

Public Service Motivation Among the Civil Servants in Thimphu

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ABSTRACT

Public service motivation (PSM) is a relatively new concept in motivational approaches, generally defined the inner drive in the individual to contribute to society, supported by their beliefs, values, and attitudes, which transcend self-interest for the public good. This research assesses the level of public service motivation among employees of the Bhutanese Civil Service. Conducted in Thimphu, the study sampled 383 respondents from the 8,546 civil servants working in the capital city, representing approximately 30% of the total civil service workforce. When examining civil servants' motivations for joining the service, it is disheartening to find that only 27.75% expressed a desire to serve the nation and society, while other reasons were more aligned with personal goals such as job security, capacity development, earnings, networking, and social status. However, when assessing civil servants' values, beliefs, and attitudes using structured PSM instruments, respondents generally agreed (though not strongly) that they are committed to contributing to the public good regardless of their diverse reasons for joining the civil service. Traditional approaches to motivation are becoming outdated, evidenced by increasing

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attrition among civil servants. PSM offers a potential solution by reigniting employees' inner motivational drive and providing a platform where passion can align with public purpose. However, achieving this requires serious introspection by both employers and employees, viewing their jobs as a calling rather than merely completing tasks and prioritizing personal goals.

INTRODUCTION

Public service motivation is a concept that focuses on an individual's motivation to contribute to the society and engage in actions that benefit others. It emerged as a domain of study in public administration and public management during the 1990s (Vandenabeele & Schott, 2020). Among other motivation theories and practices, public service motivation has garnered significant attention from researchers in the recent years (Ritz, Brewer, & Neumann, 2016).

Bhutan is guided by its philosophy of Gross National Happiness which permeates in every development policy and programme of the country. As a developing country, public sector in Bhutan plays a pivotal role in the formulation of plans and programmes besides ensuring their effective implementation, monitoring and evaluation. Public sector in Bhutan originated with the introduction of the dual system of government in the seventeenth century which got revitalized exponentially in terms of its coverage and scope with the institutionalization of the monarchy in 1907. The successive monarchs of Bhutan have worked tirelessly for the welfare of the Bhutanese people besides guarding the security and sovereignty of the nation. People look upon our monarchs as the embodiment of the public trust whose vision for the country epitomises peace and happiness to the people.

The public sector in Bhutan comprises of the three branches of government: the executive, legislature and judiciary, the

constitutional bodies, and the defence. The legislative branch (Parliament) comprises of the Druk Gyalpo (His Majesty the King), the National Assembly and the National Council. The executive branch includes the Lhengye Zhungtshog (cabinet), nine ministries, autonomous bodies, twenty dzongkhags, four thromdes (municipalities) and 205 gewogs (blocks). The judiciary covers the supreme court, high court, dzongkhag courts and dungkhag courts. Approximately, a total of 53,708 are employed in the public sector institutions of Bhutan which includes the elected members of the parliament and employees working in the constitutional bodies, judiciary, royal monetary authority of Bhutan, local government, community centres, state owned enterprises, Druk Holding Investment (DHI) and companies, royal university of Bhutan, and civil service)- (National Statistical Bureau, 2023).

Amongst the public institutions, the Royal Civil Service Commission is the biggest employer with a total staff strength of 28,406 civil servants (Royal Civil Service Commission, 2023). As one of the key institutions of the State, civil service has always played critical role in implementing the government policies and programmes and providing services to the people. Although the civil service desires to keep a small, compact and efficient civil service, its size has been bloating overs the years. The ratio of civil service to population is 1:27 (Royal Civil Service Commission, 2023) which is seen not favourable. Approximately, 40% of country's annual budget is spent on the employees pay, emoluments and other benefits. In spite of a luxurious ratio of civil service to population and a significant chunk of budget spent for the benefits of the civil servants, there are at times issues being raised related to civil servants' lack of professionalism, lapses in duties, and absence of accountability. While most of the educated lots in Bhutan prefer joining the civil service, however, one would wonder what drives them to do so? How committed are those joining the civil service to serve the public cause and the national interest or are the reasons

for joining the civil service emanating only for meeting one's personal goals?

While it would be perhaps awkward to raise the motivation issue of civil servants in Bhutan since they have always played critical role in the development process of the country, however, it is important to understand the nature and level of their motivation. The other reason why we are exploring the new approach of motivation (i.e PSM) is due to the fact that the traditional approaches to motivation is proving inadequate in the today's context of new generation of workforce and globalization. The traditional approach to motivation relied heavily on the "push" and "pull" factors which means getting things done through external pressures, e.g., fear, scolding, etc (push factors) or through rewards and recognition (pull factors). However, both these approaches are not considered sustainable approach to motivation because people will work either due to fears or as long as there are financial incentives or other external factors associated with the jobs. Public service motivation on the other hand is associated with one's inner drive and commitment to serve the public interest. Therefore, this study intends to explore the level of public service motivation (PSM) among the civil servants in Bhutan. This research is driven mainly by two research questions: (i) why are people interested to join or work in the Bhutanese civil service? Are these drives linked to public service motivation (PSM) or attributed to other factors? and (ii) does PSM among the civil servants differ in terms of age, gender, education level, and job experience?

