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The role of Public Service Motivation and Organizational Culture for Organizational Commitment

1. Introduction

Public sector organizations are facing incredible pressures to adjust to the new, evolving demands of their constituencies. Starting from 1980s, many countries have been trying to reform their public sectors. Public sector employees who were perceived as ineffective, are under pressure to increase their outcomes. The interest in managerial practices, which was one of reform streams, in many cases resulted in erosion of values crucial for public management (Maesschalck 2004, pp. 465–489). This is the reason for growing interest in issues that relate to the values of public organizations (Perry, Hondeghem 2008, pp. 294-313) which is believed to constitute a panacea for mentioned problem. Relationship-based approach and value orientation is crucial for these organizations whose main asset is human resources.

Understanding the motivations and behavior of organizations and those who work within them is not possible without consideration of values. Matching employee and organizational characteristics is crucial for the success of organizations. Employees

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who find organizational values and goals compatible with their own ones are more satisfied, perform better, and are less likely to leave the organization (Bright 2005, pp. 138–154). Thus the thesis of our consideration is as follows: Public Service Motivation (PSM) and organizational culture are crucial for employees commitment in organizational actions. The aim of the paper is to present the theoretical model that proposes relationships between mentioned constructs. Due to the presence of variables on different levels of analysis, we also discuss some issues of multilevel research.

2. Multilevel research

The importance of combining multiple levels of analysis in the study of organizational phenomena has been increasingly emphasized in the literature (Hitt et al. 2007, Klein et al. 1999). The multi-level perspective, which has its roots in systems theory, represents retreat from the analysis of organizations at one level, towards the perception of organizations as complex and inter-connected social systems, characterized by simultaneity of individual and collective actions. It is assumed that organizational systems are analogous in terms of their structures and processes. Principles of systems theory are manifested in the form of analogy or logical homology which represent the same concepts and analogical processes connecting various concepts (Katz, Kahn 1978).

Multi-level approach involves considering phenomena in relation to the context in which it occurs, and searching for the variables it is formed by. Particular organizational units are nested in larger structures (House et al. 1995). These units form working groups, which in turn form larger organizational units (departments, or strategic business units making up an organization). Next, all of these may become a part of inter-organizational networks. Since units at lower levels are characterized by common features, and are influenced by higher levels, they are interdependent. Overlooking the idea of nesting one structure into another may lead to wrong conclusions.

According to multilevel approach, the study of constructs at the level of an organization should start with understanding of the individual level (Morgeson, Hofman 1999). This poses a considerable challenge, because usually research concerns only one level of analysis. Even if the study relates to multiple levels, they examine the impact of variables at a higher level of analysis on the variables at a lower level, and not the other way round. It may be due to the fact that concluding about the influence of variables at a lower level of analysis on the variables at a higher level is much more problematic (Luhmann 1998), even

though it might be indicated that the actions of individuals contribute to the activities of the entire entity (Bedwell et al. 2012). Nevertheless, the individual level is often ignored in management studies, primarily because it falls within the area of interest of psychology, sociology, or organizational behavior; however, it is of immense significance for the deep understanding of organizations.

3. Theoretical background

3.1. Organizational commitment

Organizational commitment is defined as "a psychological state that (a) characterizes the employee's relationship with the organization, and (b) has implications for the decision to continue or discontinue membership in the organization" (Meyer et al. 1993, pp. 538-551). It has been argued that OC is a better measure of human behaviors that other related measures as job satisfaction and job involvement (Moon 2000, pp. 177-194). According to J. P. Meyer and N. J. Allen (1991) organizational commitment consists of distinct components: (1) affective commitment (emotional attachment to, identification with, and involvement in the organization), (2) continuance commitment (perceived costs associated with leaving the organization), and (3) normative commitment, which concerns a feeling of (moral) obligation to remain in the organization.

