



Motivation of public servants in Kazakhstan

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Foreword

With increasing challenges for governments around the globe, the vital role of a well-functioning civil service grows ever more important. We are certain that a merit-based, effective and efficient civil service will become a nation's most important competitive advantage in the 21st century. Moreover, the importance of civil service in achieving the goals of global development agenda has long been recognized.

Undoubtedly, overall quality of civil service depends, among other factors, on the level of motivation, morale and commitment of public servants to their jobs. Consequently, a lot of attention is paid to the concept of Public Service Motivation (PSM) nowadays.

In this regard, it is not accidental that the idea of New Public Passion (NPP) has emerged drawing lessons from PSM by linking intrinsic motivation to serve the public interest with organisational dynamism. At the heart of NPP is a critical principle denoting that a motivated workforce is needed in order to achieve the objectives of governments' development policies, programmes and strategies, as well as in creating high-performance organisations. Besides, a strong motivation in the public service is also essential to achieve the SDG targets.

However, most of the research on Public Service Motivation has been carried out in the context of developed countries. It is only in recent years that we see a growing interest in motivation studies in emerging economies. For this reason, it was decided to go forward with this work – an initiative of the Astana Civil Service Hub, UNDP in Pakistan and UNDP Global Center for Public Service Excellence in Singapore.

This research is one of the first steps in the region to study the intrinsic and extrinsic motivation of civil servants. We sincerely hope that this study will contribute to better tailor reform interventions within the civil service in the areas of human resources management, training and capacity building, and that policymakers and practitioners will benefit from the ideas elaborated in this work to arrive to more informed decisions.

**Alikhan Baimenov,
Chairman of the Steering Committee
The Astana Civil Service Hub**

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TABLE OF CONTENTS

1.	EXECUTIVE SUMMARY	4
2.	INTRODUCTION	5
2.1	Aim of this study	5
2.2	Scope and key questions	5
2.3	Approach and method	6
2.4	Country background	6
2.5	Outline	7
3.	EXISTING RESEARCH: MOTIVATION OF PUBLIC SERVANTS	8
3.1	What do we already know?	8
3.2	What more do we need to know?	8
4.	RESEARCH METHODOLOGY	10
4.1	Survey design	10
4.2	Sampling and distribution	10
4.3	Items and questions used	10
4.4	Statistical measures and analyses used	11
5.	RESULTS	12
5.1	Respondent characteristics	12
5.2	Motivation and job	15
5.3	Comparing groups and types of public servants	15
5.4	Organizational mission, culture, and climate	20
5.5	Country specific items	23
5.6	Public servants speaking out	27
6.	CONCLUSIONS AND IMPLICATIONS	29
6.1	Key conclusions and take-aways	29
6.2	Implications for personnel management and public service reform	31
6.3	Limitations and future research	32
7.	REFERENCES	33
	APPENDIX 1: QUESTIONNAIRE ITEMS BY SECTION	35
	APPENDIX 2: DESCRIPTIVES AND RELIABILITY SCORES FOR ALL ITEMS	42
	APPENDIX 3: RESCALED ITEMS USED IN FINAL ANALYSIS	50
	APPENDIX 4: QUESTIONNAIRE (ENGLISH VERSION)	54
	NOTES	58

1. EXECUTIVE SUMMARY

This report presents the results of our pilot study into the motivational profile of public servants in Kazakhstan; a geographical, cultural and institutional setting that has never before been studied in the context of public service motivation (PSM). PSM postulates that intrinsic and altruistic motives guide the conduct of public servants. Interest in PSM has seen significant growth in the past decade. More recently, interest has increased in the prospects of PSM in non-Western, developing contexts with their own unique challenges for keeping public officials motivated and for attracting, retaining and nurturing capable and motivated employees.

Kazakhstan's public service operates in a rapidly developing governance setting in Central Asia characterised by issues of path dependence with a civil service system rooted in the Soviet era, and internally and externally enforced public sector reform pressures. At the same time, it has built one of the most institutionally and legislatively well-defined and equipped civil services in the region over a relatively short period of time, and is actively pursuing reforms with an aim to further improve public sector effectiveness and performance. In less than 25 years, Kazakhstan is the only Central Asian country that has managed to achieve high middle-income status according to World Bank and IMF standards.

At the same time, in developmental settings, public sector jobs may often be more about stable and secure employment, fulfilling basic needs, prestige, and family tradition, than about self-development and "advancing the public cause". Therefore, we studied the prevalence of PSM in combination with measuring extrinsic motivations, job satisfaction, and organizational culture.

In addition, this study examines the attitudes of 740 public servants in Kazakhstan towards their career, and the culture and climate of their working environment. It aims to identify what they see as the biggest constraints and most effective reform instruments to enhance motivation and performance.

The results of the study provide three key insights into the motivational profile and workplace attitudes of public servants in Kazakhstan.

1. Three out of four respondents highlight that primary and secondary benefits are important for their motivation and performance, with fairer working conditions and more individually tailored performance and training and development schemes being mentioned much less often. Ultimately, however, the public servants in Kazakhstan we surveyed score slightly higher on PSM and intrinsic motivation than on extrinsic motivation. Future HRM and personnel reform interventions should leverage on this motivational reservoir.
2. Public servants in Kazakhstan display positive attitudes towards colleagues and the team spirit in the workplace, even using labels like 'family atmosphere'. This attitude could be further leveraged in creating an even more inclusive and positive working environment. More autonomy and horizontal coordination tend to enhance motivation and performance in organizational environments in which colleagues are often trusted more than superiors (and more top-down management may result in the exact opposite). More so, the high levels of intrinsic motivation and PSM may help public servants to sustain some of the more problematic aspects of the public service in Kazakhstan, and may also explain their willingness to change and reform in the first place.
3. Many public servants feel that promotions are not merit-based. This is an important issue which needs to be addressed to sustain long-term motivation and ensure an inflow of talented graduates to the public sector. Evidence from successful countries in this regard shows that performance leadership that takes performance appraisal seriously and consistently and transparently communicates its importance, is at least as important as simply importing performance schemes on paper that are not enforced in practice.

The results of the study show how various motivational measures and methods, supplemented with (tailored) questions about performance, job satisfaction, and organizational culture can provide us with a rounded picture of the main reasons for joining and staying in the public service in a non-Western, developing country context like Kazakhstan. The motivational profiles of the public servants in this study reflect a balanced mix of both intrinsic and more extrinsic, classical bureaucratic drivers (such as a "stable and secure future"). Moreover, the results show how organizational culture and climate, and a deep sense of collegiality are crucial for public servants to continue putting in the effort and performing in challenging institutional contexts with imperfect training and performance regimes. Our results signify the need for expanding a comparative research agenda on the motivation of public servants in developing settings, as well as development of new research constructs and methods that take into account both aspirational and materialistic aspects of public service behaviours.

2. INTRODUCTION

2.1 Aim of this study

The aim of this study is to provide a comprehensive, empirical picture of the motivational profile of public servants in Kazakhstan. This is the first study of its kind in Kazakhstan. With this research, we can meaningfully add to the current knowledge base on motivation of public officials, more generally known as public service motivation or PSM. However, supplementing and complementing current PSM research that emphasizes altruistic and idealistic motives for pursuing public sector employment is paramount to study motivation of public sector workers in developing political economies. Directly transferring models and approaches developed in stable and prosperous, mostly Western contexts to governance settings of a completely different nature seldom leads to fruitful or useful (research) outcomes and is potentially dangerous and harmful, as many studies into public management reform have shown.

Indeed, in contexts where public sector jobs are often more about survival and providing basic needs than about self-development and “advancing the public cause”, Such public service motivation measures need to be supplemented with public sector motivation measures and insights from Self-Determination Theory, more commonly referred to as extrinsic motivations (job security, pension systems, social status, additional earning potential, and work-life balance). Exhibiting a healthy skepticism towards PSM while simultaneously studying mechanisms that propone intrinsic drivers of public sector workers (e.g., organizational culture, job satisfaction, person-organization-fit, and community citizenship behavior) in developing settings will produce more meaningful data.

In addition, this study examines more generally the attitudes of public servants in Kazakhstan towards their career, the culture and climate of their working environment, and identifies what they see as the biggest constraints and most effective reform instruments to enhance motivation and performance. Indeed, motivation in public sectors matters, not for its own sake, but because highly motivated administrators may be capable of pushing through seemingly unattainable reforms, and change organizational cultures in the necessary direction, and have immense effects on civic trust and self-confidence of capacities of the citizenry (the relationship between politician, bureaucrat, and citizen is a critical factor in developing contexts). Without such drivers being present in the often-powerful bureaucracy and its key interest groups (from whom it may have to detach itself), developing countries may never find the right path to development despite massive efforts from the international community, including UNDP.

Finally, decision-makers tasked with designing motivation schemes for public servants in Kazakhstan can use the results of this study to their advantage. The obstacles highlighted by respondents as well as suggested ways of improving the performance system in Kazakhstan may aid them in creating a more modern, tailored, fair, and effective motivation system in public service.

2.2 Scope and key questions

Research into motivation has a long tradition in disciplines such as Organizational Psychology and Sociology. The specific interest in PSM that has emerged within Public Administration and Public Management is of a more recent nature, starting in the 1990s and accelerating in the last decade.¹ The report concentrates on this particular stream of research to maintain a clear focus on public sector individuals and organizations. Within this scope, we aim to answer two sets of key questions:

1. How can we characterize the motivational profile of public servants in Kazakhstan, and how does this profile differ between different groups and types of public servants?
2. How do public servants in Kazakhstan evaluate their current working climate and culture, to what extent are they satisfied with their current working environment, and how could this environment be improved?

2.3 Approach and method

We employed a large-scale survey study containing generic items as well as country specific items to measure the variables discussed above. We conducted a review of recent literature and previous contract research for UNDP to collate internationally and scientifically validated measurement scales and items for the global part of our survey. In addition, we conducted a focus groups with five junior and senior public servants from Kazakhstan to solicit relevant topics and questions for the country specific part of the study, including two open questions that produced qualitative data. The UNDP project team and the academic advisory board commented on early drafts and helped us to fine tune our instruments.

2.4. Country background²

Kazakhstan is the world's largest landlocked country, and the ninth largest in the world, located in Central Asia, with a land area of 2,724,900 square kilometres and a population of around 18 million people. Given its large land area, its population density is among the lowest in the world, at less than 6 people per square kilometre. Kazakhstan is the dominant economic nation of Central Asia, generating 60% of the region's GDP, primarily through its oil and gas industry. It also has vast mineral resources. Kazakhstan is a democratic, secular, unitary, constitutional republic with a diverse cultural heritage. It shares borders with Russia, China, Kyrgyzstan, Uzbekistan, and Turkmenistan, and also adjoins a large part of the Caspian Sea. The capital is Astana, where it was moved in 1997 from Almaty, the country's largest city.

The civil service system is rooted in that of the former Soviet Union, from which Kazakhstan gained independence in 1991. Table 1a provides basic information about the legal framework for the public service in Kazakhstan.

Table 1a: Civil service system – legal framework³

Legal framework	
<i>Central HRM unit</i>	Agency for Civil Service Affairs and Anti-Corruption
<i>Role</i>	Civil service policy design, oversight and enforcement
<i>Legislative underpinning</i>	Law "On civil service", Presidential decrees, Government acts, executive acts of the Agency
<i>Job classification</i>	Political appointees Administrative civil servants: <ul style="list-style-type: none"> • Corps A (top managers, comparable to other countries' Senior Civil Service) • Corps B (implementers)
<i>Recruitment and dismissal</i>	Corps A: Through a talent pool approved by a designated National commission. Corps B: Internal recruitment within the government body, if no candidate – civil service-wide recruitment, if no candidate again – nation-wide recruitment. Recruitment consists of a legislation knowledge test, competency-based test, language test, and an interview with a selection panel. Dismissal may be voluntary or as part of disciplinary action.
<i>Employment conditions</i>	Corps A: Contract of maximum 8 years Corps B: No contract

Recent reforms

The current stage of reforms can be characterised by a rather decisive effort to move away from a position-based system to a career one. The priority in the new Law "On civil service", which was adopted in 2015, is given to internal recruitment, first within the ministry, then among all the current civil servants, and only in the event of the absence of a suitable match will the position be advertised externally. What has changed is that civil servants now have to participate in a formal selection process if they want to be promoted. Other new measures that are currently being implemented are a point factor pay system, an update of the performance assessment system, and improvements in the professional training based on competencies. Table 1b provides an overview of the current HRM mechanisms in Kazakhstan's civil service.

Table 1b: Civil service system – HRM mechanisms

HRM mechanisms	
<i>Training</i>	Conversion training: within the first 6 months after appointment Professional development: every 3 years
<i>Rotation</i>	For corps A and some regional posts of corps B
<i>Pay</i>	Based on a base salary and a coefficient dependent on the job grade and civil service experience
<i>Career advancement</i>	Through competitive recruitment within the government body – an interview with a selection panel
<i>Performance management</i>	Corps A: By a designated National committee. Corps B: 3 components – work input, work plan implementation, '360 degrees' feedback
<i>Retirement</i>	No specific retirement schemes

Currently, the effect of these reforms has yet to be seen, although the Agency for Civil Service Affairs and Anti-Corruption recently published statistics according to which over 6,000 public servants were promoted to higher posts in 2016.⁴ In itself, this number simply illustrates the scope of the shift towards a career-based system. To meaningfully measure meritocracy, some argue to take into account governance indicators such as the World Bank's Worldwide Governance Indicators (WGIs), although they are merely external assessments measuring reputation. Still, according to the latest WGI report⁵ Kazakhstan's score on Government Effectiveness more than tripled from 13.17 in 1996 to 50.96 in 2015 on a scale from 1 to 100 (this, despite a slight fall from 54.33 to 50.96 in 2015).