Understanding PSM among the people working in the civil service will throw immense light in terms of how committed are they to serve the greater cause of the public which is critical in discharging one's duties public institutions. This could also help us to revisit and identify lacunae (if any) in our prevailing policies and practices in the areas of recruitment and selection of the candidates, onboarding, retention of talents, coaching and mentoring, career development

and other related personnel matters. While a few research studies have been carried out in Bhutan on the general motivation of civil servants including the motivation among teachers, younger civil servants and other categories of employees, however, such research works are associated mostly with extrinsic motivation eg. pay, perks, privileges, facilities, supervision, work environment, etc but none of them have explored in understanding the PSM among the employees. This research has the potential to contribute to the field of research by shedding light on the factors that urges individuals towards public service engagement.

LITERATURE REVIEW

Rainey (1982) was the first person to coin the term public service motivation (PSM). Later, Perry and Wise defined PSM in detail as 'the individual predisposition to respond to motives primarily or uniquely found in public institutions' (1990). Their definition focuses on the actions in the public sector that are intended to do good to others and is also closely related to concepts such as pro-social behaviour and altruism. The former means an act that is intended to benefit one or more people other than oneself (Batson & Powell, 2003), while altruism means 'motivation with the ultimate goal of increasing another's welfare' (Batson, 2010, p.16).

Perry was the first to define PSM. Further, this concept is redefined by many other authors (Brewer & Selden, 1998; Rainey & Steinbauer, 1999; Vandenabeele, 2007). All these definitions are related to doing good to the society and self-sacrifice. PSM is the 'belief, values, 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).

There is an increasing argument regarding whether PSM is a part of intrinsic motivation, pro-social behaviour, or a completely

different concept. PSM is referred to as a specific subtype of intrinsic motivation in the public sector which however may go beyond the public sector (Perry & Hondeghem, 2008).

However, looking at the definition of intrinsic motivation which means 'doing of an activity for its inherent satisfaction rather than for some separable consequence' (Deci & Ryan, n.d.), it is neither a replacement of PSM nor a component of it (Neumann & Ritz, 2015). PSM, instead, is seen as pro-social in nature after looking at the definition developed by Brewer and Selden (1998); Rainey and Steinbauer (1999), and Vandenbeelee (2007). One cannot equate PSM with pro-social because the former focuses on unidentified beneficiaries (e.g. society) as supported by its definition (Brewer & Selden, 1998; Rainey & Steinbauer, 1999; Vandenbeelee, 2007) whereas the latter focuses on both identified and unidentified beneficiaries as the beneficiaries of pro-social motivation varies from individuals, groups or larger collectives (Grant & Berg, 2011).

Since the importance of PSM was growing in public administration and public management, initially four dimensions of PSM were developed for its measurement by Perry (1996). The four dimensions are: (i) an attraction to policymaking – the extent one likes to participate in policy decisions, (ii) commitment to public interest – how committed an individual is for the good of common people and one's own sense of duty; (iii) compassion – the extent one empathises with less privileged people; and (iv) self-sacrifice – to what extent an individual is willing to sacrifice one's own interests to benefit others.

PSM among the employees varies in terms of age, education level, and gender. Therefore, in research, it is observed that the inclusion of socio-demographic characteristics is common as antecedents of PSM (Pandey & Stazyk, 2008). Pandey and Stazyk (2008) viewed that the growing concern for society and desire to have a beneficial impact on society as people age may be the cause of the positive

effects of aging on PSM. The same result was found in the study conducted in Kazakhstan. Those employees aged 39 and below scored slightly lower in PSM than those employees aged 40 and above. Similarly, the beneficial effects of education on PSM may be attributable to the social function that education plays in shaping personal views and imparting civic virtues (Pandey & Stazyk, 2008). For example, in the study conducted in Kazakhstan, it was found that those employees in the public sectors holding Master's Degrees and Ph.D. scored higher in PSM than those holding Diploma and Bachelor's Degrees (Wal & Mussagulova, 2017). The level of PSM also varies in terms of gender. It is also observed that women score more in the compassion dimension as compared to men while men score relatively higher than women in other dimensions (Pandey & Stazyk, 2008). Similarly, even in the study conducted for the employees working in the public sectors of Kazakhstan, the same result was found (Wal & Mussagulova, 2017). On the other hand, a study conducted by Bright (2005) showed that women scored higher on all the dimensions of PSM while a study carried out by Vandenabeele (2011) showed that men scored higher on all the dimensions of PSM.

