Aspects Affecting Public Service Motivation: An Empirical Study of Public Service Organisations in Iraq

Muna Hayder Abduljabbar Al-Taai[a], [a]College Of Education for Women, University of Baghdad, Baghdad, Iraq, Email: [a]Muna.haider@coeduw.uobaghdad.edu.iq

Public service motivation in public service organisations is one of the main problems that many developing countries have begun to experience, including Iraq. The public agenda is increasingly complex with reduced financial resources. In addition, these organisations have increased responsibilities with respect to the achievement of public goals and objectives as they are responsible for providing key services to members of the community (education, health and social work). This research is based on the degree of public service motivation among those working in health education and social work in public organisations, and aims to show the extent of the difference in the public service motivation of these employees according to differences in gender and length of service. The results show that members of the research sample in the fields of education, health and social welfare have a high motivation for public service. The most important recommendations were the need for public organisations to assess the levels of public service motivation for applicants to obtain public functions, with this assessment being considered when making selection and appointment decisions.

Key words: *Public Services, Motivation, Organisations.*

Introduction

The public government sector is the main pillar in achieving development and delivering high quality services, especially in organisations related to health, education and social work. Despite the importance of the roles that these organisations play, the low level of adequate services provided by these organisations is evident. This is due to various factors, including an unmotivated workforce (i.e. the low motivation of workers regarding the provision of efficient services for the beneficiaries in regard to the pay they receive) and a scarcity of resources. At

the same time, the necessary resources and allocations they need are increasing which is key for community requirements and needs (Paul & Mark, 2001). Progress within these institutions ensures that the millennium goals are achieved. The success of the provision and processing of public services is a critical factor in reaching the development levels set by the United Nations report. This relates to the possibility of broad access to high quality public services on the one hand, and the success of organisations in delivering these services as based on a high public service rate (PSM) for those working in these organisations, on the other. Researchers emphasise that employees in government organisations usually have personal motives regarding serving in the public interest, since work in the field of public service is usually accompanied by a sense of duty. A sense of duty is associated with public morality and one problem that has been noted is the low sense of duty among public officials in public organisations. This has resulted in many humanitarian crises driven by the low level of services especially in the areas of education, health and social work. Low morale is due to many reasons, including low rates of pay for employees of these organisations, insufficient equipment for the provision of services, as well as the functional deficit of government budgets, which leads to the cutting of resources necessary to provide these services. This presents an obstacle for how effective these organisations can be and thus impacts their success in achieving higher goals and objectives.

The Public Service Motivation Concept

The Public Service Motivation (PSM) study has seen many accumulations over the last few decades, and numerous definitions have been introduced in order to formulate a comprehensive concept. Staats (1988) defined PSM as the individual direction of employees in public organisations to deliver services to beneficiaries with the desire to do all that is good for others and the general community. PSM also refers to the individual's willingness to accomplish and perform meaningful work for the country and for the beneficiaries of the community in pursuit of value and public interest rather than private interest (Kim, 2016). The concept is also related to government-funded services which ensure the achievement of the government's policy agenda (Kjeldsen, 2014).

Today, there is a considerable emphasis that the PSM should arise out of collective motivation aimed at increasing the well-being of the community. One of the flexible qualities that managers can use to guide the overall operations and activities of the organisation, especially if they are vulnerable to social processes, is to recognise that the subject is changing (PSM is still rare), noting that the majority of current studies have confirmed that public service motivation is relatively flexible. Ward (2014) noted the possibility of significant developments in PSM for employees through their involvement in public service training programs and stated that this result highlighted the organisational processes inherent in the organisation, particularly

leadership and its impact the motivation of working personnel. Based on this, the following can be noted as variables:

1. Different areas of work and different sectors affect outcomes. The motivation of workers in the public sector (PSM) is generally high, but the degrees vary according to different areas of work. There are higher levels of PSM in the public sector than in other sectors, whether private or voluntary (Brewer, 2003; Steijin, 2008; Yanti, 2012).
2. Gender difference DeHartâ et al., 2007). The degree of public service motivation (PSM) varies according to gender.
3. Differences in the public service motivation of employees depends upon the experience variable (duration of service) (Bright, 2005).
4. Age differences. As many studies have indicated, there is a difference in motivation based on differences in age. Research has confirmed a positive relationship between age and PSM as individuals appear to become more motivated to serve society and do good for others as they age (Perry, 1997; KIM, 2016; Lee & Choi 2016).
5. There are some important events that occur in the regulatory environment that affect public servants' motivation for public service, such as a change in policies or certain leadership behaviours towards PSM (Lee and Choi, 2016).

