

# Modeling the Public Service Motivation of Local Government Employees

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## Abstract

This research study aims to generate a best fit model on the public service motivation of local government employees. Three exogenous variables were utilized in this quantitative, descriptive-causal research with structural equation modeling: organizational culture, public leadership, and political values. Data were sourced from 400 rank and file permanent employees of six city governments of the Davao Region in the Philippines during the period August-October 2021 amidst the adversities of the Covid-19 pandemic. The findings revealed that all the exogenous variables were significantly associated and influencing public service motivation. Moreover, the best fit model for public service motivation generated satisfied all the goodness of fit measures' requirements. It indicated that public service motivation was directly influenced by public leadership with a significant link to organizational culture. Consequently, any effort raising the level of motivation of employees toward public service should involve associating the desirable organizational culture and the leadership competence of administrators.

**Keywords:** Organizational Culture, Public Leadership, Political Values, Public Service Motivation, Government Employees, Philippines

## 1. Introduction

The concept of public service motivation conforms to the notion that people are attracted to engage in public service since this provides opportunity for them to do good for others and society as well. Furthermore, people in the government are expected to demonstrate an advanced degree of public service motivation (Andersen, Jensen, & Kjeldsen, 2020; O'Riordan, 2013; Perry & Wise, 1990). However, in the context of public service in local government units in the Philippines, several issues have been exposed concerning employees who manifest a undesirable low level of public service motivation. Based on the data of the Ombudsman, local government units around the country have a total of 2,799 corruption cases filed before their office (Buan, 2017). President Rodrigo Duterte also publicized the names of several government employees dismissed by the Ombudsman due to corruption and other charges (Requejo, 2021). These illustrate some of the consequences when public service motivation is lacking among government officials and employees. Public service motivation can be defined as the individual belief and attitudes that exceeds self- and organizational interest. It assumes that it is the concerns and interests of the public at large that prevail and motivate people to act appropriately (Vandenabeele, 2007). Public service motivation is critical for government officials and employees since it impacts their behavior and performance of duty in the delivery of public services.

Several studies indicate that public service motivation boosts individual as well as the organizational performance when providers of public services conform to it and understand the impact of their jobs on society (Andersen et al., 2020; O’Riordan, 2013). The culture of the organization impacts the public service motivation of individual workers (Austen & Zacny, 2015; Panagiotis, Alexandros, & George, 2014). Public service motivation is also influenced by leadership qualities (Mavhungu & Bussin, 2017). Moreover, the political values of individuals affect their degree of public service motivation (Wang, van Witteloostuijn, & Heine, 2020; Weber, 2019; (Greentree, 2011). While there is a broad body of literature on the different factors that influence public service motivation (Ugaddan & Park, 2017; Vandenabeele, 2014; Moynihan & Pandey, 2007), less often have researchers studied public service motivation as an outcome variable or the causal dynamics influencing public service motivation (Andersen & Pedersen, 2012; Kjeldsen, 2012; Kjeldsen & Jacobsen, 2013). This study seeks to create a causal model on public service motivation of city government employees in the Philippines through their self-perceived political values and the public leadership and organizational culture present in their respective local government units. It aims to add evidence to the growing body of knowledge about public service motivation and develop a new model that can be used to provide a new direction towards enhancement of the delivery of public services in city governments. It can provide significant information to higher authorities in both local and national governments on how to strategically increase the public service motivation of government personnel.

## **2. Literature Review**

### ***- Theoretical Background***

Since this research is rooted in the theory of Public Service Motivation coined by Perry and Wise (1990), it will be discussed first.

#### *- The Theory of Public Service Motivation*

The theory of public service motivation provides insights on what motivates individuals in choosing a particular career path in the public sector. According to this theory, public service motivation is usually influenced by social, political, and institutional factors. Failure of the organization to recognize the public service motivation of its workers can lead to the discouragement of individuals to deliver what is supposed to be delivered in the name of public service. Franco, Bennett, and Kanfer (2002) found that the culture of the organization is one of the most essential determinants of public service motivation. According to them, motivation is perceived to be higher in organizations where workers regularly meet and interact both during working hours and at social activities beyond office hours. Therefore, the culture of the organization is a significant predictor of the extent of public service motivation. Moreover, Panagiotis et al. (2014) concluded that the organizational culture that is adopted in the public sector organization is an imperative element in honing the degree of its workers motivation.