Organizational commitment has a positive impact on job performance and work motivation (Meyer Allen 1997, Naff, Crum 1999, pp. 5–16). Committed employees are also more likely to engage in extra-role behaviors, such as creativeness or innovativeness which are the basis for an organization's proactive attitude (Katz, Kahn 1978). Thus the culture of an organization has a profound influence on the behavior of individuals within an organization (Barney 1986, pp. 656-665, Trice and Beyer 1993). The lack of OC can have serious negative implications. It may lead to a possible situations in which employees will withdraw from extra-contractual activities (Grimshaw et al. 2003, pp. 267–288), it may also result in high or unwanted turnover, adding to the cost of recruitment, selection, and training. The instability caused by high turnover may also trigger problems with the quality of services (Allen 2000, p. 188–202).

3.2. Public service motivation

Employee motivation plays a central role in management, both practically and theoretically. In the era of restricted funding for public organizations,

motivating public employees is becoming an arduous challenge where non-monetary ways of motivating people are required. PSM describes individuals' pro-social motivation to do good for others and society through the delivery of public services (Perry, Hondeghem 2008). It has been defined as "the beliefs, values, and attitudes that go beyond self-interest and organizational interest, that concern the interest of a larger political entity and that motivate individuals to act accordingly whenever appropriate" (Vandenabeele 2007, p. 547). In Europe it is known under different names and appearances: in the United Kingdom, it is described as *public service ethos*, and in France, public administrators speak of *l'éthique du bien commun* (Vandenabeele et al. 2004).

According to J. Perry (1996) PSM is based on three motives that fall into three analytically distinct categories: rational, norm-based, and affective. Rational motives refer to actions grounded in individual utility maximization. Norm-based motives involve actions generated by efforts to conform to norms. Affective motives present emotional triggers of behavior. J. Perry's conceptualization of PSM is based on a multifaceted dimensional construct that includes the following:

- the attraction for policy making: desire to participate in formulation of public policy which reinforces one's image of self-importance (rational motives),
- commitment to the public interest, attachment to ideas of civil duty and social justice (normative motives),
- compassion, desire to protect citizens, attachment to the patriotic values (affective motives),
- personal sacrifice: a strong desire to protect and work for the good of the public (affective and normative motives).

The level and type of an individual's PSM and the motivational composition of a public service organization's workforce affect individual job choice, job performance, and organizational effectiveness. Individuals with high PSM consistently demonstrate intrinsic motivation and have been shown to value a sense of accomplishment over money (Bright 2005). That is why public service organizations are more likely to employ individuals whose values are consistent with the public service organization mission (Perry 1996, pp. 101-117). The influence of PSM on organizational trust, productivity, or managerial practices makes PSM one of the most important constructs in public management (Brewer et al 2000).

Numerous research has been devoted to the identification of sociodemographic antecedents of PSM such as age, gender and educational level, which are individual antecedents, or to its outcomes. Other predictors of PSM have been

identified at the organizational level. For instance, red tape, administrative constraints, job tenure are correlates of PSM. However, it is surprising that organizational variables are rarely subject of interest (Anderfuhren-Biget et al. 2010, pp. 213-246).

3.3. Organizational culture

The definition of organizational culture has been discussed by scholars from various disciplines, which results in confusion about its ontology. The notion of culture is often used interchangeably with concepts such as values, norms, physical and cultural artifacts, or organizational climate.

Organizational culture plays a significant role in the general functioning of any organization. It determines organization's performance and effectiveness. Organizational culture helps employees obtain a sense of identity. They understand that they belong to a community that has certain values, beliefs and ideology. As a result, they may commit not only to their individual interests but also to some imperative values. Organizational culture has also "a boundary – defining role" (Robbins 2001, pp. 155-209), which means that it creates the distinction between one organization and others. Culture is also a mechanism of internal integration and coordination. It helps socializing of new members in the organization, creating a competitive edge, and making sense of the environment in terms of acceptable behavior and social system stability (Furnham, Gunter 1993). And finally, organizational culture influences positively financial outcomes of companies (Denison 1990, Kotter Heskett 1992, Denison, Mishra 1995, pp. 204-223, Sorensen 2002, pp. 70-91).