The Importance of Public Service Motivation PSM

The public service derives its significant impact from enhancing the performance of public organisations, and PSM has received the attention of researchers in the field of public motivation studies. Shim (2017) indicated that there is a positive correlation between public service motivation and individual and organisational performance after reviewing numerous studies. Pederson confirmed the existence of a relationship (PSM) for teaching and academic achievement of the student and the focus was on the latter as a result. There was difficulty observing the behaviours resulting from the provision of educational services (Wright & Pandey, 2008). The improvement of the patient's health is also one of the results (PSM) for health workers, since many public services are the result of the collective work of professional groups or teams. For example, in hospitals, the improvement in patient health is likely to result from various factors including good diagnosis and correct treatment, but the healing depends mainly on the services provided by nurses.

The public service is concerned with improving the well-being of others. Therefore, society and transformative leadership must seek to achieve these desires by emphasising the concepts of social responsibility and community contribution within the activities of public service organisations by formulating a clear and convincing vision (Lee, 2011). This relates to beliefs and values that go beyond both self-interest and organisational interest.

Lee and Choi (2016) have pointed to the existence of various determinants of public service motivation including: age, gender, social status, job class, and community activity. They also stressed the need for public organisations to offer external incentives to promote public service motivation such as: job security, authority, social status, progress, career path, marginal benefits, retirement, marital allocations, and in this regard many surveys have shown that job security acts as a motivating factor for becoming a public servant in an individual organisation. Public Service Motives (PSM) are improving through the practice of working in government organisations, because the government provides workers with opportunities to achieve meaningful public service (Pandey and Stazyk, 2008). This is especially so when employees are engaged in valuable practices such as helping others, serving the public interest, and seeking to accomplish valuable work for the community that provides further opportunities to develop public service motivation over time.

Reasons for the Low Motivation of Public Officials

Studies have shown that the low motivation of public servants is due to several factors, including low salaries, inadequate equipment to accomplish work duties, individual ability, job accomplishment, problem solving, and the development and achievement of goals (UNDP, 2006:45).

1. Internal motivation: refers to engaging in activities that the person enjoys, and which affects their work performance.
2. External motivation: refers to engaging in something in order to receive outputs in exchange for that act.

According to Perry & Wise (1990), public service motives arise from the desire to provide services for the common good. When public sector workers are more interested in subjective aspects it can make them more committed to their work. The majority of scientific studies (Banuri and Keefer, 2013) have shown that individuals who are more motivated to serve others prefer to join public service organisations - particularly services such as health, education, social care - even if the material returns are low, due to their desire for internal moral rewards, and they are consequently more likely to be productive and remain in their jobs (Shim, 2017:3; Mohammed, Flayyih, Mohammed & Abbood, 2019).

Organisations that have an internally motivated workforce are often in a win-win position for both parties, whereby employees derive personal satisfaction and organisations increase their productivity. The studies emphasise the need for the management of organisations to recognise the importance of informing public officials of their importance and their role in improving the organisation's performance. At the same time, they need to provide employees with support by clarifying organisational objectives and providing opportunities for professional growth.

Factors Driving Public Service

One study identified several factors that draw individuals into public service: attraction to public decision-making, commitment to public interest, civic duty. self-sacrifice, empathy and social justice (UNDP, 2006). Another study (Brewer et al., 2000) linked public service motives to;

1. Public interest motives - serving individuals in need
2. Communicative motives - participation in community activities
3. National motives - serving the nation
4. Humanitarian motives - working in humanitarian organisations.