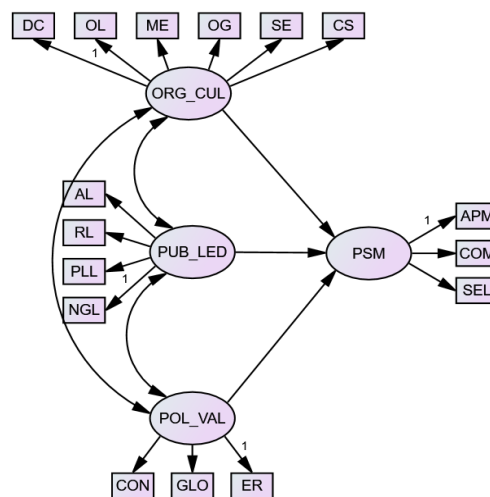
#### *- The Social Learning Theory*

Another theory on which this study is based is Bandura’s (1977) social learning theory, according to which there is a strong relationship between leadership and public service motivation. The theory implies that individuals learn the required and appropriate behaviors in the workplace by observing and emulating models that they believed to be credible. Supervisors are usually considered to be a reliable role model because of their position and or the demonstrated desirable behaviors that workers believe are worth emulating. This view is shared by Paarlberg and Lavigna (2010), who stressed that in public administration, the behaviors of direct supervisors is essential to generate public service motivation among employees.

- *The Expectancy Value Theory*

This study is also based on Vroom’s (1964) Expectancy Value Theory. The theory proposes that motivation for a given behavior is determined by two factors: (i) expectancy and (ii) value (i.e., the degree to which an individual values the desired result). Motivation is greater when expectancy and values are high. Kjeldsen’s (2012) proposition that public or political values have a lot in common reinforces this claim. It is difficult to imagine individuals expressing manifestations of public service motivation without having any political values whatsoever. In its recommendations, the Global Centre for Public Service Excellence (GSPSE, 2014) embraces the gist of these three theories as it suggests that to improve the motivation of employees, institutions delivering public services should select aspirants with advanced political values, create a desirable culture in the organization, promote leaders with values, and uphold a society that is civic-minded.

The hypothesized model presented in Figure 1 is composed of two types of latent constructs: exogenous and endogenous variables. The exogenous variables in this study include organizational culture, public leadership and political values and the endogenous variable, public service motivation. Since the latent variables were not observed directly, it follows that they cannot be directly measured. Thus, the extents of the regression paths from the latent variable to the observed variables are among the most important issues in this study.



**Figure 1:** Hypothesized Model Showing the Interrelationships between Variables (created by the authors for this study)

**Exogenous Variables**

- *Organizational Culture*

Organizational culture can be defined as the fundamental beliefs, assumptions and ways of interacting that contribute to the exclusive social and psychological setting of an organization (Arditi et al., 2017; Hartley, 2018). This variable is composed of six indicators. The first indicator is *dominant characteristics*, which refer to the attributes of the organization giving it a distinct identity. The second indicator is *organizational leadership*; a reference to the strategic guidance of the leaders to meet the common goals. The third indicator is *management of employees*, which relates to the effort to assist employees and encourage them to do their best each day to achieve the larger goals of the organization. The fourth indicator, *organizational glue*; captures what is significant to the organization and the mechanisms that bring workers together. The fifth indicator, *strategic emphases*; refers to the strategic focus of

the organization. Finally, *criteria of success*, the sixth indicator; identifies the standards set by the organization to ensure success (Rentzell, 2012).

- *Public Leadership*

As its name indicates, the second exogenous variable focuses on the public aspect of leadership and is used for measuring public leadership roles. These roles refer to the extent to which public leaders actively support their employees in dealing with public issues (Hartley, 2018). This variable construct consists of five indicators. The first one, *accountability leadership*, refers to traits of leaders that stimulate employees to justify their actions to stakeholders. The second one is *rule-following leadership*, which describes the attributes of leaders that encourage their workforce to act in harmony with governmental rules and regulations. The third one, *political loyalty leadership*, refers to the characters of leaders who encourage their personnel to align their actions with the interest of politicians, even if this may be exorbitant for them. The fourth indicator is *network governance leadership*. It refers to traits of leaders that inspire their workers to dynamically connect with the relevant stakeholders (Tummers & Knies, 2016).

- *Political Values*.