Given that more recent data is not available at this time, and the time lag effect on reputational indexes such as the WGIs, it will take at least a few more years to establish a meaningful connection between a WGI mean score on Government Effectiveness and the recent reforms in the public service. For now, it is more useful to directly gauge public servant's perceptions of the system's fairness and effectiveness, as we do in our study.

2.5 Outline

The remainder of this report is structured as follows. In section 3, we present a concise overview of existing research into the motivation of public servants with a specific focus on non-Western and Asian contexts. We contrast more idealistic views of such motivations in the debates on public service motivation (PSM) and intrinsic motivation with more realistic, sometimes rather cynical views of motivation of public servants, in which extrinsic motivations are seen as more important. In addition, we pay attention to related factors, such as job satisfaction, community citizenship behaviour, person-organization-fit, and organizational culture. In section 4, we outline our methodological approach and the process of survey construction and distribution, as well as the data analysis and the measures used.

Section 5 provides the key results of this research. We report on respondent characteristics, scores on the various types of motivations, and other important factors such as job satisfaction, and person-organization-fit. In addition, we compare the overall importance of the various types of motivations, and we provide comparisons of motivations between sub-groups of public servants: those working at the local level versus those working at the national level, and those with fewer years in the service versus those with more years in the service. In section 6, we answer the key questions guiding this research and we present a list with final conclusions. Finally, we present the practical implications of the conclusions for human resource management, and civil service reform, as well as the limitations of our study and how they should be addressed in future studies. Our appendices contain the reliability scores and descriptive statistics for the items and scales used, as well as the complete questionnaire used in physical as well as online data collection.

3. EXISTING RESEARCH: MOTIVATION OF PUBLIC SERVANTS

3.1 What do we already know?

Public Service Motivation or PSM postulates that public sector workers are guided by a selfless ethic in the pursuit of the public interest. PSM is most commonly defined as “an individual’s predisposition to respond to motives grounded primarily or uniquely in public institutions or organizations”.⁶ It has become one of the key areas of study in Public Administration and Public Management in recent years.

There are two reasons for the rise in popularity of PSM. First, the concept represents a clear countermovement to the overemphasis on market-based, instrumental, and efficiency-driven approaches to public management in the 1990s and early 2000s, better known as New Public Management (NPM).⁷ In this regard, UNDP (2015) has introduced the concept of New Public Passion. Second, PSM emerged as a response to cynical perceptions of rational, self-interested, and purely extrinsically motivated “bureaucrats” depicted by public choice theorists in the 1960s and 1970s.⁸

On the contrary, PSM as a concept is grounded in the belief that those who choose a career in public service do so because of a ‘fit’ with a professional and institutional environment that aims to advance public interests and the human condition, for reasons that go beyond just making a living and earning a salary. Indeed, recent overview studies into PSM across the globe have shown that public sector workers generally possess high levels of PSM (as do employees of non-profit organizations), and consistently report higher levels of PSM than private sector employees⁹, just as students of Public Policy Schools do in comparison with Business School students¹⁰.

International comparative studies into PSM, however, suggest that it may have limitations as a universally applicable concept capable of measuring motivation for public service in a variety of settings. Three issues in particular suggest international research (in developing contexts) needs to consider supplementing PSM with other constructs that measure the motivation of public officials.

First, motivation is different from values, attitudes and beliefs. In short, PSM does not identify the reasons for behaviours but rather values, attitudes and beliefs that may (or may not) lead to these behaviours¹¹. This value-based, ‘idealistic’ nature of PSM as a concept may not always be consistent with individuals’ values and behaviours in certain circumstances.

Second, even public service behaviour that is prosocial in nature, may originate in motives which are both altruistic and egoistic¹². Recently, scholars have suggested to merge constructs of prosocial with those of egoistic incentives to study a range of incentives and motivations that may – in various combinations depending on context, role, and the required behaviour or decision – all characterize the motivational profiles of public servants¹³.

Third, the paucity of current research on PSM limits understanding of how historical, cultural, governance and institutional contexts impact motivation of public officials in these specific settings (Van der Wal, 2015)¹⁴. Research so far does not sufficiently address cultural and contextual differences of public services in different settings; some even suggests it suffers from the ‘aspirational bias’, meaning that by constructing measures of motivation in a certain way outcomes overly positive outcomes are produced that do not necessarily fully reflect the actual motivational profile of public servants¹⁵.

3.2 What more do we need to know?

Research on motivation for public service lacks a geographical and contextual diversity: several prominent regions of the world are either not covered or looked at selectively, with developed countries receiving more scholarly attention than their developing counterparts.

PSM relying on values, implies that these are supposed to be universal across cultures as they pertain to creating social benefit. The framework of PSM, therefore, would have limited capacity to explain such motives for joining public service, as prestige, power, or the opportunity to make connections for personal gain.

Indeed, studies in non-Western contexts show that the Western PSM concept does not always directly apply; in fact, may be problematic in explaining the complete picture of public servant’s motivations.¹⁶ The picture is often unclear due to the ‘white noise’ created by cultural values and societal disposition. Notable examples include Confucian values in the Korean and Chinese contexts that underscore the administrative tradition; and Egyptian culture characterised by collectivism strongly influenced by Islamic work values¹⁷.

Thus, to acquire meaningful data on work motivation of public officials in Kazakhstan – a central Asian middle-income country with a civil service rooted in the Soviet era affected by various reforms – our study employs a broader approach to employee motivation than just measuring PSM. After all, understanding the specific motivational patterns of public officials in both countries is crucial to improve the effectiveness of governance as well as for UNDP to design reform interventions that yield results.

In support of this argument, it is worth noting that recent studies in Asian countries show that public officials are not driven by intrinsic factors alone.¹⁸ In contrast to many Western countries, government jobs in Asia have high societal stature¹⁹, and government work often provides better security and benefits than private sector jobs²⁰. As such, public officials may pursue and attain to government employment not just because they want to 'do good' or have compassion with their fellow citizens but also because it gives them power and status, job security, good career prospects, and direct impact on the country's policy development. Moreover, public sector employment may also command respect from family, friends, and clan.

At the same time, what UNDP and the government partners in both countries would want to find out is what the current level of PSM and intrinsic motivation actually is; how this differs between various types of public officials in terms of their age, experience, number of years in the service, and level of seniority; and how more intrinsic and mission focused motivations may be stimulated and ignited in various types of public officials that are currently purely extrinsically motivated. After all, restoring and/or enhancing the intrinsic motivation of public officials is part of the key mission of UNDP and their partners.

Thus, to meaningfully research work motivation of public officials in Kazakhstan it is useful to distinguish between two separate types or "clusters" of motivational drivers: PSM and extrinsic motivations. Extrinsic motivation is part of the discourse of Self-Determination-Theory²¹ or SDT employed by scholars as a contrasting approach to PSM. SDT suggests individuals' actions are a direct result of their current motivators ("I took a government job because it offers steady pay to support my family's needs"), and thus more affected by chance and direct survival and recognition needs rather than deep-rooted PSM-like drivers, particularly in contexts characterized by financial survival and high incidence of corruption²². Others have even suggested in the context of East Asian countries that the explicit extrinsic driver "love for money" is a key factor for entering and staying in public service jobs.²³

A need for an alternative framework, therefore, exists, that would attempt to encompass both idealistic and materialistic aspects of motivation to join public service in non-Western, developing country contexts, and take into account various contextual factors: political regime, societal and organisational culture, social and religious beliefs, formal and informal relationships between politicians and public servants, and public service ethos and values²⁴.

Understanding public service motivation from both angles will help to manage, improve and enhance public service behaviours: address difficulties, increase productivity, relieve occupational anxiety.

4. RESEARCH METHODOLOGY

4.1 Survey design

To construct a meaningful survey instrument to measure the various dimensions of public employee motivation in Kazakhstan, that can also be employed in subsequent studies by the UNDP and their partners in other parts of the world, a strategic review was conducted of key literature on public sector employee motivation in developing countries from 2000-2016. Earlier award-winning work from the applicant based on a previous UNDP assignment as well as work by UNDPs Global Center for Public Service Excellence, and others²⁵ has been conducive in establishing a baseline framework.

So, rather than conducting another broad and generic review of the literature and 'reinvent the wheel', the review undertaken here undergirding the construction of the survey instrument focused on the survey items and instruments used in studies measuring various types of motivations of public employees in developing contexts, most particularly in Asia. This review produced a set of validated items to measure the key variables distinguished (Appendix 1). They will make up the global part of the questionnaire.

To produce a set of tailored items and questions for the country specific parts of the questionnaire, we conducted a 70-minute focus group with five junior government officials as participants, using the "Delphi Method".²⁶ The participants in this focus group that we conducted on 16 August 2016 were taking part in the Singapore component of the MPA program of the Graduate School of Public Policy (GSPP) from Nazarbayev University.

The format produced interactive, deliberative and respectful (though not necessarily consensual) exchanges of views guided by engagement questions and exploration questions²⁷. Examples of such questions included: Why would an individual in your country join the public service? What would be the main reasons to remain within the public service? How do job security, pay, and career prospects compare with the private sector? Which recent reforms and developments may have affected employee motivations in the public sector? How can HRM policies stimulate intrinsic motivations? The responses to these questions, in combination with the feedback from the project team in Kazakhstan and the advisory panel from UNDP, resulted in 10 additional survey items and 2 open questions making up the country specific part of the questionnaire. This adds a valuable element of tailoring of measures to the questionnaire which would have been hard to obtain through desk research.

4.2 Sampling and distribution

In order for the study to produce results with the highest potential relevance and significance, it is important that the sample consists of a mix of junior, mid-level, and senior officials from a number of agencies and departments; to balance feasibility with generalizability. In close collaboration with the Regional Hub of Civil Service in Astana and agencies on the ground involved, we managed to collect 740 valid and completed questionnaires, a number that exceeded our expectations prior to the study.

4.3 Types of items and questions used

What kind of items and questions, then, will I include in the questionnaire? Based on recent work of scholars in Asia, the questionnaire will include items and questions on both intrinsic and extrinsic drivers²⁸ such as "balancing work and family obligations", in addition to the standard items about PSM (e.g., "meaningful public service is very important to me").²⁹ The questionnaire consisted of three main sections:

The first section will contain a number of standard questions on control variables pertaining to the respondent and his/her organization: age, gender, educational background, type of agency, length of tenure and work experience, the type of function (administrative, advisory, managerial, or executive) and the current position of respondent.

Only items that have been validated by at least two studies published in top-tier academic journals were included in the global section questionnaire; more so, we used the latest scales from publications focusing on international comparisons and non-Western settings in particular.

The second - global - section contains generic items on career motivation and job motivation. Items recently used and validated in various international settings based on the initial work of Perry were included³⁰, as well as

items used to measure extrinsic motivations. Respondents were asked whether they agree; on a 5-point Likert scale, with answer categories from “totally agree” to “totally disagree”.

In addition, we included items on a variety of individual and organizational factors that act as antecedents or products of motivation.

The items in the global section of the questionnaire will form a validated and robust instrument that the UNDP and their partners can apply across the globe to measure and then compare motivational profiles of various types of public officials, functions, and agencies.

The third – country specific - section contained items specific to Kazakhstan according to local experts and target groups.

The order of the questions was randomized and no specific headings were added to prevent too much priming of respondents, or primacy or recency effects³¹. Lastly, we included two open questions in our questionnaire to solicit personal, unstructured views of public servants in Kazakhstan. We were interested in their own perspectives on current obstacles for enhancing the motivation of public officials, as well as the most effective measure or reform to increase the efforts of those officials to perform. To that end, we included the following two questions in the survey:

1. In your personal view, what is currently the biggest obstacle for enhancing the motivation of public officials in Kazakhstan?
2. In your personal view, which measure or reform would be most effective in Kazakhstan to increase the efforts of public officials to perform?

4.4 Statistical measures and analyses used

A range of standard tests were conducted to analyse the data:

- Cronbach Alpha reliability tests to test the internal validity of the combined variables (e.g., PSM, extrinsic motivation) that sets of items aim to reliably measure. If scales comprised of various items validated in previous studies produce alphas of .6 and above, the combined variables show sufficient internal validity to be used for the descriptive and comparative tests. If not, items can be regrouped and/or used separately in subsequent analyses. The alphas for all the scales are reported in Appendix 1. The rescaled items with sufficient reliability we used in our final analyses can be found in Appendix 2.
- Descriptives of all items (means (M), median, standard deviation (SD), standard error) to observe which motivational types are most important, and for which groups, and how various groups of respondents score on the various items.
- Standard two-tailed T-tests to test whether differences are significant between groups with more and less years in service, function groups (managerial vs. non-managerial positions), and respondents from local and national governments. Significance levels is set at or below 5% and represents whether the null hypothesis – in this case, the difference between the two groups being compared being statistically significant – can be rejected.
- Coding of responses to open questions to be able to determine percentages of respondents associated with coded categories (max. 5) to each open question. Triangulating such qualitative data with the quantitative results provides essential context, and ‘flesh to the bones’ of the statistical results in the experience of the applicant.