DeHart-Davis (2006) classified the dimensions of public service motivation as being related to: empathy, attraction to policymaking, and commitment to public service. Lee (2011) has identified seven variables for service motivation and its relationship to the career path of public and private sector managers, which includes: retirement plans, opportunity for career development, opportunity to share time and meeting with family, ability to manage the public interest, sense of responsibility, volunteering, and salary. Lee stressed that the dimensions of career advancement opportunities, retirement plans and the ability to serve the public interest were higher for public sector managers while the variables of time sharing, meeting with family and a sense of responsibility are factors which are more present in the private sector. The variable of voluntary participation is more important to non-profit workers (public and voluntary), and these employees are motivated by empathy, a desire for higher career positions in the public sector, and loyalty to the public.

Georgellis, et al. (2011) points out that the motives of service workers vary in different sectors (public or private) according to the personal characteristics of employees and the type of internal and external rewards offered to them. The dimensions of public service do not require that all individuals working in the public sector are at the same level, since there are important differences between individuals depending on their areas of work and their personal characteristics. .Employees of public sector organisations are more jealous than those who work in the private sector. Watson (2013), on the other hand, states that it should not be assumed that all public workers in the public sector are motivated to serve the public interest as they may be motivated by internal and external motives as well.

Strategies for Implementing an Effective Public Service Drive

Paarlberg et al. (2008) confirms the existence of multiple strategies which the management of public organisations can adopt to enhance the motivation of its public servants. This will be

reflected in functionality and hence overall organisational performance. The strategies are as follows:

1. Individual level: To include public service motivation in human resources management applications, i.e. to select public servants based on their level of motivation to serve others.
2. Business level: Seeking to build a clear understanding of the nature and objectives of the business and to employ various means of communication to convey this to individuals.
3. The level of the work environment: creating a supportive and enhanced work environment to drive the service of others in a framework of increasing the flexibility of organisational structures, encouraging cooperative workforce interactions, and helping to create appropriate reward systems for organisational tasks.
4. The level of organisation: To include the concepts of the public service within the strategy and mission of the work of the organisation while working to give value and significance to the activity that reflects the commitment to the motivation of the public service.
5. Community level: Giving a legitimate social formula for public service at the community level within the framework of building partnerships with social institutions, including the values of the public service and helping others. Employing the media to support the status of the public service and make it the subject of social attention.

Methodology

The study of public service motivation is one of the most important scientific research developments of interest in the field of public administration and progress in this field has the potential to achieve positive returns in favour of administrative practice (Ritze, 2016). Studies in this area have repeatedly confirmed the close link between the motives of the public service and the administrative and functional practices of the public service.

The research objectives of this study are to identify the degree of public service motivation among workers in health, education, and social work in public organisations in Iraq, and identify the degree to which the dimensions of public service motivation relate to each other. The study aims to ascertain the differences in public service motivation among workers in the fields of health, education, and social work and in some public service organisations. Furthermore, it focuses on the differences in the motivation of public service workers in the same fields according to the gender variable. The study also identifies the differences in the motivation of public service workers in the fields of health, education, and social work according to the length of service. The sample in the current research was comprised of workers in selected public organisations in Baghdad (health, education, and social work).

The hypotheses to be tested in this study are:

1. First Hypothesis: There are public service motives among workers in the fields of health, education, and social work.
2. Second Hypothesis: The dimensions of public service motivation are linked to positive moral relationships.
3. Third Hypothesis: There are moral differences between the motivation of public service workers (PSM) according to their personal characteristics and the following sub hypotheses emerged from this hypothesis:
A. There are moral differences between (PSM) payers in employees in different fields of work.
B. There are moral differences in public servants' motivation for public service according to gender.
C. There are moral differences in workers' public service motivations (PSM) according to the length of service).

The research community included workers in public service organisations and consisted of 220 respondents. The community sample is as follows: 62 university professor, from the faculty of education for girls, Baghdad University; 92 health service officers, from the Yarmouk Teaching Hospital, Baghdad; 66 social researchers from the Social Protection Authority, Al-Karkh, Baghdad distributed; 75 questionnaires on a deliberate intentional sample of intent recovered, 50 were neglected and five had incomplete answers. The research sample included 45 and (15) questionnaires for each area became validated and internal consistent and the stability of the resolution through the use of The study used a coefficient Alpha Cronbach to analyse the questionnaire, which showed that the resolution stability factor was high, at 0.84. This indicates that the resolution in all its aspects has a high degree of stability and can therefore be adopted in the results. It also showed that honesty is equal to the root of the stability factor, where the resolution is 0.86, a high value indicating the sincerity of the measure. This research seeks to determine the degree of service motivation in public service organisations, and the characteristics of the research sample are overviewed in the following table (1).