Political values refer to the ideas expressing the attitude and behaviors of social groups toward the needs of other large social groups and society as a whole while considering the awareness of their own needs (Atanasov & Simoska, 2016). This construct consists of three indicators. The first one is *conservation*, which is about the expression of the basic motivations associated with conformity, security and tradition. The second one is *globalism*. It narrates the appreciation and acknowledgement of globalism in its broad ideological sense and its particular relevant policies such as, for example, advances in free trade, immigration, and military interventionism. The third indicator, *equal rights*, discusses the association with universalist values relevant to benevolence and emphasizes the concern that every individual outside one's group be fairly and equally treated in society (Bernardo, 2017).

**Endogenous Variable: Public Service Motivation**

Public service motivation can be defined as an individual's predisposition in responding to motives grounded fundamentally and uniquely in public institutions (Perry, & Wise, 1990). This latent construct is composed of three indicators. The first indicator is *attraction to policy making*, which refers to the disposition of someone who is keen on performing tasks relevant to the formulation of public policies and politics. The second indicator, *compassion*; narrates the recognition of the suffering of others and the need to take action to help them. It is the perfect embodiment of the tangible expression of love for those who suffer. The last indicator is *self-sacrifice*. It refers to the surrendering of one's personal interest for the benefit of others (Gan., Li, & Wang, 2013).

### 3. Methodology

The researchers applied the quantitative non-experimental design research method to this study. To generate the best fit model, the structural equation model (SEM) was used. The process, however, was divided into two phases. Firstly, the descriptive-causal method of research was used. It measures the associations of the variables with varying levels of measurement. This method provides for an understanding of what is in a specific situation with a recognized population and the causes and effects between some parameters (Cooper, Schindler, Sun, 2001). Secondly, the structural equation model (SEM) was employed. The SEM aims to examine the association of exogenous and endogenous variables through a series of statistical analyses that determine the proposed causal process and/or model regarding a specific phenomenon (Bagozzi & Yi, 2012). Thanks to these methods, it was possible to generate a best fit model on public service motivation of city government employees with organizational culture, public leadership, and political values as exogenous variables.

The study was conducted in Region XI in the Philippines. Located in the Southeastern portion of the Mindanao Island surrounding the Davao Gulf, it is known as the Davao Region. Given the awards and recognitions received by the local government units, in particular the city governments in this area, the researchers were convinced that it was most suited for this investigation and its potential exhibition for modeling. Modeling public service motivation in this context was perceived to be of great help to other government organizations in ensuring that their employees are motivated to provide effective and efficient public services. This study's respondents were the rank-and-file permanent employees of the six (6) city governments in the Davao Region. According to Bachman and Schutt (2013), structural equation modeling often requires a much larger sample size to maintain power and obtain stable parameter estimates and standard errors. The need for larger sample sizes is also due in part to the program requirements and the multiple observed variables used to define latent variables. Hoelter (1983) determined that the Critical N (CN) statistic where  $CN \geq 200$  was considered adequate.

This sample size influences the calculation of the minimum fit function in the modified model. Moreover, Shah and Goldstein (2006) suggested that in a structural equation modeling, the sample size should reach at least 200 samples. Since the principle of quantitative inquiries suggests that the greater the sample size the better, and in an effort to comply with the aforementioned literature relevant to SEM samples, the researchers opted to set the sample size to 400 samples. Respondents in this study were determined by the stratified random sampling technique, which applies to several collection methods in which sample participants are selected by chance but with a defined selection probability (Lavrakas, 2008). Through this technique, the samples were taken from the different city governments in Davao Region and proportionally divided based on the number of employees in each one. As mentioned above, the samples in this study were the permanent rank-and-file city government employees. The requirement was that these employees should have at least three years of experience in public service. Excluded from the sample were employees with conterminous, casual, job order and those holding consultancy contracts. The respondents' participation was voluntary. They were free to refuse, and no compensation or benefit was offered to those who took part. They could also withdraw their consent at any time with no penalty incurred. Moreover, they could not be denied legal rights for their participation in this inquiry.

The gathering of data was conducted at the time the new normal was being introduced, during the period August to October 2021. The researchers adhered to the safety protocols set by the government by wearing face mask, face shield and observing the physical distancing while coordinating with government agencies. The researcher adopted four questionnaires downloaded from web sources. The instrument used for organizational culture was adapted from Rentzell's (2012) and the one for public leadership from Tummers and Knies' (2016) study, entitled *Measuring Public Leadership: Developing Scales for Four Key Public Leadership Roles*. As to the questionnaire for political values, it was based on Bernardo's (2017) research study, entitled *Exploring Political Values of Filipinos Using an Ethic Approach*, and that on public service motivation, from Gan et al.'s (2013) research, entitled *Public Service Motivation Measurement: A Test for Perry's Proposed Scale in China*. To ensure the reliability and validity of these instruments, a pilot testing and validation were conducted. The pilot testing was conducted among the government employees of Kapalong. In addition, the researchers enrolled the assistance of five validators who are known experts in the field of public administration, management, and research.