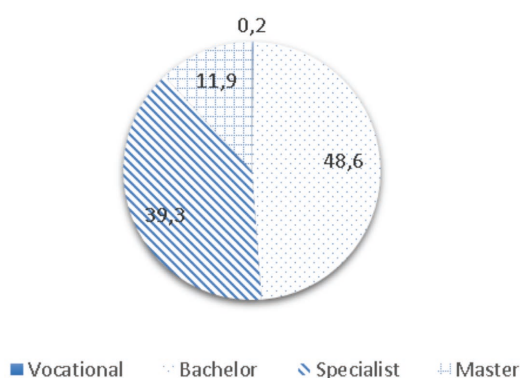
Including control variables on age, gender, length of tenure and work experience, and the current function of respondents enable us to differentiate results between various categories and types of officials. This will not only allow for an overall comparison between the three types of motivation distinguished before – their frequency, importance, and the extent to which they are significantly different between respondents and both countries – but also between younger and more senior officials, executive versus advisory and administrative functions, and other key dimensions.

5. RESULTS

5.1 Respondent characteristics

This section displays the key characteristics of the 740 public servants in Kazakhstan who participated in the study. First, we visualize their characteristics per item (e.g., education, age, gender), before presenting an overview of all respondent characteristics in Table 2. Overall, the sample is fairly distributed between various age groups, gender (with about 57% being male), and educational backgrounds, with around 60% percent of respondents being educated at the Bachelor or Master level.

Figure 1. Education (%)



As Figure 9 shows, more than half of the respondents have experience outside of the public sector, which is quite unique when compared to many other public sector workforces in Asia with career based systems. In those systems, lateral entry and sector switching are usually rare. Finally, Figure 10 shows that about one third of the respondents has future aspirations to work in the non-profit or private sector, in some cases arguably to go back to the sector they're originally from. Retaining these employees is one more reason to pursue personnel policies that keep public servants motivated.

Figure 2. University major (%)

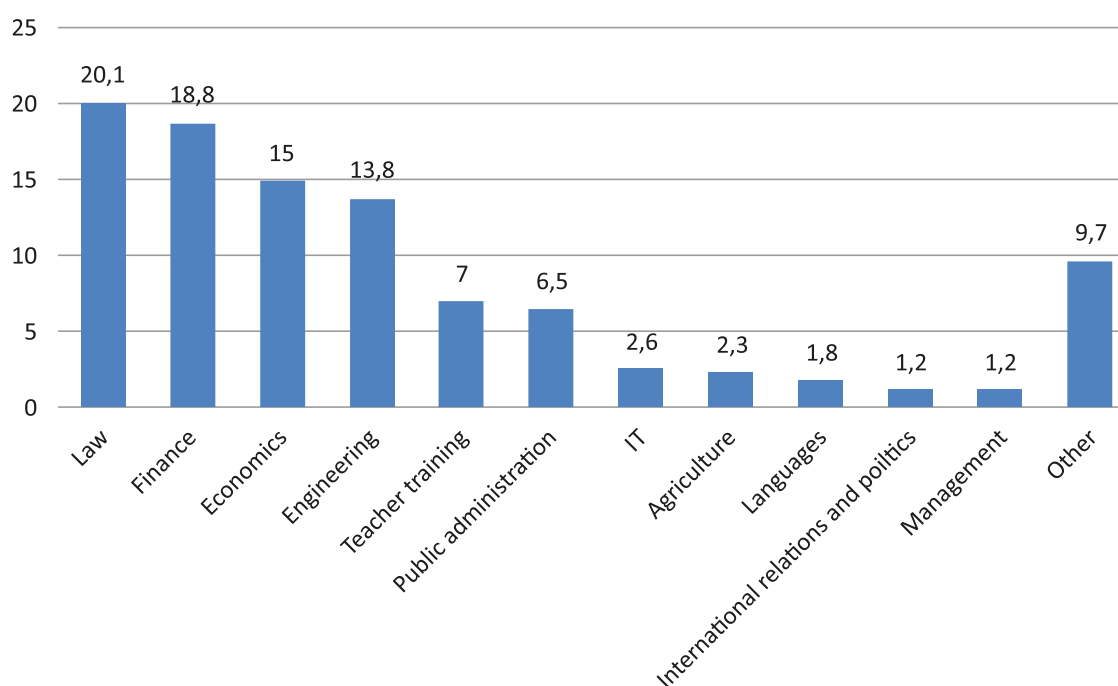


Figure 3. Gender (%)

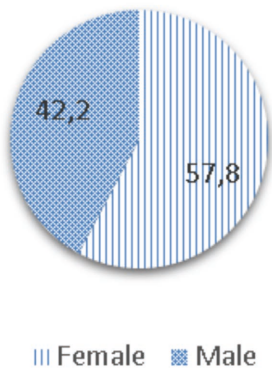


Figure 4. Age (%)

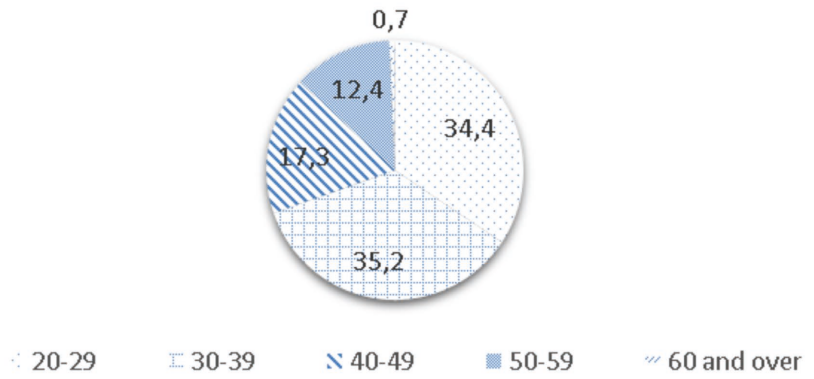


Figure 5. Years in service (%)

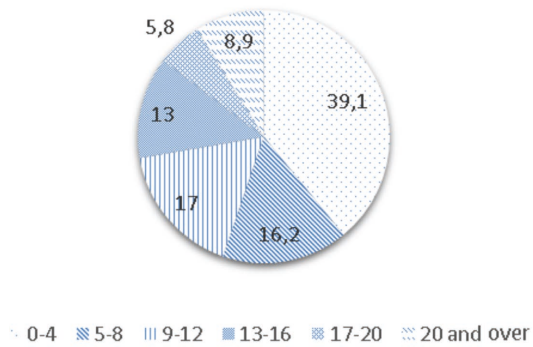


Figure 6. Government level (%)

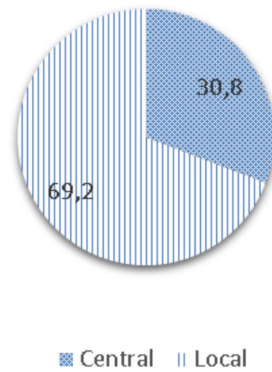


Figure 7. Supervisory responsibilities: yes or no (%)

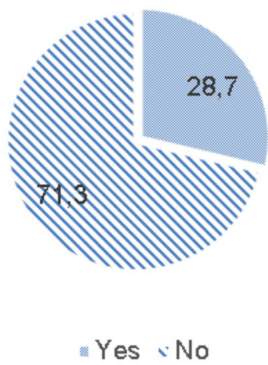


Figure 8. Job scope (%)

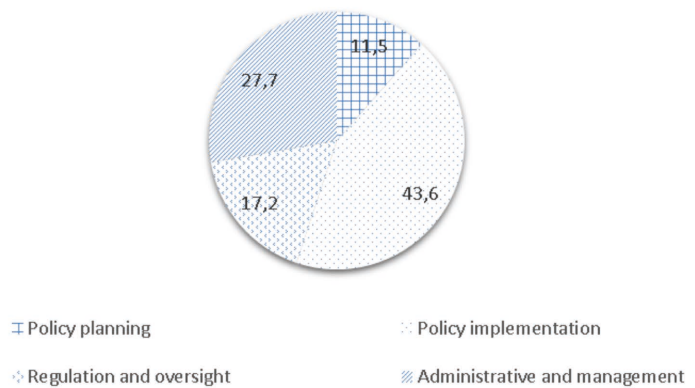


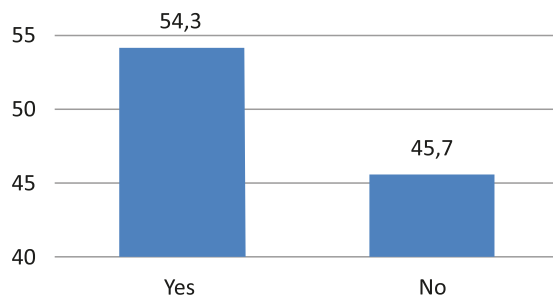
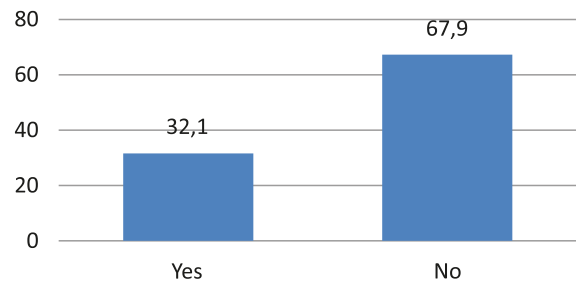
Figure 9. Private sector and NGO experience (%)**Figure 10.** Aspiration to work in private sector/NGO

Table 2: Respondent Characteristics in Percentages

Characteristics	Kazakh Public Servants (n=740)
Age	
<29	34.4
30-39	35.2
40-49	17.3
50-59	12.4
60>	0.7
Gender	
M	42.2
F	57.8
Years in service	
<4	39.1
5-8	16.2
9-12	17
13-16	13
17-20	5.8
20>	8.9
Educational level	
Vocational	0.2
Bachelor's	48.6
Specialist	39.3
Master's	11.9
Government level	
Central	30.8
Local	69.2
Post level	
Managerial	28.7
Non-managerial	71.3
Job function	
Policy planning	11.5
Policy implementation	43.6
Regulation and oversight	17.2
Administrative and management	27.7
Private sector/NGO experience	
Yes	54.3
No	45.7

5.2 Motivation and job

Table 3 presents an overview of the three motivational types analysed as part of this study. It displays the mean score for each motivational type calculated across all the respondents in the dataset (on a scale from 1 to 5, with 5 being the highest).

Separate mean scores are also displayed for each of the four dimensions of the PSM. As table 3 shows, public servants in Kazakhstan demonstrate a higher level of PSM (3.931) and intrinsic motivation (4.105) than extrinsic motivation (3.731). When it comes to specific dimensions of PSM Kazakhstani public servants score the highest on attraction to policy making (4.223), the lowest – on self-sacrifice (3.575).

In addition, our survey measured the job satisfaction, person-organization-fit, and community citizenship behaviour. The latter received the highest mean score of all variables measured in this section (4.279), whereas job satisfaction (3.613) and PO-fit (3.629) received much lower scores, a result further corroborated and contextualized by our qualitative findings reported in part 5.6.

Table 3: Motivation and Job: descriptive statistics

Motivation and Job	n=740	
	Mean	SD
PSM	3.931	0.435
<i>Attraction to Policy Making</i>	4.223	0.431
<i>Commitment to Public Interest</i>	4.022	0.521
<i>Compassion</i>	3.903	0.595
<i>Self-Sacrifice</i>	3.575	0.621
Extrinsic	3.731	0.577
Intrinsic	4.105	0.731
Job Satisfaction	3.613	0.594
Person-Organization Fit	3.629	0.588
Community Citizenship Behavior	4.279	0.500

5.3 Comparing groups and types of public servants

In this part, we compare various subgroups on the motivational types as well as the job attitudes. Confidence levels indicated with one, two, or three stars correspond with .05, .01, and .001, like in the subsequent parts of section 5. To start with, Figure 11 compares male and female public servants. Intriguingly, women display slightly lower mean scores across all motivational types, except for “compassion” (in line with previous studies). However, differences are not statistically significant for extrinsic and intrinsic motivation, job satisfaction and person-organization fit.