Table 1: Search sample properties

Category	Number	Parentage
Gender		
Male	19	42.2%
Female	25	57.7%
Service duration		
1-14	30	66.6%
15-29	15	33.3%
Field		
Education	15	33.3%
Health	15	33.3%
Social service	15	33.3%

Results

The researcher adopted the Perry Scale (Perry, 1997) to measure the motives of public service for employees, which is 32 paragraphs, and includes four dimensions: attraction to public participation in policymaking, commitment to public values, and –empathy and self-sacrifice. This measure has been adopted for the following reasons:

1. Lack of Iraqi measure of motivation on the administrative side
2. Novelty of the scale used

Description of Public Service Motivation

Public service motivation is made up of 32 paragraphs divided into four unequal dimensions: attraction to public participation in policy-making includes 6 paragraphs; commitment to the public interest includes 13 paragraphs divided into two sub-dimensions: public interest values includes 4 paragraphs and general values (9 paragraphs);empathy includes 6 paragraphs and the dimension of the sacrifice includes 7 paragraphs, and included alternatives to the response to (I strongly agree, I agree, not sure, I do not agree, I do not agree strongly). The grades of alternatives have been distributed as follows (1,2,3,4,5).

Translation of the Public Service Motivation Scale

The researcher has translated and localised the measure of public service motivation from English to Arabic, and then retranslated from Arabic to English with the help of several specialists in English and Arabic in the Faculty of Education for Girls.

Honesty of the Scale

The researcher verified the apparent honesty of the scale by presenting it to a committee of specialised experts in order to judge the extent of the representation of the paragraphs of the scale.

Stability of the Scale

To check the stability of the scale, the researcher used the method of half-fragmentation. This method depends on the fragmentation of the test into two parts: individual, double and 16 paragraphs for individual paragraphs, and 16 for the marital paragraphs. Pearson's correlation was used to calculate the coefficient of correlation between the degrees of individual and marital paragraphs which showed a stability coefficient of 0.81. Since the coefficient of correlation was extracted for only half the test, the stability coefficient was corrected by the

Sherman Brown equation. The value of the test stability coefficient 0.89 is a high stability indicator.

Validity of the Scale Paragraphs

To confirm the validity of the paragraphs of the public service rate and its suitability for the members of the sample, the scale was presented to a number of experts and specialists in management and psychology, as shown in appendix 1., We asked them to express their opinions and suggestions of the validity of the paragraphs of the scale and its suitability for the level of the research sample, as well as taking their opinions on alternatives to the answers. After presenting the results of the opinions to the experts, specialists and statisticians, a K-box test was used to determine the significance of the differences at the degree of freedom (1) and the level of significance (0.05). It was concluded that the validity of the paragraphs of the scale were statistically acceptable and showed a 100% agreement ratio, as indicated in Table 2.

Table 2: Shows the opinions of experts in the validity and appropriateness of the paragraphs of the public service motivation1 scale

Paragraph numbers by scale	Chi Square value		No. of specialists		Item numbers	Difference indication
	Calculated	Significance	Agree	Disagree		
significance	0.000	15	0	15	29	
significance	0.001	11,267	1	14	1	15
significance	0.005	9,067	2	13	2	11.20

Analysis of the Results of the Search

The results of the field study conducted by the researcher were analysed. The analysis was conducted using descriptive statistics tools, such as the arithmetic medium, and the standard deviation using the Likert scale (strongly agree =5, agree =4, neutral=3, not agreed =2, strongly not agreed =1). The researcher determined the level of the answers in the light of the mathematical circles by determining their affiliation to a particular category. On this basis the hypothetical arithmetic medium was calculated, and statistical analysis methods were used to determine the standard deviation and the calculated t-value.

Results of the First Goal

In order to achieve the first goal, which aims to identify the degree of public service motivation among workers in the field of education, health and social welfare, the following measures have been carried out: After applying the scale to the research sample and processing the data statistically, the results showed average sample grades and deviations as well as their averages.