#### 4. Results

##### - Levels of the Exogenous Variables

This section presents, analyzes, and interprets the findings for organizational culture in the city governments. Shown in Table 1 are the results on the level of organizational culture with means ranging from 3.79 to 3.89 and a corresponding overall mean of 3.84 with a standard deviation of 0.77, which can be described as high. The overall result indicates that the practices and activities relevant to the measurements utilized in this study in relation to organizational culture are often in evidence in most of the city governments located in the region of Davao.

**Table 1:** Level of Organizational Culture

Indicators	Mean	SD	Description
Dominant Characteristics	3.80	0.82	High
Organizational Leadership	3.83	0.89	High
Management of Employees	3.87	0.87	High
Organization Glue	3.89	0.84	High
Strategic Emphases	3.88	0.85	High
Criteria of Success	3.79	0.79	High
Overall mean	3.84	0.77	High

Table 2 shows the results for public leadership in the city governments surveyed in this study. The means range from 3.54 to 4.26 with an equivalent overall mean of 3.89 and a standard deviation of 0.82, which again can be described as high. These results suggest that those who are in position of leadership in city governments in city governments in the Davao region and are holding supervisory or management functions generally adhere to the ideals of accountability, obedience, loyalty, and networks.

**Table 2:** Level of Public Leadership

Indicators	Mean	SD	Description
Accountability Leadership	3.96	0.90	High
Rule-following Leadership	4.26	1.00	Very high
Political Loyalty Leadership	3.54	1.03	High
Network Governance Leadership	3.80	0.88	High
Overall mean	3.89	0.82	High

The results regarding the level of political values of employees working in the city governments in the Davao region are presented in Table 3. The means range from 3.02 to 3.79 with a corresponding overall mean of 3.50 and a standard deviation of 0.72, which is regarded as high. The overall results suggest that these employees espouse principles relevant to the political values of equality, globalism, and conservatism.

**Table 3:** Level of Political Values

Indicators	Mean	SD	Description
Conservation	3.68	0.83	High
Globalism	3.02	0.97	Average
Equal Rights	3.79	0.89	High
Overall mean	3.50	0.72	High

**- Levels of the Endogenous Variable**

Table 4 shows the findings regarding the public service motivation of the employees working in the city governments in the Davao region. The means range from 3.77 to 3.99 with an equivalent overall mean of 3.85 and a standard deviation of 0.83, which is perceived as high. These findings point to the fact that these city government employees of city generally exhibit a strong motivation for public service as they tend to act selflessly, be attracted to policymaking, and feel compassionate towards others.

**Table 4:** Level of Public Service Motivation

Indicators	Mean	SD	Description
Self-sacrifice	3.77	0.83	High
Attraction to Policy Making	3.99	0.92	High
Compassion	3.79	0.91	High
Overall mean	3.85	0.83	High

**- Correlation between Organizational Culture and Public Service Motivation**

Presented in Table 5 is the significance of the relationship between organizational culture and public service motivation. With an overall computed r-value of .757 and an equivalent probability value of .000, it is much lower than the .05 level of significance set in this study. Hence, the null hypothesis is rejected. This means that there is a high, positive, and significant correlation between these two variables. This also implies that the establishment of a desirable organizational culture in city governments, is strongly associated with the level of public service motivation of their employees.

**Table 5.** Correlation between Organizational Culture and Public Service Motivation

Organizational Culture	Public Service Motivation			Overall
	Self-sacrifice	Attraction to Policy Making	Compassion	
Dominant Characteristics	.679** (.000)	.701** (.000)	.630** (.000)	.715** (.000)
Organizational Leadership	.695** (.000)	.649** (.000)	.565** (.000)	.677** (.000)
Management of Employees	.683** (.000)	.673** (.000)	.633** (.000)	.707** (.000)
Organization Glue	.673** (.000)	.734** (.000)	.614** (.000)	.719** (.000)
Strategic Emphases	.680** (.000)	.699** (.000)	.625** (.000)	.713** (.000)
Criteria of Success	.604** (.000)	.584** (.000)	.586** (.000)	.631** (.000)
Overall	.731** (.000)	.735** (.000)	.664** (.000)	.757** (.000)

**- Correlation between Public Leadership and Public Service Motivation**

Table 6 shows the significance of the relationship between public leadership and public service motivation, which with a general computed r-value of .796 and a corresponding probability value of .000, is extremely lower than the .05 level of significance. Therefore, the null hypothesis is rejected. This indicates that there is a high, positive, and significant correlation between these two variables. Clearly, the leadership approach adopted by the administrators in city governments directly influences the public service motivation of employees.