It is generally believed that people with high PSM are more likely than others to join the public sector (Perry & Wise, 1990). However, some research shows that people also join the public sector due to intrinsic and extrinsic motivation. Intrinsic motivation is defined as 'the doing of an activity for its inherent satisfaction rather than for some separable consequence' (Deci & Ryan, n.d. p.56). When someone is intrinsically motivated, they act out of pleasure rather than in response to pressure or extrinsic rewards (Deci & Ryan, n.d.). Therefore, a person's decision to join the public sector may be driven by intrinsic drive in the sense that the individual enjoys the work although it may not be linked to the public interest. Employees working in the public sector have relatively higher intrinsic motivation than employees working in the private sector (Liu, Du, Wen & Bo, 2012).

According to Deci and Ryan (1985), extrinsic motivation is the desire to carry out an action that is motivated by external forces and yields rewards from outside sources. Such sources include salary, pension system, job security, advancement opportunity, social status, work-life balance, etc. For instance, the public sector offers strong job security, a promising future, good pension, protection from ejection, and a stable wage, and therefore individuals' motivation to work may be driven in the hope of getting such rewards and incentives (Buelens & Broeck, 2007; French & Emerson, 2014).

According to Perry and Hondeghem (2008), the public sector has long offered several extrinsic motivators like career and growth opportunities, a pension plan, and security tenure that may have attracted individuals to work there. Furthermore, 'quality of life' is also identified as an attraction in the public sector (Vandenabeele, 2008). According to a study conducted by Liu and Tang (2011), the main motivator for entering the public service in the Chinese public sector is a strong extrinsic component called "passion for money."

Conceptual Framework

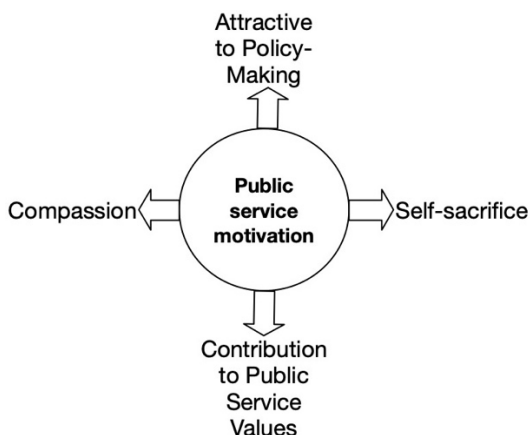
This research study is based on the four dimensions of Public Service Motivation as depicted in the diagram below (Perry, 1996).

- (i) Attraction to policy-making measures the rationale motives behind the satisfaction acquired from affecting targeted policy change.
- (ii) Commitment to public interest measures how devoted and engaged is an individual towards serving the government and community.
- (iii) Self-sacrifice measures an individual's willingness to forgo personal desires for the well-being of society.

(iv) Compassion measures the empathy an individual has towards society or less privileged sections of the society.

Figure 1

Conceptual framework



METHODOLOGY

The research employed a quantitative approach using questionnaires as the data collection instrument. The questionnaire consisted of a combination of open-ended and closed-ended questions. To ensure its effectiveness, a pilot test was conducted with a small group of participants (5 males, 5 females), and the questionnaire was modified based on their feedback. Based on the feedback from the pilot testing, the questionnaires were revised by avoiding the vague areas in the questions, deleting the repeated items and by simplifying the questions so that the respondents would not have difficulty in answering them.

The study specifically focused on civil servants working in Thimphu, the capital city of Bhutan. Thimphu was selected for the study since it has the highest number of civil servants compared to

other Dzongkhags (districts). According to the Royal Civil Service Commission, there were a total of 8,546 civil servants in Thimphu as of September 2022. Data were collected from a sample size of 383 individuals, determined using the Taro Yamane method

$$n = N / (1 + N (e)^2)$$

Where:

n= Sample size

N= Population under study

e= Margin error

$$n = 8546 / (1 + 8546(0.05^2))$$

$$\approx 383$$

The data were collected from public sector institutions including the ministries and autonomous agencies. Specifically, it covered the Ministry of Agriculture and Forest (MoAF), Ministry of Economic Affairs (MoEA), Ministry of Education (MoE), Ministry of Finance (MoF), Ministry of Foreign Affairs (MFA), Ministry of Health (MoH), Ministry of Home and Cultural Affairs (MoHCA), Ministry of Labour and Human Resources (MoLHR), Ministry of Information and Communications (MoIC), Ministry of Works and Human Settlement (MoWHS), Gross National Happiness Commission (GNHC), National Land Commission (NLC), National Environment Commission (NEC), Royal Civil Service Commission (RCSC), and Royal Institute of Management (RIM). Stratified random sampling was employed to obtain samples from each ministry/agency, using the proportionate stratified random sampling formula: (sample size / population size) x stratum size. Based on this formula, data were collected from 66 samples from MoAF, 36 from MoEA, 23 from MoE, 48 from MoF, 12 from MFA, 48 from MoH, 31 from MoHCA, 20 from MoIC, 29 from MoWHS,