The hypothesis is shown in Table 2 and used the t-test for one sample to test the differences between the two mediums. The computational medium of the sample and the hypothetical medium of the scale showed that the calculated t-values were greater than the t-scale value of 1.76 at the level of 0.05 and the degree of freedom of14. This indicates the presence of statistically significant differences between the hypothetical medium and the average sample members and the benefit of the sample members, which indicates that the public service motivation of the workers in the three fields of study is high. This explains Table 4 in relation to the presentation and analysis of descriptive results of dimensions through the presentation of mathematical circles and standard deviations to remove the three study of the public service rate.

Table 3: Indication of the differences between the arithmetic and the hypothetical medium of the research sample (in the areas of education, health, and social service)

Sample	number	Art. mean	Std, deviation	Supposed arith. mean	Calculated t value	Statistical indication
Education	15	143,33	18,83	96	9,73	indicated
health	15	126,46	10,43	96	11,32	indicated
Social service	15	140,86	17,17	96	10,12	indicated

It is clear from Table 4 that most of the correlations between the dimensions of motivation are positive moral relationships with a level of confidence of 0.05. This reflects the fact that the dimensions of motivation are integrated and consistent with each other. As for the discussion regarding the relationships between dimensions and the impulses towards public service, the table above shows that the highest value of the link is between attraction of public participation and empathy. The value of 0.589 is an acceptably positive significance association reflecting the importance of the presence of attraction and a desire for public participation among employees. This is reinforced by the presence of sympathy towards helping others, ensuring that employees provide services that meet the needs and desires of the beneficiaries. The relationship that ranks second in importance is between commitment to public interest and empathy, as it reached 0.567 which is an acceptable significance link. The role of empathy in enhancing the commitment of employees is in terms of the internal environment on the one hand and the external environment on the other.

Results of the Second Goal

It is clear from Table 4 that most of the correlations between the dimensions of motivation are positive moral relationships with a level of confidence of 0.05. This shows that the dimensions of motivation are integrated and consistent with each other. As for the discussion of the relationships of the dimensions regarding the impulse towards service, the table above shows

that the highest value of the link is between attraction of public participation and empathy. This amounted to 0.589 which is an acceptably positive moral association reflecting the importance of the presence of attraction and a desire for public participation among employees. This is reinforced by the presence of sympathy for helping others, ensuring that employees provide services that meet the needs and desires of the beneficiaries. The relationship that ranks second in importance is between commitment to public interest and empathy (0.567) which is an acceptable moral link and reflects the result of the role of empathy in enhancing the commitment of employees in providing good services in terms of the internal environment, on the one hand, and the external environment, on the other. From the table above, it is clear that the lowest correlation is between empathy and altruism at 0.349, which is relatively weak but morally positive at a level of 0.05. It is also clear from the table that the values of the correlation coefficients between motivation and its sub-dimensions are separate and moral, which confirms the harmony and coherence of these dimensions. These findings confirm the validity of the first hypothesis that the dimensions of public service motivation are linked to moral relations.

Table 4: Correlation matrix dimensions of public service motivation

Commitment toward public benefitX1		Commitment toward public benefitX2	SympathyX3	Altruism X2	Motivation
Attraction to public participation	4	0 .484 **	0 .589**	0.480 **	0.759**
Commitment toward public benefit			0.567**	0.398 **	0.732**
Sympathy				0.349 **	0.741**
Altruism					0.784 **

From the table above, it is clear that the lowest correlation is between empathy and altruism at 0.349, which is relatively weak but significantly positive at a level of 0.05. It is also clear from the table that the values of the correlation coefficients between motivation and its sub-dimensions are separate and significant and confirm the harmony and coherence of these dimensions. These findings confirm the validity of the first hypothesis that the dimensions of public service motivation are linked to moral relations.

Results of the Third Goal

The first sub-objective was to identify the reality of the differences in the public service motivation of workers in the fields of health, education and social work. For the purpose of achieving this, the analysis of the disparity was used in the three fields of study as shown in Table 6.