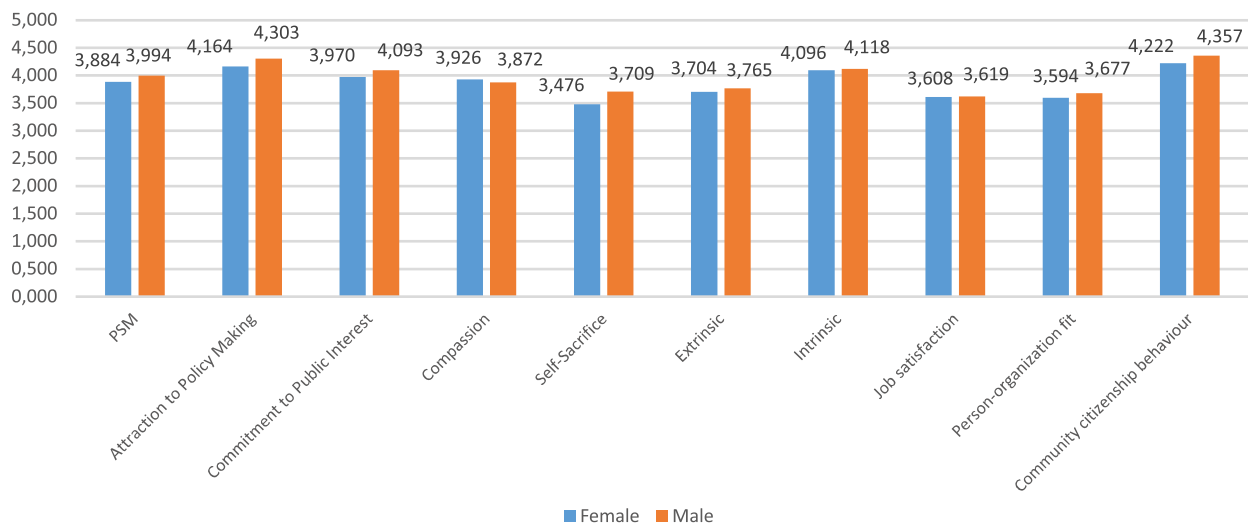
Figure 11. Differences in Motivational Types between sub groups: gender

Figure 12 compares public servants with different educational levels, with public servants holding vocational qualifications, bachelor and specialist degrees, grouped together to compare with public servants who hold a Master's degree (or above). Public servants with a postgraduate educational level score slightly higher on PSM, extrinsic and intrinsic motivation, person-organisation fit and community citizenship behaviour. Those without a Master's degree have higher scores on job satisfaction and two of the PSM dimensions – "commitment to public interest" and "self-sacrifice". However, none of the displayed differences are statistically significant.

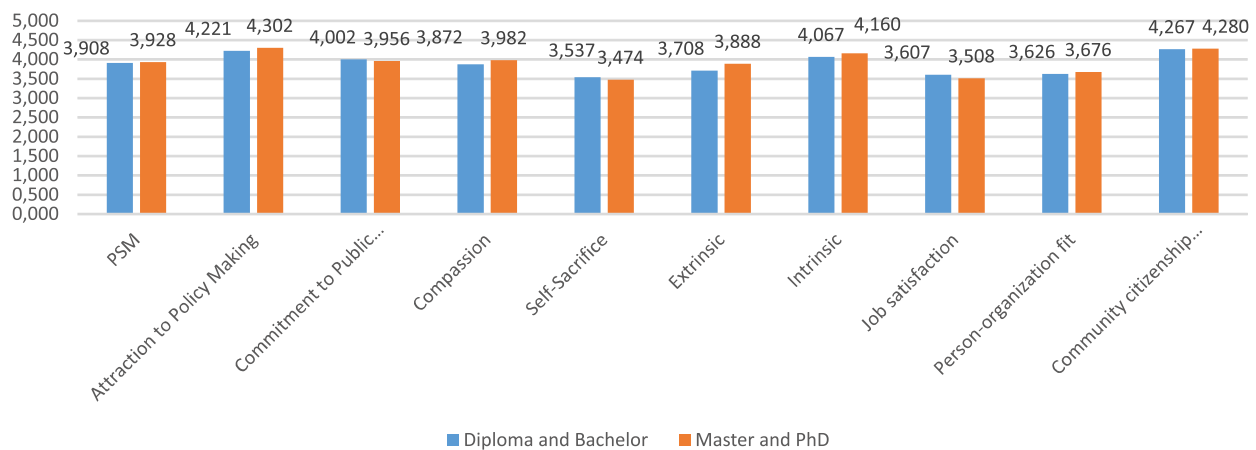
Figure 12. Differences in Motivational Types between sub groups: educational level

Figure 13 illustrates compares junior with more senior public servants. Those aged 39 and under score slightly lower on all motivational types and job attributes, except for extrinsic motivation (3.747 for those aged 39 and under compared to 3.695 of those over 40 years old). This finding aligns with worries expressed by colleagues that the intrinsic public service ethic may be in decline among younger generations entering the workforce³². Only for job satisfaction and person-organization fit differences are statistically significant (the fact that younger public servants score lower on these is somewhat surprising and, arguably, worrisome: part 5.6 and section 6 further discuss this issue).

Figure 13. Differences in Motivational Types between sub groups: age

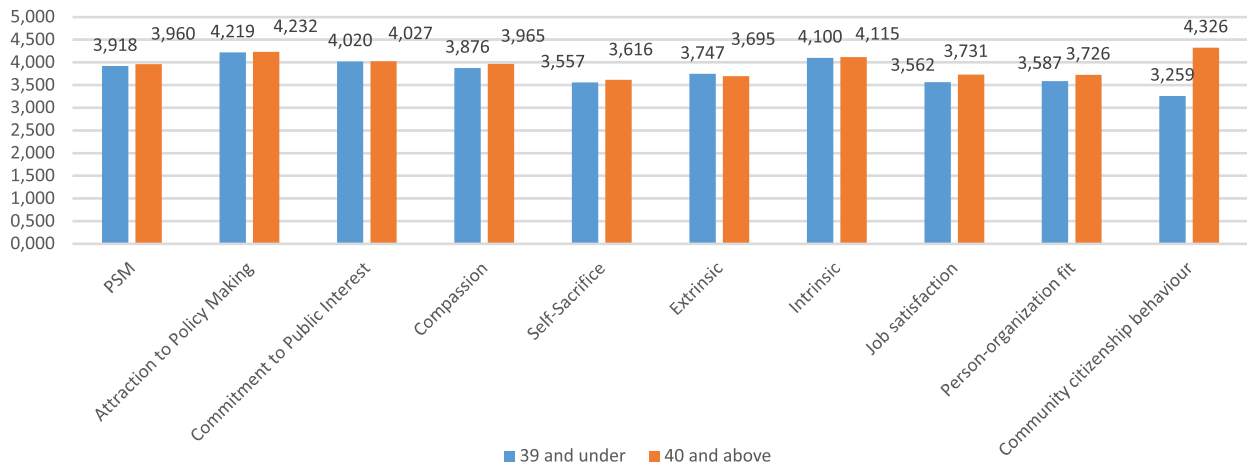
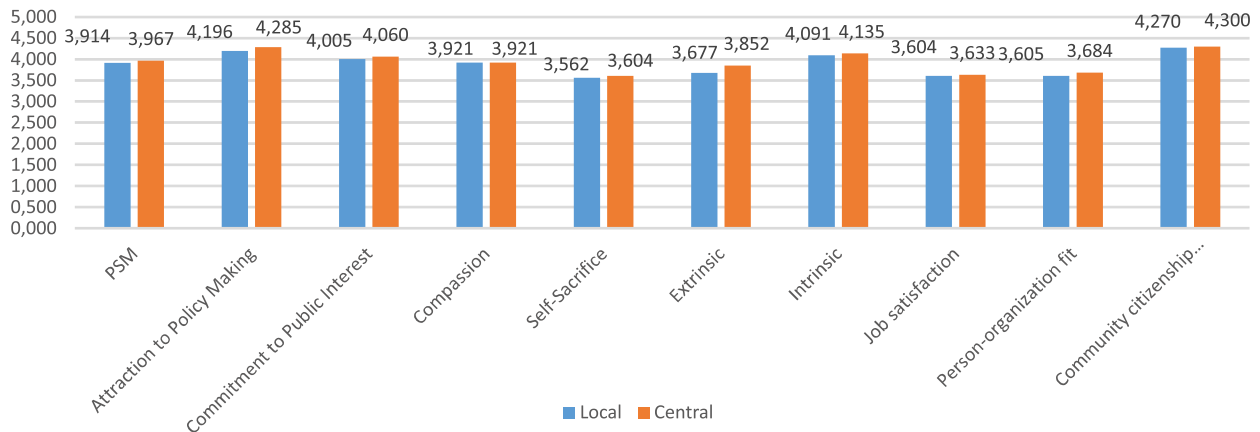


Figure 14 compares public servants from the local and the central level. The differences in mean scores are only statistically significant for “attraction to policy making” and ‘community citizenship behaviour’. For the rest, the results for local and central public servants are surprisingly similar, indicating a well-established and broadly shared ethos and attitude towards the job and organization (see also the results in Figure 13).

Figure 14. Differences in Motivational Types between sub groups: government level



In Figure 15, results are compared between junior (less than 9 years of experience) and more senior (9 and more years of experience) public servants in terms of length of their tenure. Once again, differences between both groups are marginal, with only the difference in mean scores for the PSM dimension of “commitment to public interest” is statistically significant.

Figure 15. Differences Motivational Types between sub groups: level of experience

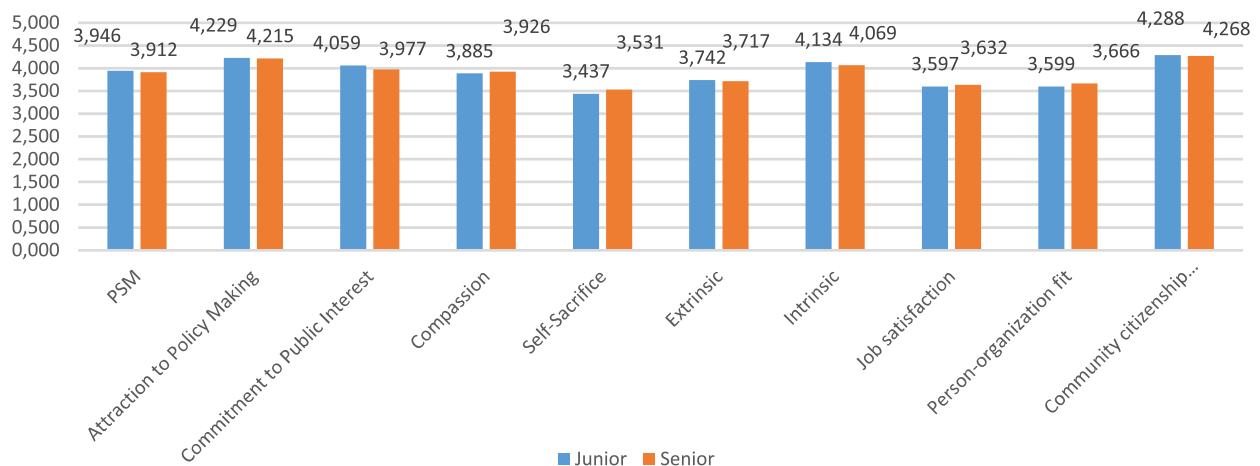


Figure 16 displays the comparison between public servants with and without supervisory responsibilities. Here, differences are more often significant. Public servants without supervisory responsibilities are slightly more intrinsically motivated than those with such responsibilities (perhaps they more often have 'frontline', street-level type of roles), but they report less job satisfaction and person-organization-fit.

Figure 16. Figure 6. Differences Motivational Types between sub groups: supervisory responsibilities

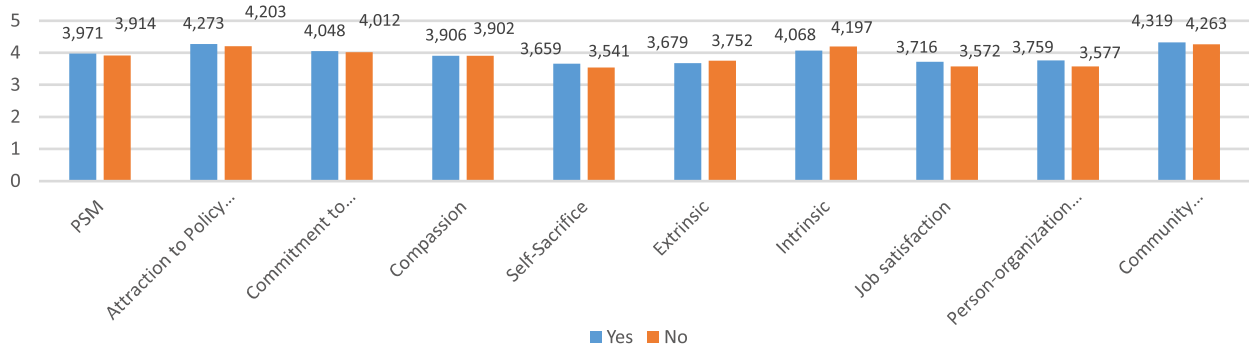


Figure 17 illustrates the differences in means scores of public servants carrying out different job functions. Strikingly, none of the differences reported here are statistically significant. This means motivational profiles and job attitudes are generally shared among public servants from different functional domains.