7 from GNHC, 23 from NLC, 5 from NEC, 10 from RCSC, and 7 from RIM. A simple random sampling method was then employed to collect data from the samples within each stratum.

The questionnaire comprised of five sections. The first section targeted at obtaining information on the respondents' profiles, while the second section focused on their reasons for joining the civil service. The third section examined public service motivation in terms of its four dimensions: (i) attraction to policy-making, (ii) commitment to public interest, (iii) self-sacrifice, and (iv) compassion. To measure the respondents' public service motivation (PSM), the study utilized Perry's (1996) measurement scale on a 5-point Likert scale ranging from "strongly disagree" to "strongly agree," which had previously been used in a study conducted in Kazakhstan (Wal & Mussagulova, 2017). The fourth section studied intrinsic and extrinsic motivation. To measure intrinsic motivation, the same measurement scale adopted for the study conducted in Kazakhstan on a 5-point Likert scale was used (Wal & Mussagulova, 2017). For the measurement of extrinsic motivation, the measurement scale from various sources on a 5-point Likert scale was used (strongly disagree to strongly agree) was used (Mafini & Dlodlo, 2014; Baozeman & Murdock, 2007; Park & Word, 2012).

Primary data were collected from civil servants working in Thimphu using a structured google form questionnaire, comprising of the five sections. The google forms were sent to the Human Resource Officers (HROs), who assisted the authors in distributing them to the employees within their respective agencies. Some HROs also provided personal email IDs of employees, and the google form was sent directly to their personal email addresses. Data were analysed using SPSS version 25 and were analysed using descriptive statistics like percentage, mean, and frequency.

RESULTS AND DISCUSSIONS

The data collection process successfully gathered responses from the entire sample of participants. Table 1 provides an overview of the sample characteristics. Among the respondents, 70.5% (n=270) identified as males while the remaining participants were females. The age range of the respondents varied from 21 years to 50 years and above.

Table 1

Respondents' profile

Variables	Categories	n	%
Gender	Male	270	70.5
	Female	113	29.5
Age	21 to 30 years	101	26.4
	31 to 40 years	152	39.7
	41 to 50 years	94	24.5
	Above 50 years	36	9.4
	Master's degree	122	31.9
Educational level	Postgraduate Diploma	15	3.9
	Bachelor's degree	149	38.9
	Diploma	76	19.8
	Class 12	15	3.9
	Class 10	6	1.6
Years in service	10 years and below	165	43.2
	11 to 20 years	138	36.0
	21 to 30 years	66	17.2
	Above 30 years	14	3.6

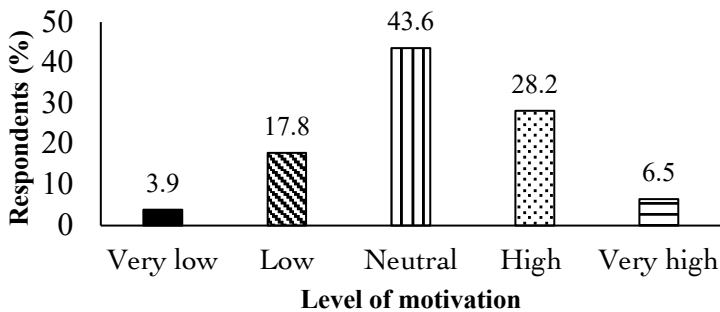
The majority of respondents (n=149) held a Bachelor's degree, followed by those with a Master's degree (n=122). In terms of years of service in the civil service, the highest number of respondents

(n=165) reported serving for 10 years or less, while the smallest number of respondents (n=14) reported having served for 30 years.

To gauge the overall level of motivation among the respondents, they were asked to rate their motivation on a 5-point Likert scale, where 1 represents very low and 5 very high motivation. The results are presented in Figure 2.