One of the most known framework of organizational culture was proposed by K. S. Cameron and R. E. Quinn (1999). According to their model, organizational culture has two dimensions: (1) flexibility vs stability and (2) internal vs external orientation. Together, these two dimensions form four clusters which constitute different types of organizational culture: Clan (internal and flexible with a focus on people), Adhocracy (external and flexible with a focus on growth), Market (external and stable with a focus on competition), and Hierarchy (internal and stable with a focus on organizational structure).

Using abovementioned culture framework as a foundation, A. Hartnell et al (2011) provided a comprehensive test of the relationship between organizational culture and organizational performance. They found that employees were more satisfied and committed in organizations that were more Clan-like, those with a more Market orientation had superior operational and financial performance,

Adhocracy culture is connected with innovativeness, and effectiveness criteria for Hierarchy are efficiency, timeliness, and smooth functioning.

There is also evidence that organizational culture is positively correlated with organizational commitment—that is, a strong belief in and acceptance of the organization's goals and values; a willingness to exert considerable effort on behalf of the organization; and a strong desire to maintain membership in the organization (Mowday et al 1979). Organizational culture also moderates and mediates relationships between many theoretical constructs, e.g. justice perceptions and leader-member exchange (Erdogan et al 2006, pp. 395-406), high-performance human resource practices and employees' perceived organizational support (Zhang Jia 2010, pp. 743-765).

4. Theoretical model

Our model is based on two constructs at the individual level: Public Service Motivation and organizational commitment, and one at the level of organization which is organizational culture. Its implies conducting multilevel research. Figure 1 displays the conceptual model that presents relationships among PSM, organizational culture and organizational commitment. It is a cross-level model which is one of the types of multilevel models.
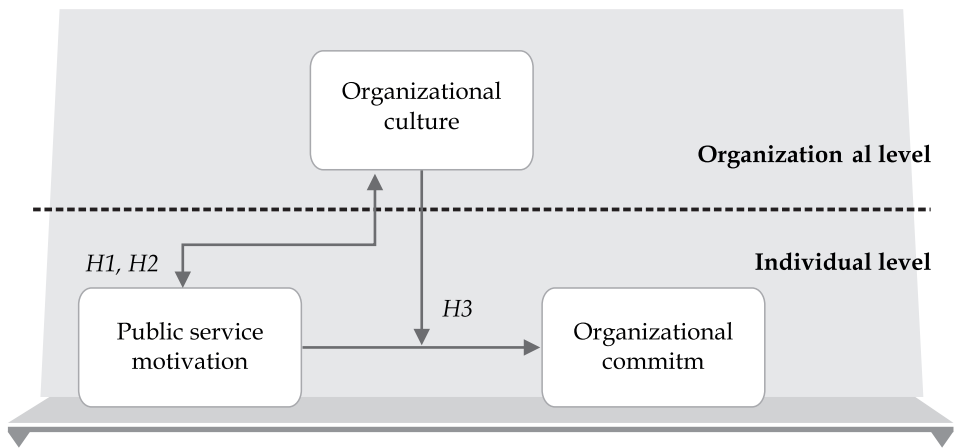

Figure 1. Conceptual model

Source: own study

R. K. Christensen and B. E. Wright (2011, pp. 723–743) suggested that PSM may have less to do with employee attitude and more to do with the PSM values shared by the organization and employees, and the opportunities to act in congruence with those shared values offered to employees by an organization. Thus, PSM can be either enhanced or damaged by the organizational culture. Previous research has rarely referred to relationships between PSM and organizational culture. One of the examples may be work of D. P. Moynihan and S. K. Pandey (2007, pp. 40-53) who examined organizational predictors of PSM, yet did not find expected influence. They pointed that their "results on culture should be viewed as preliminary, and there is value in testing this relationship with alternative measures of culture, additional survey populations, and the full PSM scale" (p. 47). Other researchers prove that organizational culture is an important factor in shaping the level of employee motivation (Massaras et al 2014, pp. 415–424). They found a negative correlation between the level of employee motivation and Hierarchy, Adhocracy and Market culture type and positive correlation between the degree of employee motivation and the Clan culture. However, they do not examine these relationships in terms of multilevel approach and their research relates to motivation in general, not PSM.