**Table 6:** Correlation between Public Leadership and Public Service Motivation

Public Leadership	Public Service Motivation			
	Self-sacrifice	Attraction to Policy Making	Compassion	Overall
Accountability Leadership	.785** (.000)	.773** (.000)	.715** (.000)	.808** (.000)
Rule-following Leadership	.716** (.000)	.814** (.000)	.692** (.000)	.791** (.000)
Political Loyalty Leadership	.480** (.000)	.357** (.000)	.435** (.000)	.450** (.000)
Network Governance Leadership	.709** (.000)	.633** (.000)	.612** (.000)	.693** (.000)
Overall	.780** (.000)	.747** (.000)	.713** (.000)	.796** (.000)

*- Correlation between Political Values and Public Service Motivation*

The significance of the relationship between political values and public service motivation is shown in Table 7. It can be seen that with an overall computed r-value of .725 and an equivalent probability value of .000, it is remarkably lower than the .05 level of significance. This suggests that there is a high, positive, and significant association between these two variables. Thus, the null hypothesis is rejected. This indicates that in city governments in in the Davao region, employees’ motivation for public service is related to the political values they hold.

**Table 7:** Correlation between Political Values and Public Service Motivation

Political Values	Public Service Motivation			
	Self-sacrifice	Attraction to Policy Making	Compassion	Overall
Conservation	.652** (.000)	.671** (.000)	.667** (.000)	.708** (.000)
Globalism	.346** (.000)	.148** (.000)	.304** (.000)	.281** (.000)
Equal Rights	.802** (.000)	.733** (.000)	.660** (.000)	.779** (.000)
Overall	.743** (.000)	.632** (.000)	.671** (.000)	.725** (.000)

*- Influence of Exogenous Variables on Public Service Motivation*

Table 8 shows the combined influence of organizational culture, public leadership, and political values on public service motivation. The computed f-value is 285.600, the r-value .827, the r-squared value .684, and the p-value .000 lower than the .05 level of significance. As a result, the null hypothesis is rejected. This indicates that the three exogenous variables in this study significantly influence the endogenous variable. It can also be seen that the three exogenous variables have a p-value lower than the required level of significance (<.050). Public service motivation is influenced by organizational culture (with a p-value of .000); public leadership (with a p-value of .000); and political values (with a p-value of .000), which means all the exogenous variables significantly influence the endogenous variable.



**Table 8:** Influence of Exogenous Variables on Public Service Motivation

Exogenous Variables	Public Service Motivation			
	<i>B</i>	$\beta$	<i>t</i>	<i>Sig.</i>
Organizational Culture	.262	.241	4.411	.000
Public Leadership	.401	.394	6.533	.000
Political Values	.301	.259	5.927	.000
R =	.827			
R <sup>2</sup> =	.684			
F =	285.600			
P =	.000			

Next, to determine which exogenous variables best influence public service motivation, it is necessary to examine the unstandardized beta coefficients. Organizational culture in relation to public service motivation reveals a beta of .262. This means that each unit increase in organizational culture will result in a .262 increase in public service motivation. As to the influence of public leadership on public service motivation, the beta is .401, which means that a unit increase in public leadership will generate a .401 increase in employees' public service motivation. Finally, the effect of political values on public service motivation reveals a beta of .301. This suggests that a unit increase in the political values of employees will result in a .301 rise in public service motivation. Therefore, public leadership is the best influencer of the public service motivation of employees working for city governments.

*- Establishing the Best Structural Model*

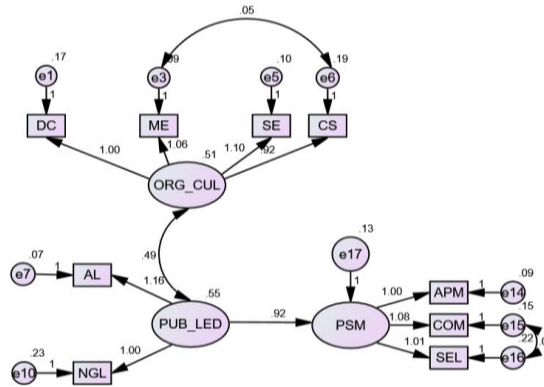
This study tested and framed five hypothesized (conceptual) models. The models generated were evaluated based on their practicality which was braced by robust theoretical contentions.