Figure 2

Level of motivation among civil servants (in general)



Among the respondents, 34.7 percent indicated a high to very high level of motivation. Additionally, 43.6 percent of the respondents expressed neutrality, indicating that they neither felt motivated nor demotivated. On the other hand, 21.7 percent of the respondents reported a low to very low level of motivation. These findings revealed an overview of the current motivation level among the respondents. However, these figures do not tell the audience on the reasons for experiencing high, low or neutral level of motivation.

Civil service in Bhutan is the biggest employer among other public service institutions and is a known fact that prospective young people including the graduates prefer to join the civil service. However, no study is undertaken yet in Bhutan in terms of why

people prefer to join the civil service organizations. Therefore, as a part of this study, the respondents were asked to give their reasons for joining the civil service. Table 2 presents the findings regarding their responses.

Table 2

Reasons for joining civil service

Reasons for joining civil service	n	% Response
1. I joined public service for a stable, secure, and promising future.	2 8 4	33.70
2. I joined public service to make a contribution to important decisions.	2 1 1	25.00
3. I joined public service for a chance to learn new things.	1 5 3	18.10
4. I joined public service to increase my opportunities for earning.	8 6	10.20
5. I joined public service to build a strong network of connections.	4 3	5.10
6. I joined public service for high prestige and social status.	4 0	4.74
7. I joined public service to serve the country and its people.	2 3	2.73
8. I joined public service due to family pressure.	3	0.36

Notably, 33.7 percent of the respondents stated that they joined the civil service for the purpose of having a stable, secure, and promising future for them; 25 percent mentioned that they joined the civil service to contribute to important decisions; 18 percent cited the opportunity to learn new things; 10.2 percent expressed a desire to increase earning opportunities; 5.10 percent intended to

build a strong network of connections, 4.74 percent sought high prestige and social status, 2.73 percent joined to serve the country and its people, and a minimal percentage of 0.36 percent indicated that they joined the civil service due to family pressure. These findings answer one of the research questions (Research question 1), which investigates whether Bhutanese individuals are attracted to join the civil service due to public service motivation (PSM) or other motivational factors. From the reasons given by the respondents, only 27.75 percent (sum of percentage findings of SL 2 and 7 under Table 2) of their expressions are related directly to public service motivation while the other remaining reasons (72.27%) are associated with extrinsic motivation.

The above findings are consistent with the research conducted by Wal and Mussagulova (2017) in Kazakhstan, where similar reasons were identified for joining the public service. In the same way, studies conducted in Pakistan also shared similar results where majority of respondents placed greater importance on the opportunity to learn new things, followed by seeking a stable, secure, and promising future (Wal & Mussagulova, 2017).

Findings on the key dimensions of public service motivation

This section presents and analyses the key findings under the four key dimensions of PSM – PSM Dimension 1: Attraction to policy-making, PSM Dimension 2: Commitment to public interest, PSM Dimension 3: Self-sacrifice, and PSM Dimension 4: Compassion. Further, these findings are analysed based on four variables: gender, age, educational qualification, and level of experience of the civil servants.

PSM Dimension 1: Attraction to Policy Making

This dimension of PSM explores the motivation of the civil servants to contribute to policy-making. Table 4 presents the mean scores

obtained from the respondents for various items related to policy-making. The findings indicate that the respondents are greatly driven by their desire to create beneficial programmes for the country or community besides deriving satisfaction from witnessing the positive impact of public programmes in which they have been actively involved. These findings are consistent with the research conducted in Pakistan, where similar views were reported by the respondents (Wal & Mussagulova, 2017).

Table 4

PSM dimension 1: Attraction to policy-making

Statements	Mean scores	SD
I'm interested in making public programs that are beneficial for my country or the community I belong to.	4.34	0.80
Sharing my views on public policies with others is attractive to me.	3.73	0.86
I get a lot of satisfaction from seeing individuals benefit from the public programs I was involved in.	4.34	0.87
Ethical behaviour of public officials is as important as their competence.	3.76	1.8
Average mean score	4.04	

The mean scores obtained in the first dimension of PSM were further analysed based on gender, age, educational qualification, and level of experience to gain deeper insights into this dimension (as presented in Table 5). The results revealed that females scored slightly higher (mean score: 4.07) compared to males (mean score: 4.03) in terms of their motivation to contribute to policy-making. Similarly, respondents aged 40 years and below scored higher than those above 40 years of age. Respondents with a Bachelor's degree and above achieved a higher mean score (4.46) compared to non-degree holders (3.86). Furthermore, respondents with 10 years of

experience or less demonstrated higher motivation (mean score: 4.14) in policy-making compared to those with more than 10 years of experience (mean score: 4.04). These findings indicated that younger civil servants, females, and those with higher educational qualifications with lesser experience exhibit a greater motivation to contribute to public policy.

Table 5

PSM Dimension 1: Attraction to policy-making in terms of gender, age, educational qualification and level of experience.