Organizational culture depends on the organizational structures and practices on the one hand, and, on the other hand, on the strategies deployed by the actors according to the resources they can mobilize within to the organization environment they are confronted to. In other words, organizational culture may be described as a complex construction, in which individuals play a central role (Anderfuhren-Biget et al 2010). As organizational culture is a product of organizational actors, PSM should shape organizational culture. That is why we propose, that:

H1: There is a mutual influence between Public Service Motivation and organizational culture
According to multilevel approach, phenomena at higher level of analysis influence phenomena at lower level to a higher extent than phenomena at lower level influence phenomena at higher level.

H2: The influence of organizational culture on Public Service Motivation is stronger than the influence of Public Service Motivation on organizational culture
Members with high levels of PSM are more willing to engage in whistle-blowing to protect the public interest (Brewer, Selden 1998, pp. 413–439); they believe that their jobs are important, which, in turn, leads them to work harder

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(Wright and Davis 2003, pp. 70-90); they are more likely to be high performers and enjoy higher job satisfaction; and they are less likely to leave their jobs (Naff, Crum 1999). PSM has been also related to organizational commitment (Pandey, Stazyk 2008, pp. 101-117; Perry and Wise 1990, pp. 367–373). PSM is acknowledged to be antecedent of OC (Castaing 2006, pp. 84–98, Taylor 2008, pp. 67-88, Vandenabeele 2009, pp. 11-34), but in some cases, organizational commitment can act as the antecedent of PSM (Camilleri 2006). A. Ritz (2009, pp. 1128-1147) found a positive relationship between commitment to public interest and attraction to policymaking and employees' affective commitment. In recent research, A. Shrestha and A. Mishra (2015) provide evidences about a positive relationship between self-sacrifice, commitment to public interest and attraction to policymaking dimensions of PSM and organizational commitment. Moreover, E. Camillieri and B. I. J. M. van der Heijden (2007, pp. 241-274) found support that all dimensions of PSM have a significantly positive relations with all dimensions of OC. The higher level of PSM, the higher level of employees' loyalty and emotional identification with the organization that seeks public interests. Thus, PSM influences organizational commitment, yet we don't know if and what are the factors that might moderate this relationship.

According to our knowledge the moderating role of organizational culture on the relationship between PSM and OC hasn't been examined yet. There is some evidence that organizational culture and PSM are related, which was discussed before. Organizational culture is also positively correlated with organizational commitment, which means shared values make employees more engaged in organizational goals, willing to take effort and stay in the organization (Guzley 1992, pp. 379-402, Moon 2000, pp. 177-194, Ezirim 2012, pp. 155-180). Research conducted by R. N. Padma and V. Nair (2009, pp. 32-39) on the sample of public organizations shows also relationships between organizational culture and organizational commitment: clan culture has a positive impact on all dimensions of OC and market culture reduces affective commitment. Moreover, some organizational characteristics connected with organizational culture, such as level of interpersonal social communication and level of mentoring socialization moderate the relationship between intrinsic motivation in the public service and job engagement (Park, Word 2009, pp. 505-514). Additionally, organizational learning culture moderates the relationship between psychological empowerment (i.e. competency and self-determination) and organizational commitment (Joo, Shim 2010, pp. 425–441). Organizational culture expedites the process of employees identification with the organization

and forming the sense of belonging to it (Hofstede 1998, pp. 477-493). It helps shaping the work-related behavior of the employee and may delineate particular expectations that create pressure upon individuals that create an organization-specific individual behavior and makes them achieve organizational goals (O'Reilly 1989, pp. 9-25). These arguments let us to hypothesize

H3: Organizational culture moderates the influence of Public Service Motivation on organizational culture.