**Table 9:** Summary of Goodness of Fit Measures of the Six Generated Models

Model	P-value (>0.05)	CMIN / DF (<2)	NFI (>0.95)	TLI (>0.95)	CFI (>0.95)	GFI (>0.95)	RMSEA (<0.05)	P-close (>0.05)
1	.000	22.782	.710	.666	.719	.625	.234	.000
2	.000	13.091	.838	.814	.848	.708	.174	.000
3	.000	8.947	.914	.900	.923	.853	.141	.000
4	.000	11.581	.891	.873	.899	.780	.163	.000
5	.000	26.113	.798	.724	.804	.692	.251	.000
6	.157	1.785	.981	.979	.987	.963	.007	.126

In determining the best fit model, all the indices encompassed must consistently fall within the acceptable ranges. The Chi-square/degrees of freedom (CMIN/DF) value should be less than 2 with its corresponding p-value greater or equal to 0.05. The Root Mean Square of Error Approximation (RMSEA) value must be less than 0.05, and its corresponding p-close value greater or equal to 0.05. Other indices, such as the Normed Fit Index (NFI), Tucker-Lewis Index (TLI), Comparative Fit Index (CFI), and Goodness of Fit index (GFI) must all be greater than 0.95. The modified model six shows the link between organizational culture and public leadership and its direct effect on the endogenous variable (public service motivation). This model fulfills all the aforementioned acceptable range of the indices considered in this study. The generated model six have indices that show a very good fit to the data; MIN/DF = 1.785, p-value = .157; RMSEA = .007; p-close = .126; NFI .981; TLI .979; CFI .987; and GFI .963.

All the indices with corresponding values were greater than 0.95 and met the goodness of fit measures' requirements. Consequently, the null hypothesis was rejected. It can therefore be concluded that there exists a model that best fits the public service motivation of government employees as shown in Figure 2. The generated structural model six (or best fit model) shows that there are two remaining latent variables on the best fit model for public service motivation of government employees.



**Figure 2:** Best Fit Model for Public Service Motivation

Furthermore, as can be seen in Table 10, the latent variable (public leadership) must be associated with organizational culture. This combination will have a substantial direct effect on the public service motivation of government employees (Beta = .915).

**Table 10:** Direct and Indirect Effects of Exogenous Variables on Endogenous Variable

Variables	Direct Effect	Indirect Effect	Total Effect
Organizational Culture	.000	-	.000
Public Leadership	.915	-	.915

Regression weights were measured to scrutinize the effects between measured and latent variables. Table 11 shows the estimates of the variable regression weights for the best fit model. Public leadership has a beta estimate of .915 with a p-value of .000, considered to be significant for the endogenous variable. Given its link between with organizational culture, public leadership significantly predicts the public service motivation of government employees.

**Table 11:** Estimates of Variable Regression Weights in Generated Model 6

			Estimate	S.E.	Beta	C.R.	P-Value
PSM	<---	PUB_LED	.915	.045	.879	20.191	***
DC	<---	ORG_CUL	1.000		.870		
ME	<---	ORG_CUL	1.057	.038	.931	27.752	***
SE	<---	ORG_CUL	1.098	.040	.930	27.721	***
CS	<---	ORG_CUL	.922	.042	.836	22.126	***
APM	<---	PSM	1.000		.931		
COM	<---	PSM	1.084	.038	.906	28.437	***
SEL	<---	PSM	1.009	.041	.854	24.496	***
NGL	<---	PUB_LED	1.000		.838		
AL	<---	PUB_LED	1.158	.044	.955	26.089	***

Table 12 presents the measures of the goodness of fit of the structural best fit model. The calculated model fit is highly acceptable. The chi-square divided by the degrees of freedom or CMIN/DF is 1.785, with a probability of .157. This indicates a perfect fit of the model to the data. This is strongly supported by the RMSEA index (.007), which is less than 0.05, with its corresponding p-close .126 >0.05. Likewise, the other indices satisfy the requirement of the goodness of fit measures; NFI .981>.95, TLI .979>.95, CFI .987>.95, and GFI .963>.95. Thus, this model is the best fit for the public service motivation of government employees.