Variables	Categories	Mean scores	SD
Gender	Male	4.03	0.91
	Female	4.07	0.83
Age	40 years and below	4.08	0.86
	Above 40 years	3.99	0.93
Educational qualification	Non-degree holders	3.68	0.95
	Bachelor's degree and above	4.46	0.85
Level of experience	10 years and below	4.14	0.82
	Above 10 years	4.01	0.93

The finding related to gender aligns with the existing literature by Bright (2005), where females scored higher than males in this dimension of PSM. However, it contradicts the research conducted in Kazakhstan, where males scored higher than females (Wal & Mussagulova, 2017). The finding regarding age is consistent with the research conducted in Kazakhstan, where younger public servants scored higher than older ones (Wal & Mussagulova, 2017). Similarly, the finding on educational qualification is supported by the research in Kazakhstan, where respondents holding a Master's degree scored the highest (Wal & Mussagulova, 2017). However,

the finding related to experience level differed from the findings in Kazakhstan, where respondents with more than 10 years of experience scored the highest (Wal & Mussagulova, 2017).

PSM Dimension 2: Commitment to public interest

The second dimension of PSM - commitment to public interest measures how devoted and engaged is an individual towards serving the government and community. Table 6 presents the mean scores obtained from the respondents on various aspects of commitment to the public interest. The findings indicate that the respondents highly prioritize public service as their civic duty (mean score: 4.52). They also express a strong preference for making decisions that benefit the community, even if it may harm their individual interests (mean score: 4.3). These results differ from the data collected in Pakistan and Kazakhstan (Wal & Mussagulova, 2017), where the respondents placed a higher value on meaningful public service compared to other variables. Such variations could be attributed to the differences in cultural, social, and contextual factors.

Table 6

PSM Dimension 2: Commitment to public interest

Statements	Mean scores	SD
I unselfishly contribute to my community.	4.24	0.80
Meaningful public service is very important to me.	3.55	1.91
I would prefer seeing public officials do what is best for the community, even if it harms my interests.	4.30	0.75
I consider public service my civic duty.	4.52	0.70
Average mean score	4.15	

The mean scores of the commitment to public interest were compared based on gender, age, educational qualification, and level of experience as shown in Table 7.

Table 7

PSM Dimension 2: Commitment to public interest in terms of gender, age, educational qualification and level of experience

Variables	Categories	Mean scores	SD
Gender	Male	4.18	0.84
	Female	4.10	0.77
Age	40 years and below	4.09	0.8
	Above 40 years	3.99	0.85
Educational qualification	Non-degree holder	4.06	0.85
	Bachelor's degree and above	4.23	0.81
Level of experience	10 years and below	4.11	0.78
	Above 10 years	4.26	0.84

The results indicate that male respondents scored slightly higher (mean score: 4.18) than the female respondents (mean score: 4.10) in terms of their commitment to public interest. Similarly, respondents aged 40 years and below (mean score: 4.09) and those holding a Bachelor's degree and above (mean score: 4.23) exhibited a higher level of commitment to public interest compared to respondents above 40 years of age (mean score: 3.99) and non-degree holders (mean score: 4.06), respectively. Additionally, respondents with more than 10 years of experience (mean score: 4.26) scored higher than those with 10 years of experience and below (mean score: 4.11) in terms of commitment to public interest.

The finding regarding gender aligns with the research conducted in Kazakhstan, which reported similar results (Wal & Mussagulova, 2017). However, the findings related to age, educational qualification, and level of experience contradict the findings from Kazakhstan, where older individuals, non-degree holders, and those with lower levels of experience scored higher (Wal & Mussagulova, 2017). These variations in the findings between Bhutan and other countries is attributed to the influence of cultural, social, and contextual factors.

PSM Dimension 3: Self-Sacrifice

The third dimension of PSM – self-sacrifice measures individual’s willingness to forgo personal desires for the well-being and betterment of society/community. The average mean scores obtained on various aspects of this dimension are presented in Table 8. The highest mean score observed under this dimension is the willingness to work for a larger cause (mean score: 4.21) followed by the feeling of giving back to society more than they receive (mean score: 4.13), and a sense of serving citizens even without monetary compensation (mean score: 4.00).

Table 8

PSM Dimension 3: Self-sacrifice

Statements	Mean scores	SD
Much of what I do is for a cause bigger than myself.	4.21	0.74
Serving citizens would give me a good feeling even if no one paid me for it.	4.00	0.90
I feel people should give back to society more than they get from it.	4.13	0.82
I am prepared to make enormous sacrifices for the good of society.	3.84	0.78

It is definitely more important to me to do good deeds than doing well financially.	3.58	0.90
Making a difference in society means more to me than personal achievements.	3.99	0.81
Average mean score	3.96	

These results are consistent with the findings from Kazakhstan and Pakistan, where respondents expressed a strong inclination towards self-sacrifice for the benefit of society (Wal & Mussagulova, 2017). The alignment of findings across different societies indicates the presence of a universal element in the perception of self-sacrifice among public servants.