Figure 17. Differences in Motivational Types between sub groups: job function

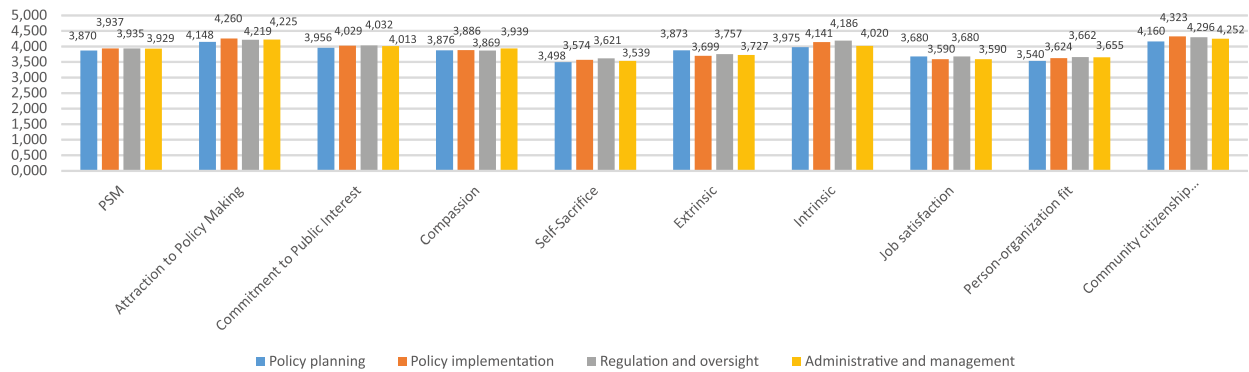


Figure 18 compares public servants who have previously worked for NGOs or the private sector to those who have no such experience. Only differences for extrinsic motivation and one of the PSM dimensions – “attraction to public policy making” – are statistically significant between those with pre-civil service working experience in other sectors and those without, with the former reporting higher scores in both cases. As most of the public servants with experience in other sectors in the Kazakh context can be expected to come from the private sector, their higher scores on extrinsic motivation may not be that surprising. What is surprising, however, is that they are more attracted to policy making. This results merits future qualitative study as our current data do not allow for further contextualization.

Figure 18. Differences in Motivational Types between sub groups: previous NGO/private sector experience

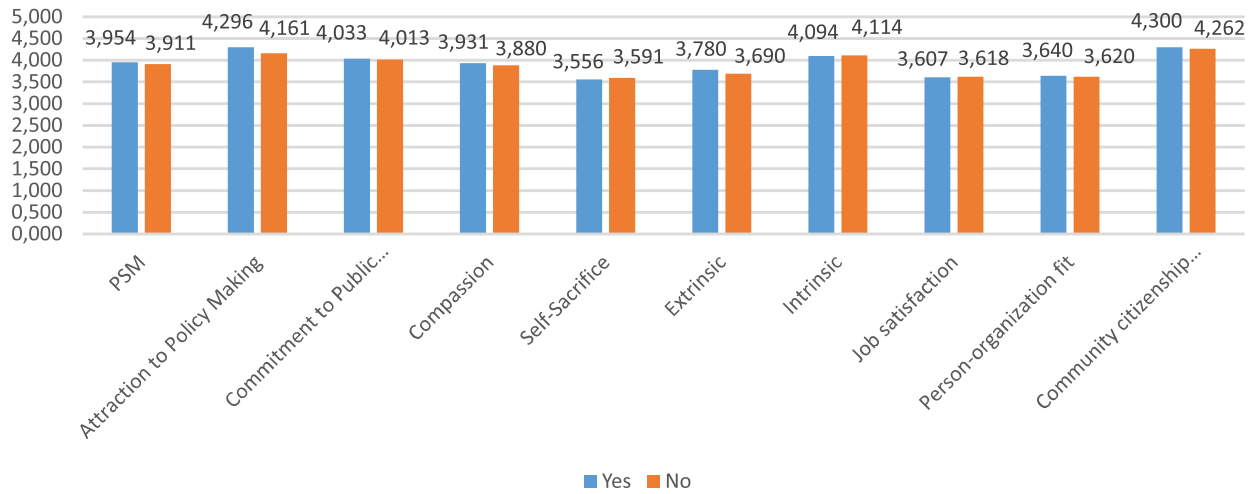
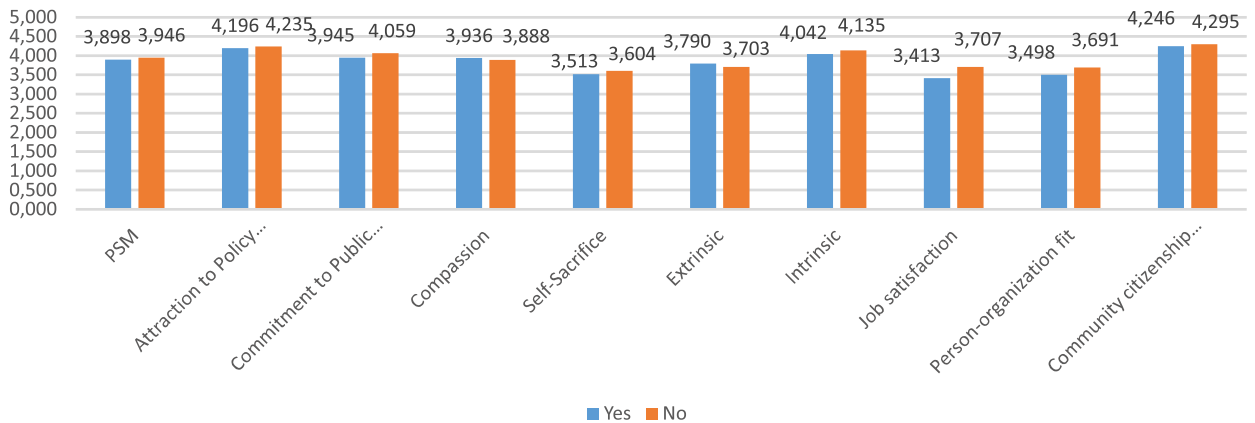


Figure 19 displays the differences in mean scores for public servants who have aspirations to switch sectors in the future. Logically, those who have plans to move, score significantly lower on person-organization fit and job satisfaction. Concomitantly, they also score higher on extrinsic motivation, and “compassion” dimension of PSM. In turn, those who do not have such aspirations score higher on commitment to public interest. Personnel policies should aim to retain both groups in the public service, but most of all not to alienate and lose those who do not want to switch.

Figure 19. Differences in Motivational Types between sub groups: aspirations to work in NGO/private sector in the future



5.4 Organizational Mission, Culture, and Climate

Tables 4a-4c display comparisons between the outlook on organizational mission, culture and climate – first differentiating between gender, age, and educational level (Table 4a), then between those with and without supervisory responsibilities and respondents with different job scopes (Table 4b), and finally, considering government level, experience level, previous work experience in NGO/private sector, and aspirations to work in NGO/private sector in the future (Table 4c). Statistically significant differences are highlighted in red.

Table 4a: Organizational Mission, Culture, and Climate Ranked (overall, gender, age, education)

<i>Mission, culture, climate</i>	Mean	Gender		Age		Educational level	
		Female (n=427)	Male (n=313)	39 and under (n=515)	40 and above (n=225)	Bachelor and below (n=552)	Master (n=75)
I can always talk to workmates if I have a work-related problem.	4.30	4.27	4.33	4.30	4.31	4.31	4.21
I clearly understand the mission and vision statement of my organization.	4.23	4.21*	4.26*	4.21	4.28	4.26*	4.07*
My relationships with members of my work group are friendly and professional.	4.09	4.09	4.10	4.07	4.15	4.09	4.07
My everyday work contributes to the mission and objectives of this organization.	4.06	4.03	4.11	4.05	4.11	4.09	4.01
I enjoy a collegial work atmosphere created by my colleagues.	3.80	3.71	3.92	3.89	3.76	3.80	3.71
I feel a strong sense of belonging to my organization.	3.74	3.75	3.73	3.65***	3.96***	3.68	3.67
I feel emotionally attached to this organization.	3.60	3.56	3.65	3.51***	3.80***	3.55	3.53
I feel like part of the family at my organization	3.59	3.58	3.65	3.53*	3.72*	3.54	3.52
There is good teamwork in the organization.	3.58	3.52	3.65	3.56	3.60	3.56	3.35
My organization's values and culture provide a good fit with the things that I value in life.	3.57	3.52	3.65	3.54	3.64	3.56	3.51
We have a strong organizational culture that motivates me to be the part of my organization.	3.54	3.46	3.65	3.52	3.60	3.50	3.41

*= $p < .05$, ** = $p < .01$, ***= $p < .001$

Clearly, the largest differences in Table 4a pertain to younger versus older public servants: the latter feel a stronger attachment and sense of belonging to the organization, and even see the workplace as a family. More surprisingly, however, is that lower-educated public servants have a clearer understanding of their organization's vision and mission than their higher-educated counterparts.

Table 4b: Organizational Mission, Culture, and Climate Ranked (supervision level, job scope)

<i>Mission, culture, climate</i>	Supervisory responsibilities		Job scope			
	Yes (n=213)	No (n=527)	Policy planning (n=81)	Policy implementation (n=312)	Regulation and oversight (n=123)	Administrative/ managerial (n=198)
I can always talk to workmates if I have a work-related problem.	4.25	4.32	4.20	4.33	4.31	4.29
I clearly understand the mission and vision statement of my organization.	4.30	4.20	4.06*	4.19*	4.28*	4.30*
My relationships with members of my work group are friendly and professional.	4.11	4.09	4.06	4.06	4.14	4.13
My everyday work contributes to the mission and objectives of this organization.	4.11	4.05	3.98	4.08	4.11	4.08
I enjoy a collegial work atmosphere created by my colleagues.	3.90	3.76	3.77	3.78	3.93	3.76
I feel a strong sense of belonging to my organization.	3.90**	3.68**	3.65	3.71	3.86	3.71
I feel emotionally attached to this organization.	3.76	3.53	3.63	3.55	3.67	3.59
I feel like part of the family at my organization	3.68	3.55	3.57	3.58	3.67	3.53
There is good teamwork in the organization.	3.73**	3.51**	3.59	3.56	3.50	3.61
My organization's values and culture provide a good fit with the things that I value in life.	3.70**	3.52**	3.47	3.57	3.56	3.61
We have a strong organizational culture that motivates me to be the part of my organization.	3.69**	3.48**	3.40	3.53	3.54	3.58

*= $p < .05$, ** = $p < .01$, ***= $p < .001$

Table 4b displays a number of clear differences between those with and those without supervisory responsibilities: the former report higher scores on almost all items, most of all when it comes to a sense of belonging, experiencing fit with the values and culture, and feeling positively about teamwork and the culture of the organization (which to some extent is to be expected as they – as leaders – have to actively communicate, propagate, and embody that culture and stimulate teamwork).

Table 4c: Organizational Mission, Culture, and Climate Ranked (government level, level of experience, previous experience in NGO/private sector, aspiration to work in NGO/private sector)

<i>Mission, culture, climate</i>	Government level		Experience level		NGO/private sector experience		Aspiration to work in NGO/private sector	
	Central (n=228)	Local (n=512)	Junior (n=409)	Senior (n=331)	Yes (n=338)	No (n=402)	Yes (n=237)	No (n=503)
I can always talk to workmates if I have a work-related problem.	4.34	4.28	4.33	4.26	4.28	4.31	4.25	4.32
I clearly understand the mission and vision statement of my organization.	4.20	4.34	4.20	4.27	4.21	4.25	4.15*	4.27*
My relationships with members of my work group are friendly and professional.	4.10	4.09	4.08	4.11	4.12	4.07	3.99**	4.14**
My everyday work contributes to the mission and objectives of this organization.	4.11	4.05	4.08	4.05	4.07	4.06	3.95**	4.12**
I enjoy a collegial work atmosphere created by my colleagues.	3.87	3.77	3.80	3.80	3.78	3.83	3.61***	3.89***
I feel a strong sense of belonging to my organization.	3.71	3.76	3.68*	3.83*	3.69	3.79	3.53***	3.85***
I feel emotionally attached to this organization.	3.61	3.60	3.55	3.66	3.55	3.64	3.38***	3.70***
I feel like part of the family at my organization	3.51	3.63	3.58	3.60	3.52	3.65	3.34***	3.71***
There is good teamwork in the organization.	3.51	3.61	3.61	3.53	3.56	3.59	3.32***	3.70***
My organization's values and culture provide a good fit with the things that I value in life.	3.58	3.57	3.57	3.58	3.59	3.56	3.38***	3.67***
We have a strong organizational culture that motivates me to be the part of my organization.	3.42*	3.59*	3.54	3.54	3.51	3.57	3.32***	3.64***

*= $p < .05$, ** = $p < .01$, *** = $p < .001$

What is striking about Table 4c is the significance of differences between those with and those without aspirations to work outside of government in the future (commensurate to earlier findings between aspiring sector switchers and those who show high fidelity to the public sector. Across the board, those that may want to pursue a career change in the future report significantly lower scores on the items associated with belonging, teamwork, collegiality, and the extent to which they recognize themselves in and have a clear understanding of the mission, vision, values, and culture of their organization.

In our discussion of the findings, we will pay attention to the implications of the most significant differences between the subgroups in this part.

5.5 Country Specific Items

In this part, we report on the country specific items and how they compare between the various subgroups distinguished in our dataset. Tables 5a-5c and 6a-6c display comparisons between the stated groups with regard to their job, work and career attitudes, and reasons for joining the public service.

