4. Which of these conditions do you believe describe your manager? 'Follow the rules' or 'does a good job'.

## **PUBLIC SERVICE MOTIVATION**

5. Does learning opportunities exist in your workplace? If yes, what type/s of learning opportunities exist? Have you participated in any of them? Do you feel the learning opportunity is beneficial to you?

*Questions six and seven are based on relationships within the working environment.*

6. How would you describe your workplace facilities and your interactions with them?

7. What type of relationships do you have with your co-workers? End.