Table 9 provides a comparison of mean scores of the self-sacrifice based on gender, age, educational qualification, and level of experience.

Table 9

PSM Dimension 3: Self-sacrifice in terms of gender, age, educational qualification, and level of experience

Variable	Category	Mean score	SD
Gender	Male	3.89	0.56
	Female	3.73	0.50
Age	40 years and below	3.78	0.50
	Above 40 years	3.92	0.62
Educational qualification	Non-degree holders	3.97	0.58
	Bachelor's degree and above	3.81	0.54
Level of experience	10 years and below	3.78	0.50
	Above 10 years	3.90	0.58

The findings indicated that male respondents (mean score: 3.89) and respondents above 40 years of age (mean score: 3.92) scored higher in this dimension compared to female respondents (mean score: 3.73) and respondents aged 40 years and below (mean score: 3.78). Moreover, non-degree holders (mean score: 3.97) and those with more than 10 years of experience (mean score: 3.90) demonstrated higher levels of self-sacrifice compared to respondents with a Bachelor's degree and above (mean score: 3.81) and those with 10 years of experience and below (mean score: 3.78).

The finding related to gender contradicts with the study carried out by Wal and Mussagulova (2017) but is supported by Vandenaabee's research (2011). On the other hand, the results concerning age and experience level align with studies conducted in Kazakhstan and Pakistan which showed that individuals tend to exhibit higher self-sacrifice as they grow older and gain more experience (Wal & Mussagulova, 2017). Furthermore, the results regarding educational qualification are consistent with the study conducted in Kazakhstan, where respondents with lower levels of qualification scored higher in terms of self-sacrifice (Wal & Mussagulova, 2017). These findings suggest that factors such as gender, age, educational qualification, and experience can influence individuals' levels of self-sacrifice in the context of public service.

PSM Dimension 4: Compassion

Compassion measures the empathy and emotional feeling an individual has towards society or less privileged sections of the society. In fact, compassion is integral value of Gross National Happiness which is the Bhutan's developmental philosophy. Table 10 shows the respondents' mean scores on numerous aspects of the compassion. Among all the variables related to this dimension, the highest mean score is seeing to the welfare of others (4.19) followed by sense of being dependent on one another (4.14), the plight of the unprivileged (4.01) and then the difficulty in seeing the people who

are in distress (3.89). The same nature of finding is reported in the study conducted in Pakistan (Wal & Mussagulova, 2017).

Table 10

PSM Dimension 4: Compassion

Statement	Mean score	SD
It is difficult for me to contain my feelings when I see people in distress.	3.89	0.74
I am often moved by the plight of the underprivileged.	4.01	0.80
I am often reminded by daily events about how dependent we are on one another.	4.14	0.76
To me, patriotism includes seeing to the welfare of others.	4.19	0.80
Average mean score	4.05	

Table 11 presents a comparison of the level of compassion among respondents based on gender, age, educational qualification, and level of experience. The findings indicate that female respondents (mean score: 4.06) and respondents above 40 years of age (mean score: 4.13) demonstrate higher levels of compassion compared to male respondents (mean score: 4.05) and respondents aged 40 years and below (mean score: 4.03), respectively. Similarly, respondents with a Bachelor’s degree and above (mean score: 4.14) and those with more than 10 years of experience (mean score: 4.13) indicated higher levels of compassion than non-degree holders (mean score: 4.04) and respondents with 10 years of experience and below (mean score: 4.01), respectively.

The finding related to gender is consistent with existing literature that indicates females exhibit higher levels of compassion compared to males (Wal & Mussagulova, 2017; Pandey & Stazyk, 2008). Additionally, the findings concerning age, educational qualification,

and level of experience align with research conducted in both Kazakhstan and Pakistan, suggesting that these factors contribute to higher level of compassion among respondents (Wal & Mussagulova, 2017).

Table 11

PSM Dimension 4: Compassion in terms of gender, age, educational qualification, and level of experience

Variables	Categories	Mean scores	SD
Gender	Male	4.05	0.64
	Female	4.06	0.56
Age	40 years and below	4.03	0.58
	Above 40 years	4.13	0.67
Educational qualification	Non-degree holders	4.04	0.65
	Bachelor's degree and above	4.14	0.60
Level of experience	10 years and below	4.01	0.52
	Above 10 years	4.13	0.67

Based on the overall analysis on the motivational drive of the civil servants in terms of the four dimensions of PSM, it can be summarised that they do share high values, beliefs and attitudes towards public cause. Furthermore, the survey results reveal that male civil servants do have a higher level of public service motivation compared to their female counterparts. Similarly, civil servants in higher age groups and those with more job experience tend to exhibit higher levels of public service motivation. Additionally, civil servants holding Bachelor's degrees and above show higher levels of public service motivation as compared to others.