Table 5a: Job, Work, and Career Attitudes Ranked (overall, gender, age, education)

Attitude	Overall mean	Gender		Age		Educational level	
		Female (n=427)	Male (n=313)	39 and under (n=515)	40 and above (n=225)	Vocational, Bachelor and Specialist (n=552)	Master (n=75)
When I come to work, I know what is expected of me.	3.94	3.93	3.94	3.88**	4.07**	3.93	3.85
There are regular opportunities for professional development at my job.	3.68	3.62*	3.77*	3.65	3.75	3.67	3.61
There are sufficient opportunities for promotion.	3.50	3.41**	3.63**	3.54	3.40	3.51	3.41
Given the opportunity, I would leave my current job to take a job in a different sector.	3.14	3.10	3.20	3.15	3.12	3.09	3.32
My salary package is fair and corresponds with my responsibilities and efforts.	2.91	2.98	2.82	2.86	3.03	2.88*	2.59*

*= $p < .05$, ** = $p < .01$, ***= $p < .001$

Table 5a shows three interesting results in particular: female public servants feel they have significantly less opportunities for development and promotion than their male colleagues (which may point at a lack of awareness for diversity and inclusiveness in personnel policies, many of which were until recently still rooted in the Soviet system); older public servants have significantly clearer expectations of their tasks; and the most highly educated public servants are significantly less happy with their salary package than their lower educated counterparts (who are already not very positive about this aspect).

Table 5b: Job, Work, and Career Attitudes Ranked (supervision level, job scope)

Attitude	Supervisory responsibilities		Job scope			
	Yes (n=213)	No (n=527)	Policy planning (n=81)	Policy implementation (n=312)	Regulation and oversight (n=123)	Administrative/managerial (n=198)
When I come to work, I know what is expected of me.	4.05**	3.89**	3.78	3.94	3.98	3.96
There are regular opportunities for professional development at my job.	3.85***	3.61***	3.73	3.63	3.67	3.73
There are sufficient opportunities for promotion.	3.62*	3.45*	3.59	3.53	3.46	3.44

Given the opportunity, I would leave my current job to take a job in a different sector.	3.02*	3.19*	3.02	3.14	3.08	3.18
My salary package is fair and corresponds with my responsibilities and efforts.	2.97	2.89	2.90	2.95	2.80	2.88

*= $p < .05$, ** = $p < .01$, ***= $p < .001$

Like in Table 4b, significant differences are reported between respondents with and without supervisory responsibilities. Those in leadership positions report higher scores on items related to task expectations, and career and promotion opportunities but they are less happy with their salary package in relation to their responsibilities and efforts compared to those who are not in leadership positions.

Table 5c: Job, Work, and Career Attitudes Ranked (government level, level of experience, previous experience in NGO/private sector, aspiration to work in NGO/private sector)

Attitude	Government level		Experience level		NGO/private sector experience		Aspiration to work in NGO/private sector	
	Central (n=228)	Local (n=512)	Junior (n=409)	Senior (n=331)	Yes (n=338)	No (n=402)	Yes (n=237)	No (n=503)
When I come to work, I know what is expected of me.	3.93	3.94	3.89	3.99	3.91	3.96	3.88	3.96
There are regular opportunities for professional development at my job.	3.70	3.67	3.67	3.70	3.68	3.68	3.56*	3.74*
There are sufficient opportunities for promotion.	3.47	3.51	3.59**	3.38**	3.47	3.52	3.38*	3.56*
Given the opportunity, I would leave my current job to take a job in a different sector.	3.23	3.10	3.16	3.12	3.20	3.09	3.69***	2.88***
My salary package is fair and corresponds with my responsibilities and efforts.	2.98	2.88	2.89	2.94	2.78**	3.02**	2.61***	3.05***

*= $p < .05$, ** = $p < .01$, ***= $p < .001$

Like in previous parts, significant differences can be observed between public servants with and without aspirations to work in other sectors post-public sector. Those that aspire employment in other sectors are much less positive about career opportunities and professional development opportunities in their current organizations (although we should note that those planning to stay also report moderate satisfaction with these factors).

Table 6a: Ranking: reasons for joining public service (overall, gender, age, education)

Reasons to join	Mean	Gender		Age		Educational level	
		Female (n=427)	Male (n=313)	39 and under (n=515)	40 and above (n=225)	Vocational, Bachelor and Specialist (n=552)	Master (n=75)
Stable, secure and promising future.	4.13	4.14	4.12	4.14	4.11	4.13	4.01
A chance to make a contribution to important decisions.	4.11	4.05**	4.21**	4.15*	4.03*	4.10	4.16
A chance to learn new things.	4.00	4.00	3.99	4.04*	3.91*	3.98	3.99
High prestige and social status.	3.45	3.45	3.44	3.49	3.35	3.42**	3.80**
To increase opportunities for earning income.	2.84	2.89	2.77	2.84	2.82	2.79	2.92
To build a strong network of connections.	2.69	2.63	2.78	2.79***	2.46***	2.59***	3.04***

*= $p < .05$, ** = $p < .01$, ***= $p < .001$

Overall, the chance to build a stable, secure, and promising future ranks highest as a reason to join the public service. This result is broadly shared among the various groups of public servants. When it comes to the second most important reason, however, the 'chance to make a contribution to important decisions' (in short, to have impact), male public servants and younger public servants score significantly higher than female public servants and older colleagues. The opportunity to earn income and build strong connections receive the lowest relative scores, although younger public servants as well as those with lower educational credentials rank those reasons significantly higher than their older and more educated counterparts (arguably also because they are more skilled at maximizing and leveraging such opportunities).

Table 6b: Ranking: reasons for joining public service (supervision level, job scope)

Reasons to join	Supervisory responsibilities		Job scope			
	Yes (n=213)	No (n=527)	Policy planning (n=81)	Policy implementation (n=312)	Regulation and oversight (n=123)	Administrative and management (n=198)
Stable, secure and promising future.	4.09	4.14	4.15	4.14	3.99	4.18
A chance to make a contribution to important decisions.	4.15	4.10	4.15	4.11	4.14	4.11
A chance to learn new things.	4.03	3.98	4.04	4.00	3.93	4.02
High prestige and social status.	3.40	3.46	3.67	3.42	3.42	3.49
To increase opportunities for earning income.	2.75	2.87	3.16**	2.90**	2.67**	2.75**
To build a strong network of connections.	2.63	2.71	3.02*	2.65*	2.72*	2.62*

*= $p < .05$, ** = $p < .01$, ***= $p < .001$

Here, for the first time our data show no significant differences between those with and those without supervisory responsibilities. Their scores on reasons for joining the public service are quite similar. Those focusing on policy planning value the opportunities for earning income and building networks significantly more than those that implement policies, work in regulation and oversight, or in administrative and managerial functions.

Table 6c: Ranking: reasons for joining public service (government level, level of experience, previous experience in NGO/private sector, aspiration to work in NGO/private sector)

Attitude	Government level		Experience level		NGO/private sector experience		Aspiration to work in NGO/private sector	
	Central (n=228)	Local (n=512)	Junior (n=409)	Senior (n=331)	Yes (n=338)	No (n=402)	Yes (n=237)	No (n=503)
Stable, secure and promising future.	4.20	4.10	4.16	4.09	4.17	4.09	3.95***	4.21***
A chance to make a contribution to important decisions.	4.18	4.09	4.18**	4.03**	4.14	4.09	4.01**	4.17**
A chance to learn new things.	4.06	3.97	4.05	3.94	4.02	3.98	3.93	4.03
High prestige and social status.	3.62**	3.37**	3.53*	3.34*	3.47	3.43	3.42	3.46
To increase opportunities for earning income.	2.95	2.79	2.86	2.82	2.80	2.87	2.89	2.81
To build a strong network of connections.	2.90***	2.60***	2.83***	2.52***	2.69	2.69	2.76	2.66

*= $p < .05$, ** = $p < .01$, ***= $p < .001$

Public servants working at the central level feel they have higher social status and joined the service to build a strong network of connections more so than their local counterparts. In Kazakhstan's context, the national government simply seems to provide a wider range of opportunities, also to connect to multinational business, state-owned enterprises, and the semi-public sector. The same holds true for junior public service compared to their senior ones (in terms of duration of tenure). Those who have no aspirations to work in other sectors give the job security item the highest score of all subgroups in our survey, corroborating that they have no ambition to ever leave the service to pursue opportunities elsewhere. They also rank the chance to make impact significantly higher than those who may leave the service at some stage (perhaps for exactly that reason).

5.6 Public servants speaking out

Table 7 displays the views of public servants on the key obstacles for enhancing the motivation of public servants, categorized into 5 key factors based on our coding of the qualitative data obtained through open questions. We illustrate each of the 5 key factors with a number of direct quotes from the respondents.

Table 7: Obstacles for enhancing motivation in order of importance (n = % of statements out of the total number of statements by respondents)³³

1. Limited pay, benefits and career prospects (67.1%)	2. Political interference/ nepotism (16.6%)	3. Uneven task distribution and long working hours (11.8%)	4. Poor work attitudes and atmosphere (2.7%)	5. Poor facilities and working environment (1.8%)
“Pay is not commensurate with workload, expectations, responsibilities and limitations”	“No promotion opportunities, because of nepotism, no desire to develop because you know that your efforts will not be rewarded”	“Long working hours, no work-life balance, we work weekends and public holidays without being paid for overtime”	“Negative work atmosphere”	“Bad Internet connectivity”
“Very low pay at the local level; no benefits at all”	“Nepotism and patronage”	“12-14 hours working day”	“Bullying and demanding unrealistic results”	“We can’t use mobile devices, even though management is allowed to”
“How can we work when constantly have to think about our livelihoods because the pay is so low?”	“Team movements, no protection against being fired by the new management”	“No clear work objectives, too much paperwork and duplicating assignments”	“Only those close to management are treated favourably”	“Take care of adequate working facilities – after all, we spend most of our lives here”
“Equalizing pay”	“Management only thinks about their own gains”	“We don’t know what is expected of us”	“My management is arrogant and lacks compassion”	
“Young people don’t believe in fair merit-based promotion”	“Meritocracy only exists on paper”	“Absence of an effective performance and work contribution assessment”		
“Promotion is not based on knowledge and work effort”				

More than two thirds of the public servants we surveyed mention limited primary and secondary benefits and career prospects as the main obstacle for further enhancing of the motivation of public servants in Kazakhstan. Complaining about pay is one thing (who wouldn’t like to get paid more?) but one issue that stands out is the alleged lack of meritocracy and fairness when it comes to promotion (this is also central to the second category in the table, and to lesser extent, the third category). Fixing this issue, or at least the perception, seems paramount for recruiting and retaining young talented graduates, particularly when primary and secondary benefits cannot match those of the private sector.

Mentioned much less frequently are poor work attitudes, atmosphere, and conditions. The statements accompanying these categories in Table 7 seem somewhat at odds with the relatively high scores on working culture, climate, teamwork, and collegiality reported earlier. However, it is important to keep in mind these statements were made as a response to a question about key obstacles; forcing respondents to emphasize the negative rather than the positive.

In turn, Table 8 displays the five key factors that, according to our respondents, would contribute to efforts by public servants to increase their performance. Overall, the factors distinguished mirror the obstacles emphasized before: they suggest antidotes to the biggest illnesses in the system. Indeed, more than three out of four statements include primary and secondary benefits as a factor, again with performance related pay (and better measurement of performance) as key elements. Public servants also stress the importance of a clear definition of tasks, roles, and responsibilities. To a much lesser extent, they mention training and working conditions as important factors.

Intriguingly, factors related to PSM and intrinsic motivation are hardly mentioned here: respondents emphasize extrinsic drivers, organizational context, training and management. At the same time, the open question may solicit these types of responses. Still, one emerging conclusion is that the high levels of PSM and intrinsic motivation indicated by public servants in Kazakhstan may well explain why they continue to work hard and value their organization's mission and their colleagues, despite the suboptimal circumstances in which they have to do their job. Our next and final section discusses what these results mean, and how HR measures and reforms may try to further leverage these motivations to recruit and retain talented public servants while fixing some of the deficiencies as well.