We propose the following operationalization of variables presented in the model.

N. J. First, to measure Organizational Commitment we propose the instrument created by J. P. Meyer and Allen (1991, pp. 61-89). Its constituent subscales are affective commitment, normative commitment and continuance commitment. This instrument was adapted to Polish conditions by A. Bańka et al. (2002) and its validity and reliability has been proved. The level of PSM may be assessed by the scale presented by J. Perry (1996). This model is specifically oriented toward the United States. The literature provides evidence that J. Perry's PSM scale is valid and reliable (Perry, Coursey 2005, Wrigh, Pandey 2005). Organizational culture may be examined with Organizational Culture Assessment Instrument (Cameron and Quinn, 1999). Validity and reliability of this tool have been proved in many research (e.g. Lamond 2003, pp. 46–59, Yeung et al 1991, pp. 59-81).

Multilevel approach requires that the research sample enables assessment of organizational culture by a sizeable number of members of organization, which increases data homogeneity. The individual's assessments of organizational culture should then be aggregated. Members of the same organizations should also asses their level of PSM and OC. In case of organizational-level construct, data must be acquired not in one, but in many organizations which gives appropriate level of variability. In other words, there must be significant between-organization differences in and sufficient within –organization agreement on organizational culture to examine its impact on individual level-data. Data analysis must be conducted using special software such as R (a free software) or Mplus. In case of latent construct, such as included in our model, a multilevel SEM analysis may be used.

5. Conclusions

The main aim of our paper was to present the proposal of a research modelincluding relationships between organizational commitment, Public

Service Motivation, organizational culture that might be examined empirically We propose to assess these relationships using multilevel approach which is appropriate when we want to understand, influence of variables on different levels of analysis.

Presented research model is in keeping with the research trend in public sector organizations values (Witesman, Walters 2014, pp. 375-405). Developing our knowledge in these issues is necessary if we want to understand which values of employees and organizational culture foster effects of individuals and whole organizations. If proved, proposed relationships could provide cues that could help managers to enhance employees' organizational commitment. In particular, recruiting candidates with high PSM should influence organizational culture and strengthen these values that are the most advantageous for public organization. On the other side, organizational culture may influence PSM in both a positive or negative way, depending on the type of the culture. Finally, particular organizational culture types are supposed to strengthen the influence of PSM on OC.

Summary

The aim of the our paper is to discuss the relationships between organizational culture, Public Service Motivation (PSM) and organizational commitment (OC). On the basis of literature review we formulated hypotheses presenting potential relationships between mentioned constructs. We propose that there is a mutual influence between PSM and organizational culture and that organizational culture moderates the influence of Public Service Motivation on organizational commitment. Due to the presence of variables on different levels of analysis, we also discuss some issues of multilevel approach.

Keywords: *values, organizational culture, Public Service Motivation, organizational commitment, multilevel research*

Streszczenie

Celem niniejszego artykułu jest omówienie związków pomiędzy kulturą organizacyjną, motywacją do służby publicznej (*public service motivation - PSM*) oraz zaangażowaniem organizacyjnym (*organizational commitment* - OC). Zaprezentowany przegląd literatury przedmiotu pozwolił na wyprowadzenie hipotez

odnośnie relacji między wskazanymi powyżej konstruktami. Stawiamy hipotezę, że występuje wzajemny wpływ motywacji do służby publicznej i kultury organizacyjnej, a także że kultura organizacyjna moderuje relację między motywacją do służby publicznej i zaangażowaniem organizacyjnym. Ze względu na występowanie w naszym modelu teoretycznym zmiennych na różnych poziomach analizy, omawiamy także kwestie związane z podejściem wielopoziomowym do badań.

Słowa kluczowe: *wartości, kultura organizacyjna, motywacja do służby publicznej, zaangażowanie organizacyjne, badania wielopoziomowe*

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