Public service motivation among civil servants vis-à-vis their intrinsic and extrinsic motivation

While the primary focus of the study is on public service motivation (PSM), however, data were collected and analysed on the intrinsic and extrinsic motivation as well in order to compare the perceived importance of PSM attached by the respondents vis-à-vis their intrinsic and extrinsic motivation level. Table 3 compares the average mean scores of the PSM against the intrinsic and extrinsic motivation. The findings reveal that the respondents exhibited higher levels of PSM (4.02) as compared to their intrinsic (3.96), and extrinsic (3.27) motivation. This shows that the sense of public service motivation among civil servants prevails relatively higher as compared to two other forms of motivation. It can also be interpreted that although employees in the civil service look for financial incentives and other external rewards along with jobs that appeal to them personally, the sense of responsibility to serve the public cause is placed at the higher echelon of their duties.

Table 3

Relative ranking of PSM Vis-à-vis intrinsic and extrinsic motivation

Types of motivation	Mean scores	SD
PSM (average score)	4.02	
<i>Attraction to policy-making</i>	4.04	0.79
<i>Commitment to public interest</i>	4.15	0.82
<i>Self-sacrifice</i>	3.96	0.55
<i>Compassion</i>	4.05	0.61
Intrinsic motivation	3.96	0.72
Extrinsic motivation	3.27	0.59

Table 12 presents the level of intrinsic motivation among the respondents. The findings reveal that respondents are highly

motivated when they feel a sense of accomplishment from their job (mean score: 4.2). The results of this study align well with the study conducted in Kazakhstan by Wal and Mussagulova (2017) which indicates a similar pattern of intrinsic motivation among public servants across cultures.

Table 12

Intrinsic motivation

Intrinsic Motivation	Mean scores	SD
I find real enjoyment in my work.	3.77	0.94
Most days I am enthusiastic about my work.	3.91	0.82
I am motivated by doing an important job that gives me a feeling of accomplishment.	4.20	0.83
Average mean score	3.96	

According to Liu, Du, Wen & Bo (2012), a person's decision to join the public sector may be driven by intrinsic drive and they have relatively higher intrinsic motivation than employees working in the private sector. Therefore, it worth noting that intrinsic motivation plays a significant role in PSM, as individuals who are intrinsically motivated are more likely to demonstrate a strong commitment to public service and a genuine desire to make a positive impact on the society.

Table 13 illustrates the level of extrinsic motivation among respondents. The result shows that job security is an important source of motivation for the respondents (3.64) followed by money (3.45), and training & career opportunities (3.42), amongst others. A similar conclusion from Kazakhstan was also reported, where respondents' decision to enter public service was mostly motivated by job security (Wal & Mussagulova, 2017).

Table 13

Extrinsic motivation

Extrinsic Motivation	Mean Scores	SD
I am happy with my pay and the amount of work I do.	3.26	0.90
I am highly motivated by money.	2.91	0.97
Benefit (insurance, medical) was an important factor while choosing the current job.	2.93	1.00
Job security was a very important factor while choosing the current job.	3.64	1.00
I am motivated to work hard for money.	3.45	0.98
I joined the current job because there is an opportunity for advancement within the organization's hierarchy.	3.34	0.94
The organization's pension and retirement plan are important while choosing the current job.	3.07	1.00
Money reinforces me to work harder.	3.43	0.94
I joined the current job because there is an opportunity for training and career development.	3.42	1.00
Average mean score	3.27	

CONCLUSION

Assessing the public service motivation level among civil servants solely based on their reasons for joining the civil service reveals a concerning trend. Only 27.75 percent of respondents expressed a commitment to serving the country and its people, alongside contributing to public decision-making processes. Others' motivations for joining the civil service are largely driven by external factors such as job security, capacity development, earnings, networking, and social status. However, upon a

comprehensive evaluation of civil servants' values, beliefs, and attitudes using the structured PSM instrument, respondents generally agreed (though not strongly) on their commitment to working for the public good. This is further evidenced by the overall higher PSM rating compared to ratings on intrinsic and extrinsic motivations, suggesting that public service is prioritized over personal interests. The research also concludes that public service motivation levels vary based on gender, age, experience, and educational background, consistent with findings from other cultures.

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