*Table 8: Efforts to increase performance in order of importance
(n = % of statements out of the total number of statements by respondents)*

1.	2.	3.	4.	5.
Increase remuneration and introduce secondary benefits	Combat nepotism and patronage, more meritocracy	Clearly define job functions, responsibilities and work processes	Training	Working conditions and working environment
(76.8%)	(11.3%)	(6.7%)	(3.07%)	(2.04%)
<p>"Raise by at least by 30% so that the most talented are attracted and retained"</p> <p>"Introduce benefits' package and higher pay, if civil servants have to think about where to get money for food or medicine they cannot work efficiently"</p> <p>"Use performance-based pay"</p> <p>"Give more benefits – healthcare, childcare, housing schemes"</p> <p>"Bonuses should be paid based on work effort and contribution"</p>	<p>"Make punishments for corruption and nepotism more severe"</p> <p>"Civil servants should be promoted based on merit and not on whom they know"</p> <p>"In promotion to higher level posts priority should be given to lower level workers, who should undergo professional development"</p>	<p>"Strictly no work during weekends, pay commensurate to work efforts, fair task distribution, quarterly, monthly and weekly plans for government meetings"</p> <p>"Move from routine jobs to project management, each successfully completed project should bring rewards to civil servants, talented people don't like routine tasks, business analytics should be applied"</p>	<p>"Annual training and professional development"</p> <p>"Training to raise motivation, team building, this might be conducive for public service delivery"</p>	<p>"Create adequate work conditions – some workplaces lack common infrastructure"</p> <p>"Work should bring enjoyment and not stress"</p> <p>"Respect and recognition"</p> <p>"Teamwork"</p>

6. CONCLUSIONS AND IMPLICATIONS

6.1 Key conclusions and take-aways

In this final section, we synthesize the findings of our study into the motivation profile, job attitudes and career attitudes of 740 public servants in Kazakhstan from the national and local level. From our analysis of the quantitative survey data, we can draw ten conclusions in three key areas:

Motivation and job attitudes

1. The public servants from Kazakhstan surveyed in our study score higher on intrinsic motivation and public service motivation (PSM), comprising idealistic and altruistic motivations for being in the public service than on extrinsic motivations, comprising of more self-oriented, materialistic reasons for being in the public service. This makes them stand out in comparison with public servants in other Asian countries, as recent studies show.³⁴
2. The public servants surveyed in our study give the highest score to the “attraction to policy making” dimension, indicating that the (analytical) content of their job is a key motivator.
3. The public servants surveyed in our study report moderately high scores on their job satisfaction, the fit between their values and characteristics and those of their organizations, while scoring high on community citizenship behaviour. They indicate, however, that they feel closely related to their direct colleagues and the collegiality and sense of ‘family’ they experience in their organizations are a motivating factor in a context of modest primary and secondary benefits and limited opportunities for fast promotion (particularly at the level). In all, our findings corroborate those of earlier studies that suggest in post-communist, tough political-administrative settings with continuous reform pressure, PSM and intrinsic motivation may be even more important than in developed settings for sustaining effort and retaining in the public service.³⁵ Moreover, having such motivation may explain why they are able to put up at all with so much reform and change without being compensated.

Comparing subgroups

4. More junior public servants (with 8 years of service or less) and more senior public servants (with 9 years of service or more) in our sample differ in the extent to which they experience job satisfaction and person-organization-fit: the older public servants score significantly higher on both issues. At the same time, however, younger public servants they have more opportunities to make an impact and to learn new things, which is positive given that future Asian leaders mention such traits as key reasons for joining the public sector and staying motivated in other studies.³⁶ Female public servants, however, are less convinced such opportunities for career advancement and self-development exist, indicating additional efforts may be required to make the public sector workforce more inclusive and conducive to diversity, similar to other countries³⁷.
5. Public servants in our sample who have supervisory responsibilities differ quite substantively from those who don't. The former report higher scores on almost all items, most of all when it comes to a sense of belonging, experiencing fit with the values and culture, and feeling positively about teamwork and the culture of the organization (which to some extent is to be expected as they – as leaders – have to actively communicate, propagate, and embody that culture and stimulate teamwork). In addition, those in leadership positions report higher scores on items related to task expectations, and career and promotion opportunities but they are less happy with their salary package in relation to their responsibilities and efforts compared to those who are not in leadership positions.
6. Public servants at the national level do not differ significantly in their motivations, views, and attitudes from public servants at the local level. They report fairly similar scores across the board, with local public servants joining the public service less for reasons of high social status and building connections than their national counterparts. In turn, central public servants score substantially lower on the dimension “self-sacrifice”. This makes sense given that they are also further removed from the daily issues and struggles of local citizens and communities and more often engaged in analytical and policy oriented work.

7. By far the most significant differences exist between public servants who aspire future employment outside of the public sector versus those who don't: the former experience less fit with the organization, role, and mission and vision, less job satisfaction, less teamwork, and fewer opportunities for promotion, self-development, and career development. All these are common push-factors for "sector switchers" identified in other studies.³⁸ The question is whether efforts should be focused on motivating and retaining these employees, or rather the employees that plan to stay on until they retire, as a decline in their motivation may come at the cost of performance and team spirit.

Organizational culture, support, and fit with the organization's mission and vision

8. Public servants in our sample generally report positively on their organization's vision and their organizational climate (including collegiality) in the quantitative part of the questionnaire. They understand the mission and vision of their organization and they see how their work contributes to that mission and vision, and they indicate they can talk to colleagues if they have a problem while reporting friendly and professional relationships with colleagues. As said, managers are most positive whereas those with post-public sector employment aspirations are less positive.
9. They are also moderately positive about their opportunities for professional development and promotion, and the expectations about their job performance (with bosses and higher educated public servants being most positive and female public servants, older public servants, and potential sector switchers being least positive). However, almost all respondents are less positive about the extent to which their salary package is fair given their responsibilities and efforts, and they do not rule out that they would take up a job in another sector if the opportunity would present itself (all these findings are further corroborated by the qualitative findings below).
10. When asked to indicate their reason for joining the public service in the first place, public servants in our research rank a "stable, secure, and promising future" and "the chance to make a contribution to important decisions" the highest. This preference for extrinsic motivations seems somewhat at odds with the relatively high scores for PSM as current motivator reported earlier, but they are commensurate with other studies that show how the prioritization of motivations changes during a public servant's career³⁹. Moreover, more extrinsic and classical "developmental" motivators such as "high prestige and social status", "opportunities to earn increased income", and "building a strong network of connections receive substantially lower scores, further supporting conclusions 1 and 2.

In addition, we identify six key take-aways based on the qualitative data acquired through the open question in our survey.

Obstacles to better performance

The qualitative data acquired through the open questions further contextualize and complement our conclusions, resulting in three additional take-aways about constraints for enhancing motivation:

1. "Limited pay, benefits, and career prospects" are by far the most oft-mentioned obstacles for enhancing the motivation of public servants; two thirds of the statements emphasize this issue. More than half of the statements by respondents as reflected in the qualitative part of the survey, indicate that remuneration is insufficient and should be improved as a key factor in improving performance. In addition, a lack of merit-based promotion (or the perception thereof) is also frequently mentioned.
2. In relation to the issue of (a lack of) meritocracy, public servants also frequently mention "political interference or nepotism" and "uneven task distribution and long working hours"; they sometimes view management benefiting certain colleagues or departments, and find that performance criteria are often merely paper tigers. In addition, these statements emphasize long working hours, extending through the weekend, while clear objectives and distribution of tasks and functions is lacking.
3. Less than five percent of statements of public servants in our study refer to poor work attitudes and atmosphere and poor facilities and working environment as obstacles to enhance motivation. Although the statements under these categories are rather negative and even worrisome, referring to bullying, arrogance, and poor infrastructure, their low frequency corroborates the rather positive attitudes towards organizational culture and climate reported in the earlier parts of the survey.

We should add that this question was aimed at soliciting critical, honest views about what is currently missing and what should be improved. Therefore, the contrast between these conclusions and the fairly positive conclusions from the quantitative part of the survey are not necessarily ambiguous or conflicting (nor do they necessarily indicate social desirability with regard to the earlier answers). The views expressed do, however, provide food for thought on what should be prioritized in attempting to make gains in further enhancing employee motivation in the public service in Kazakhstan.

Enablers of better performance

Lastly, the qualitative data on the respondents' views about the reforms of measures that will boost efforts to increase performance of staff again provide us with three insightful take-aways.

4. As a corollary to the most-oft mentioned obstacle for enhancing the motivation of public servants, the vast majority of the statements from public servants in Kazakhstan on how their performance should be increased stress the importance of primary and secondary benefits, with bonuses and performance based pay as well as the contrast between salaries at the national and local level being mentioned frequently.
5. In relation, a large number of statements emphasizes the need for clearer performance criteria and more meritocracy in hiring and promotion (as opposed to nepotism and cronyism), and more efforts on professional development and training, particularly for lower level employees so they have a better shot at higher posts as well.
6. Finally, public servants in Kazakhstan would like to see clearer division of labour, function descriptions, and the use of data and evidence to support such process redesign, as well as more effort to create cultural and infrastructural enablers of job satisfaction and efficiency.

6.2 Implications for personnel management and public service reform

From this rich and unique research project into the motivation of public servants in Kazakhstan and their attitudes towards job satisfaction, person-organization-fit, community citizenship behaviour, organizational culture and climate, and the key constraints and opportunities provided by their working environments and career structures, we can distil the following implications for personnel management and public sector reform:

- Primary and secondary benefits are considered important for further improving motivation and performance, but creating fairer working conditions and more individually tailored performance, training, and development schemes are just as important. Future HRM and personnel reform interventions should focus on further improving performance appraisal systems and opportunities for training and promotion (building on recent reforms), as room to improve primary and secondary benefits is expected to remain limited in the years to come. Evidence from successful countries in this regard shows that performance leadership is at least as important as importing performance schemes on paper that are not enforced in practice⁴⁰.
- The positive attitudes towards colleagues and the team and 'family' spirit in the workplace should be leveraged in creating an even more inclusive and positive working environment, with additional attention to female employees and those with longer tenure. More autonomy and horizontal coordination tend to enhance motivation and performance in organizational environments in which colleagues are sometimes more respected than superiors (and more top-down management may result in the exact opposite).
- Around one third of the respondents is actively considering future employment outside of government. This groups is also the least happy and motivated. Concerted HR efforts should be employed to a) communicate to employees to find out who the potential sector switchers are, b) see if they are among the better or poorer performing employees, and c) coach out those who perform less and want to leave, and design targeted incentives for the top performers in a participatory manner to convince them to stay.

The results of this study assist UNDP and their partners to better tailor reform interventions in the areas of public management, HRM, training and capacity building, based on the responses of public officials in Kazakhstan and their motivational profile. In short, based on the envisioned study, UNDP and their partners are able to know and do the following:

1. The types of motivation driving public officials in Kazakhstan, and how these types compare between various subgroups and agency types;
2. How public officials in Kazakhstan view their working life, career prospects, and which reforms they consider effective;
3. How UNDP and local agencies can promote incentives to further improve the motivation, job satisfaction, and performance of public servants in Kazakhstan.

6.3 Limitations and future research

This study was part of a pilot project aimed at testing our questionnaire before employing it in a variety of developing countries. For the global part of the questionnaire, we used measurement scales that have been used and validated in reputed, recent international studies into public service motivation and motivation of public servants more broadly. Not all scales produced sufficient reliability scales. So, in the end we rescaled some of our measurements to make sure they met the common standards for validity and reliability. These final scales can be used in future questionnaires aimed at acquiring baseline data on the motivation and job attitudes of public servants in developing countries, although rescaling may be required for each individual new country that participates as some items prove less effective in certain countries⁴¹.

One final related issue that merits attention here is that of language, translation, and interpretation. The fact that most of the questionnaires were translated from English to Russian and back – albeit with the assistance of a native speaking project member – may have affected some of the reliability scores for the scales. Respondents may have simply identified elements of PSM or job satisfaction differently than they would have, had English been their mother tongue. In addition, some items just translate easier than others.

7. REFERENCES

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APPENDIX 1: QUESTIONNAIRE ITEMS BY SECTION

Table 1: Items on respondent characteristics

Respondent characteristics	
1.	Educational qualification (diploma, Bachelor degree, Master degree, other)
2.	University major
3.	Age
4.	Gender
5.	Years of public service experience
6.	Current function and job scope (planning, implementation, regulation/oversight, management)
7.	Government level (national, local)
8.	Supervising employees (yes, no)
9.	Private and/or non-profit sector experience prior to joining public service (yes, no)
10.	Future career ambitions in private and/or non-profit sector (yes, no)

Table 2: Items included in the global section of questionnaire (motivation)

PSM (dimensions)	Extrinsic Motivation
<p><i>Attraction to policy-making</i>⁴²</p> <ul style="list-style-type: none"> ▪ I'm interested in making public programs that are beneficial for my country or the community I belong to. ▪ Sharing my views on public policies with others is attractive to me. ▪ Seeing people get benefits from the public program I have been deeply involved in brings me a great deal of satisfaction. ▪ Ethical behaviour of public officials is as important as competence. <p><i>Commitment to public interests</i>⁴³</p> <ul style="list-style-type: none"> ▪ I unselfishly contribute to my community. ▪ Meaningful public service is very important to me. ▪ I would prefer seeing public officials do what is best for the community, even if it harmed my interests. ▪ I consider public service my civic duty. <p><i>Self-sacrifice</i>⁴⁴</p> <ul style="list-style-type: none"> ▪ Much of what I do is for a cause bigger than myself. ▪ Serving citizens would give me a good feeling even if no one paid me for it. ▪ I feel people should give back to society more than they get from it. ▪ Doing well financially is definitely more important to me than doing good deeds. ▪ I am prepared to make enormous sacrifices for the good of society. ▪ It is definitely more important to me to do good deeds than doing well financially. ▪ Making a difference in society means more to me than personal achievements. <p><i>Compassion</i>⁴⁵</p> <ul style="list-style-type: none"> ▪ It is difficult for me to contain my feelings when I see people in distress ▪ I am often moved by the plight of the underprivileged ▪ I am often reminded by daily events about how dependent we are on one another. ▪ To me, patriotism includes seeing to the welfare of others. 	<p><i>Remuneration</i>⁴⁶</p> <ul style="list-style-type: none"> ▪ I am motivated to work hard for money. ▪ Money reinforces me to work harder. ▪ I am highly motivated by money. ▪ I am happy with my pay and the amount of work I do. ▪ I am happy with the benefits package accruing in my job. <p><i>Job security</i>⁴⁷</p> <ul style="list-style-type: none"> ▪ Considering the main reasons for choosing your current job, how important was the job security to you? <p><i>Promotion</i>⁴⁸</p> <ul style="list-style-type: none"> ▪ My performance depends on whether I expect to be promoted.