**Table 12:** Goodness of Fit Measures of the Best Fit Model

Index	Criterion	Model Fit Value
CMIN/DF	0 < value < 2	1.785
P-value	>0.05	.157
NFI	>0.95	.981
TLI	>0.95	.979
CFI	>0.95	.987
GFI	>0.95	.963
RMSEA	<0.05	.007
P-close	>0.05	.126

In examining the attributes of the best fit model for public service motivation it can be observed that only two latent variables remained exogenous. The organizational culture latent variable still consists of four indicators: dominant characteristics, management of employees, strategic emphases, and criteria of success. Public leadership, the other latent variable in this study also kept it two indicators, namely, accountability leadership and network governance leadership. This is also the case with public service motivation, the endogenous latent variable in this study. It kept its three indicators: attraction to public policy, compassion, and self-sacrifice. Hence, as observed in the best fit model, this points to the significant relationship of organizational culture with public leadership and its direct effect on public service motivation. The implication is that when seeking to advance the degree of public service motivation of government employees, public leadership should be supported by the desirable organizational culture.

## 5. Discussion and Conclusion

The examination of the combination of organizational culture and government employees' public service motivation indicated that there was a positive and significant correlation between them. Moreover, the influence test revealed that organizational culture significantly influenced public service motivation. These findings confirm that the culture of an organization in terms of salaries, duties, budgeting, and work environment affects the public service motivation of its employees (GCPSE, 2014). Its influence on employees' public service motivation may be positive or negative, depending on the type of culture existing within the organization (Austen & Zacny, 2015). In other words, if the existing organizational culture is not desirable as perceived by employees, it will most likely lead to the demotivation of the employees particularly in the public service sector. Thus, employee management, strategic emphases, and criteria of success should always be part of the organization effort motivating employees. Since only a desirable culture within the organization is positively correlated to motivation, the existing culture may therefore need to be re-examined and overhauled so as to significantly enhance its motivating potential (Panagiotis et al., 2014). Indeed, only a conducive climate will prompt civil servants to give their best. The findings in this study also make it clear that improving the performance of government institutions is conditioned by the capacity of the leaders of the local governmental organizations to create an environment conducive to serving the public.

For one, they should make sure that the culture of the organization they lead helps workers' identity with the organization and take pride in it. Organizational identification has been shown to improve public service motivation and lead to higher organizational performance levels (Miao et al., 2019). This requires them, among other measures to be taken, to form an environment where employees feel that they contribute to the public good (Moynihan & Pandey, 2007). There is a strong linkage between employee identification with the organization and the experience of employees within their organization. According to Quratulain and Khan (2015), it is essential for workers to have a strong personal fit feeling and see the relevance of their job requirements.

Being assigned to a task for which an employee does not feel comfortable and/or competent performing can be a strong demotivator. It has also been found that a performance-driven culture is significantly and positively correlated to government workers' norm-based and affect their public service motivation (Lee, Oh, & Park, 2020). Employees need to feel they contribute to the quality of the services rendered and to the efficiency of the organization. This requires leaders to create a climate of mutual trust, respect, and support (Mahal, 2009). The findings also affirmed that being able to increase workers' motivation towards public service requires leaders to balance their different working styles and profiles (Belrhiti et al., 2020). It goes without saying that the behavior and attitude of government officials affect the behavior of employees and their level of motivation (Apak & Gümüş, 2015). They should lead by example and their work behavior should match their rhetoric as they are ultimately responsible for upgrading the motivation of their subordinates in the delivery of public services. The finding in this study that the quality of political and administrative leadership is positively correlated with public service motivation and employee engagement is in keeping with the conclusion reached by Ugaddan and Park (2017) in their study of leadership quality and its influence on motivation. Additionally, leadership has been found to affect public service motivation, which mediates the relationship between leadership and public sector performance (Mavhungu & Bussin, 2017). The combination of these two critical elements will result in positive outcomes for the organization (Vandenabeele, 2014).

The analysis of the connection between political values and public service motivation of revealed a positive and significant relationship. Political values strongly influence the motivation of employees in public service. Recall from above that political values were defined as the ideas expressing the attitude and behaviors of social groups toward the needs of other large social groups and society while considering the awareness of their own needs. Also recall that they consist of three indicators, conservation, globalism, and equal rights (Bernardo, 2017). Respondents' public service motivation tends to be higher among those whose ideals are aligned with the organization, in this case, local governments. An individual's ideology generally fulfills distinctive motivational and psychological, and personality-oriented characteristics (Weber, 2019). According to Wang et al. (2020), generally people who are motivated in terms of public service are expected to be compassionate, attracted to public policy, and unselfish. In terms of political orientation, these values translate into a democratic system that promotes equity, justice, and accountability. Those moral concerns and value orientation have a bearing on public service motivation. Local government employees cannot dissociate these personal values from their work and the tasks they are to fulfill. There must be a match between the two and therefore also between them and the organizational culture. Values and moral concerns on the one hand and public service motivation on the other benefit from one another development. While values act as motivators, motivation is oriented towards values and ethical concerns (Andersen et al., 2013). Public work should be a continuance of those values. This is essential for public service motivation (Greentree, 2011).