Table 5: Results of the inequality analysis of the public service payers of workers,

Variance source	Freedom degree	F	Significance
830.05	2	53.65	Significant
15.47	42		

The previous table shows that the calculated F value was 53.65 which is higher than the scheduled value of 3.15 at the level of 0.05 and the degree of freedom of 2, 42. This means that there are differences between the three totals in the public service drive and differences between the three totals (L.S.D.) are shown in the Table 7. It is clear from Table 7 that the calculated value of Chevy at the second group (education) of 16.87 is greater than its scheduled value of 6.44 at the freedom grades 42.2 and the level of significance of 0.05. This means that the difference between the groups is in favour of the second group (education) because of its large arithmetic medium.

Table 6: Results of differences in calculation scoring circles (L.S.D) between variables

Sample		health	education	Social work
Arithmetic mean		126,46	143,33	140,86
health	126,46	-	16,87-	14,4-
education	143,33	16,87	-	2,47
Social work	140,86	14,4	2,47-	-

Identify differences in the public service motivation of employees according to the gender variable.

To identify the differences between the average male and female in the public service motivation of workers according to the gender variable the t-test was used for two independent samples, if it was found that there were statistically significant differences between them in favour of females. The calculated t-value of 2,491 is greater than the t-scale value of 2 at a degree of freedom of 43 and a level of significance of 0.05, as shown in Table 8.

Table 7: Indication of differences in public service motivation according to gender variables

Variable	Gender	Number	Arithmetic mean	Std. deviation	T value		Statistical significance
Public service motivation	male	19	129,05	129,05	calculated	tabulated	Significant
	female	26	141,57	141,57	2,49	2	

Differences in the Public Service Motivation of Employees Depending on Length of Service

To identify the differences in the public service motivation of the employees according to the change of service duration (1-14 years, 15-29 years) a t-test was used for two independent samples. The results showed that there were no statistically significant differences between them. The t-value was 0,455 which is smaller than the t-table value for two adults at a degree of freedom of 43 and an indication level of 0.05, as shown in Table 8.

Discussion

The results of the differences between the average male and female in the public service drive of workers according to the gender variable showed statistically significant differences between the motivations of workers in the three areas in favour of females. As shown in Table 5, the calculated t-value of 2,491 is greater than the t-scale value of 2 at the degree of freedom of 43 with the level of significance of 0.05. This study is consistent with research conducted by Bright (2005) 2006) and DeHart-Davis (2006) who showed that PSM differs by gender and in favour of females. The results of this study differ from research conducted by Perry (1997) who scored high points in favour of males and Camilleri (2009) who found that personal qualities such as gender and age have no effect on the development of PSM among workers in Malta.

The results of the differences in the public service rate of workers according to the change of service duration showed no statistically significant differences. The calculated t-value of 0,455 was smaller than the t-value shown in Table 2 at the degree of freedom of 43 and a level of significance 0.05, as shown in Table 8. This study is consistent with Bright (2005) and disagreed with Moynihan and Pandey (2008) who concluded that length of service did not affect the increase in PSM in employees.

Table 8: Indication of differences in public service motivation depending on the change in length of service

Variable	Gender	Number	Arithmetic mean	Std. deviation	T value		Statistical significance
Public service motivation	male	15	132.8	15.57	calculated	tabulated	Non-Significant
					0.455	**2**	
	female	30	140	15.5			

Conclusion

Public service wages are a key factor in the effectiveness of the public service sector, since this sector is the main pillar in achieving development, as well as being a key pillar for achieving effective reforms. The internal desire of employees and the motivation of the public service is the best tool for achieving these reforms. The actual reality in many developing countries, particularly Iraq, shows a decline in the motivation of employees in the public service. The majority of public organisations suffer from the problem of reduced employee motivation towards work for multiple organisational, environmental and social reasons as a result of imbalances in the social fabric. Due to the political, economic and social transformations that have taken place in society, these are becoming personally driven. However, there are still others who are working hard to accomplish their careers in service of the common good, because of their internal motivation to help others. The dimensions of public service motivation do not require that all public servants in the public sector have the same level of motivation, as there is a significant difference between individuals depending on the area of work. PSM may also vary depending on personal characteristics (gender, age, and length of service).

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