*- Best Fit Model for Public Service Motivation*

The best fit model for public service motivation of government employees generated in this study indicates that the two latent exogenous variables in this model significantly predict the latent endogenous variable (public service motivation). The first latent variable (organizational culture) had four remaining observable variables based on the generated model, namely dominant characteristics, management of employees, strategic emphases, and criteria of success. The second latent exogenous variable (public leadership) as grounded in the model, generated only two observable variables namely accountability leadership and network governance leadership. Both are significant in predicting public service motivation which consists of three observable variables, namely, attraction to public policy, compassion, and self-sacrifice. On the other hand, it can be observed in the model that direct influence only pertains to the link of public leadership towards public service motivation. Since organizational culture is associated with public leadership, the implication is that to predict public service motivation, the relationship between public leadership and organizational culture is essential, which in turn suggests that leaders in government organizations should make sure that they lead in accordance with the principles of accountability and network governance. They should also make sure that these principles are reflected in the culture of the organization. With this, advancement of the level of public service motivation is expected among employees and with it, an effective and efficient delivery of public services.

The findings in this study support Perry and Wise's (1990) public service motivation theory. The motivations of government employees toward public service are the direct outcome of the existing level of leadership governing them. Moreover, the specific culture of the organization has also been shown to significantly impact the degree of motivation an employee has providing effective service and delivering an efficient performance for the sake of public service. In that sense, public service motivation is the product of the aggregation of the competence, effort, and participation of people inside government institutions. The influence of organizational culture in government organizations as perceived by their employees is high. This signifies that the culture being measured in this study is obviously relevant, desirable as an organizational, and conducive to employees being productive and effective. Public leadership is also high in those city governments. Therefore, the competence of administrators and officials in the city governments in terms of accountability, rule-following, political loyalty, and network governance is real. Besides, employees in city governments have strong political values. Employees often manifest principles of equality, globalism, and conservatism, which are all relevant to political values. Furthermore, the degree of public service motivation of city government employees is high. Employees often feel motivated to provide services for the public as they are selfless, compassionate, and attracted to policymaking.

In summary, organizational culture, public leadership, and political values are all significantly correlated and influence the degree of public service motivation of city government employees. Based on the different tests conducted, all the exogenous variables are positively related to the endogenous variable. This implies that the desirable culture in the organization, the competence of public leaders as well as the values of employees relevant to politics affect positively and significantly the motivation of employees to provide quality services to people. So, if a government organization adopts an organizational culture that facilitates quality outcomes, if its leaders show real advance competence in leadership, and if employees hold political values, there is a high probability that its employees will exhibit a much greater public service motivation beneficial to all the stakeholders. The best fit model for public service motivation of government employees articulated in this study demonstrates that public leadership directly impacts public service motivation and should be reinforced by the

organizational culture. In other words, a strong combination of leadership and organizational culture is necessary for advancing the employees' motivation to provide quality public services. These findings are in keeping with the Public Service Motivation theory of Perry and Wise (1990) as the factors influencing public service motivation of government employees as expounded in this theory are also found in the best fit model of this study.

#### - Recommendations

In view of the findings in this study, it is recommended that the Department of the Interior and Local Government (DILG) use the best fit model generated in this study as a reference in initiating interventions to advance the degree of public service motivation of employees. This should be done via additional leadership training, particularly for those holding supervisory and managerial positions in the organization. It is also critical that leaders in local government organizations should be cognizant of the significance of training and professional development to their employees. In addition, the DILG should also consider revisiting the policies pertaining to the culture of these organizations and their implementation to ensure that they all are still relevant and contribute positively to their operations. Furthermore, it is recommended that local government officials evaluate their leadership competence and create a more conducive environment for their employees since both issues are found to be significant in advancing the public service motivation of these employees. Regarding future studies, researchers should initiate scientific inquiries on other exogenous variables in modeling the public service motivation of government employees in a different setting as a rigorous examination will provide even more conclusive findings.

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