Table 3: Items included in the global section of questionnaire (other)

Person-Organization-Fit	Job Satisfaction	Community Citizenship Behaviour	Organizational Culture, Mission, and Climate
<ul style="list-style-type: none"> ▪ My values match or fit the values of my organization. ▪ My goals are very similar to the goals of my organization. ▪ My values match those of current employees in this organization. ▪ Overall, I think I fit well with my organization.⁴⁹ 	<ul style="list-style-type: none"> ▪ Most days I am enthusiastic about my work.⁵⁰ ▪ I feel fairly satisfied with my present job.⁵¹ ▪ I find real enjoyment in my work.⁵² ▪ I am happy about employment conditions in my organisation.⁵³ ▪ Relationship with my colleagues is friendly and professional.⁵⁴ ▪ I am rewarded and recognised when I do well.⁵⁵ 	<ul style="list-style-type: none"> ▪ I am involved in community service and volunteer activities outside of work. ▪ I believe it is important to give back to the community. ▪ I take into consideration the effects of decisions I make in my job on the overall community. ▪ When possible, I try and get my organization involved in community projects that I am involved in. ▪ I believe than an organization is obligated to serve the community in which it operates.⁵⁶ 	<ul style="list-style-type: none"> ▪ I clearly understand the mission and vision statement of my organization. ▪ My everyday work contributes to the mission and objectives of this organization. ▪ I can always talk to workmates if I have a work-related problem. ▪ I enjoy a collegial work atmosphere created by my colleagues. (client's own item) ▪ My relationships with members of my work group are friendly and professional. ▪ There is good teamwork in the organization. ▪ I feel a strong sense of belonging to my organization. ▪ I feel emotionally attached to this organization. ▪ I feel like part of the family at my organization. ▪ My organization's values and culture provide a good fit with the things that I value in life. ▪ We have a strong organizational culture that motivates me to be the part of my organization. (client's own item)

Table 4: Items included in the country specific section of questionnaire

Kazakhstan specific survey items (based on focus group and project team comments)	
1.	I joined public service to increase my opportunities for earning income.
2.	I joined public service to build a strong network of connections.
3.	I joined public service for a chance to make a contribution to important decisions.
4.	I joined public service for high prestige and social status.
5.	I joined public service for a chance to learn new things.
6.	I joined public service for a stable and promising future.
7.	There are sufficient opportunities for promotion.
8.	There are regular opportunities for professional development at my job.
9.	When I come to work, I know what is expected of me.
10.	My salary package is fair and corresponds with my responsibilities and efforts.

Table 5: Differences in Motivational Types between sub groups: *gender*

Motivational Types	FEMALE (n=427)		MALE (n=313)		T-test
	Mean	SD	Mean	SD	p-value
PSM	3.884	0.413	3.994	0.457	0.001**
<i>Attraction to Policy Making</i>	4.164	0.505	4.303	0.498	0.000***
<i>Commitment to Public Interest</i>	3.970	0.496	4.093	0.546	0.002**
<i>Compassion</i>	3.926	0.577	3.872	0.618	0.220
<i>Self-Sacrifice</i>	3.476	0.622	3.709	0.594	0.000***
Extrinsic	3.704	0.575	3.765	0.579	0.146
Intrinsic	4.096	0.726	4.118	0.739	0.684
Job satisfaction	3.608	0.603	3.619	0.583	0.805
Person-organization fit	3.594	0.578	3.677	0.600	0.060
Community citizenship behaviour	4.222	0.492	4.357	0.501	0.000***

*= p < .05, ** = p<.01, ***= p<.001

Table 6: Differences in Motivational Types between sub groups: *educational level*

Motivational Types	VOCATIONAL, BACHELOR AND SPECIALIST (n=552)		MASTER (n=75)		T-test
	Mean	SD	Mean	SD	p-value
PSM	3.908	0.435	3.928	0.390	0.836
<i>Attraction to Policy Making</i>	4.221	0.502	4.302	0.468	0.189
<i>Commitment to Public Interest</i>	4.002	0.520	3.956	0.513	0.190
<i>Compassion</i>	3.872	0.604	3.982	0.504	0.088
<i>Self-Sacrifice</i>	3.537	0.614	3.474	0.615	0.405
Extrinsic	3.708	0.585	3.888	0.460	0.531
Intrinsic	4.067	0.760	4.160	0.789	0.323
Job satisfaction	3.607	0.589	3.508	0.608	0.177
Person-organization fit	3.626	0.581	3.676	0.537	0.479
Community citizenship behaviour	4.267	0.501	4.280	0.494	0.836

*= p < .05, ** = p<.01, ***= p<.001

Table 7: Differences in Motivational Types between sub groups: *age*

Motivational Types	39 AND UNDER (n=515)		40 AND ABOVE (n=225)		T-test
	Mean	SD	Mean	SD	p-value
PSM	3.918	0.442	3.960	0.417	0.225
<i>Attraction to Policy Making</i>	4.219	0.517	4.232	0.482	0.745
<i>Commitment to Public Interest</i>	4.020	0.539	4.027	0.478	0.859
<i>Compassion</i>	3.876	0.609	3.965	0.559	0.135
<i>Self-Sacrifice</i>	3.557	0.634	3.616	0.589	0.052
Extrinsic	3.747	0.587	3.695	0.554	0.262
Intrinsic	4.100	0.757	4.115	0.671	0.794
Job satisfaction	3.562	0.606	3.731	0.547	0.000***
Person-organization fit	3.587	0.603	3.726	0.544	0.002*
Community citizenship behavior	3.259	0.508	4.326	0.478	0.092

*= p < .05, ** = p<.01, ***= p<.001

Table 8: Differences Motivational Types between sub groups: *level of experience*

Motivational Types	JUNIOR (n=409)		SENIOR (n=331)		T-test
	Mean	SD	Mean	SD	p-value
PSM	3.946	0.448	3.912	0.418	0.297
<i>Attraction to Policy Making</i>	4.229	0.531	4.215	0.475	0.703
<i>Commitment to Public Interest</i>	4.059	0.527	3.977	0.510	0.033*
<i>Compassion</i>	3.885	0.633	3.926	0.544	0.340
<i>Self-Sacrifice</i>	3.437	0.520	3.531	0.605	0.083
Extrinsic	3.742	0.579	3.717	0.575	0.553
Intrinsic	4.134	0.720	4.069	0.745	0.230
Job satisfaction	3.597	0.582	3.632	0.609	0.424
Person-organization fit	3.599	0.597	3.666	0.576	0.122
Community citizenship behaviour	4.288	0.509	4.268	0.489	0.596

*= p < .05, ** = p<.01, ***= p<.001

Table 9: Differences Motivational Types between sub groups: *supervisory responsibilities*

Motivational Types	NO (n=527)		YES (n=213)		T-test
	Mean	SD	Mean	SD	p-value
PSM	3.914	0.444	3.971	0.411	0.107
<i>Attraction to Policy Making</i>	4.203	0.512	4.273	0.490	0.085
<i>Commitment to Public Interest</i>	4.012	0.526	4.048	0.509	0.398
<i>Compassion</i>	3.902	0.604	3.906	0.574	0.942
<i>Self-Sacrifice</i>	3.541	0.631	3.659	0.587	0.019*
Extrinsic	3.752	0.574	3.679	0.583	0.118
Intrinsic	4.068	0.752	4.197	0.671	0.030*
Job satisfaction	3.572	0.608	3.716	0.545	0.002*
Person-organization fit	3.577	0.613	3.759	0.501	0.000***
Community citizenship behaviour	4.263	0.509	4.319	0.477	0.172

*= p < .05, ** = p < .01, *** = p < .001

Table 10: Differences Motivational Types between sub groups: *government level*

Motivational Types	LOCAL (n=512)		CENTRAL (n=228)		T-test
	Mean	SD	Mean	SD	p-value
PSM	3.914	0.434	3.967	0.437	0.128
<i>Attraction to Policy Making</i>	4.196	0.513	4.285	0.485	0.027*
<i>Commitment to Public Interest</i>	4.005	0.518	4.060	0.527	0.190
<i>Compassion</i>	3.921	0.614	3.921	0.614	0.595
<i>Self-Sacrifice</i>	3.562	0.611	3.604	0.643	0.393
Extrinsic	3.677	0.574	3.852	0.629	0.550
Intrinsic	4.091	0.714	4.135	0.770	0.449
Job satisfaction	3.604	0.591	3.633	0.602	0.536
Person-organization fit	3.605	0.592	3.684	0.577	0.093
Community citizenship behaviour	4.270	0.506	4.300	0.486	0.453

*= p < .05, ** = p < .01, *** = p < .001

Table 11: Differences in Motivational Types between sub groups: *job function*

Motivational Types	POLICY PLANNING (n=81)		POLICY IMPLEMENTATION (n=312)		REGULATION AND OVERSIGHT (n=123)		ADMINISTRATIVE AND MANAGEMENT (n=198)		T-test
	Mean	SD	Mean	SD	Mean	SD	Mean	SD	p-value
PSM	3.870	0.431	3.937	0.440	3.935	0.436	3.929	0.435	0.653
<i>Attraction to Policy Making</i>	4.148	0.480	4.260	0.495	4.219	0.518	4.225	0.489	0.326
<i>Commitment to Public Interest</i>	3.956	0.487	4.029	0.531	4.032	0.512	4.013	0.527	0.712
<i>Compassion</i>	3.876	0.594	3.886	0.572	3.869	0.635	3.939	0.592	0.690
<i>Self-Sacrifice</i>	3.498	0.605	3.574	0.654	3.621	0.590	3.539	0.602	0.511
Extrinsic	3.873	0.576	3.699	0.569	3.757	0.578	3.727	0.558	0.101
Intrinsic	3.975	0.821	4.141	0.698	4.186	0.644	4.020	0.805	0.063
Job satisfaction	3.680	0.565	3.590	0.601	3.680	0.565	3.590	0.598	0.475
Person-organization fit	3.540	0.576	3.624	0.597	3.662	0.619	3.655	0.551	0.444
Community citizenship behaviour	4.160	0.498	4.323	0.498	4.296	0.503	4.252	0.503	0.053

*= p < .05, ** = p<.01, ***= p<.001

Table 12: Differences in Motivational Types between sub groups: *previous NGO/private sector experience*

Motivational Types	YES (n=338)		NO (n=402)		T-test
	Mean	SD	Mean	SD	p-value
PSM	3.954	0.451	3.911	0.421	0.186
<i>Attraction to Policy Making</i>	4.296	0.495	4.161	0.508	0.000***
<i>Commitment to Public Interest</i>	4.033	0.547	4.013	0.498	0.614
<i>Compassion</i>	3.931	0.611	3.880	0.581	0.252
<i>Self-Sacrifice</i>	3.556	0.645	3.591	0.600	0.448
Extrinsic	3.780	0.569	3.690	0.582	0.034*
Intrinsic	4.094	0.772	4.114	0.696	0.715
Job satisfaction	3.607	0.604	3.618	0.586	0.801
Person-organization fit	3.640	0.606	3.620	0.574	0.648
Community citizenship behaviour	4.300	0.511	4.262	0.490	0.306

*= p < .05, ** = p<.01, ***= p<.001

Table 13: Differences in Motivational Types between sub groups: aspiration to work in NGO/private sector in the future

Motivational Types	YES (n=237)		NO (n=503)		T-test
	Mean	SD	Mean	SD	p-value
PSM	3.898	0.463	3.946	0.421	0.157
<i>Attraction to Policy Making</i>	4.196	0.542	4.235	0.488	0.329
<i>Commitment to Public Interest</i>	3.945	0.567	4.059	0.494	0.008**
<i>Compassion</i>	3.936	0.623	3.888	0.581	0.300
<i>Self-Sacrifice</i>	3.513	0.631	3.604	0.615	0.066
Extrinsic	3.790	0.520	3.703	0.601	0.046*
Intrinsic	4.042	0.862	4.135	0.660	0.107
Job satisfaction	3.413	0.641	3.707	0.546	0.000***
Person-organization fit	3.498	0.654	3.691	0.545	0.000***
Community citizenship behaviour	4.246	0.484	4.295	0.507	0.220

*= p < .05, ** = p<.01, ***= p<.001

APPENDIX 2: DESCRIPTIVES AND RELIABILITY SCORES FOR ALL ITEMS

1. ALL ITEMS

PSM 1: Attraction to public policy-making

Reliability Statistics	
Cronbach's Alpha	N of Items
.597	5

Descriptive Statistics					
	N	Minimum	Maximum	Mean	Std. Deviation
I'm interested in making public programs that are beneficial for my country.	741	2	5	4.30	.569
I'm interested in making public programs that are beneficial for the community I belong to.	741	1	5	4.26	.634
Seeing people get benefits from the public program I have been deeply involved in brings me a great deal of satisfaction.	741	1	5	4.11	.685
Sharing my views on public policies with others is attractive to me.	741	1	5	3.58	.912
Ethical behaviour of public officials is as important as competence.	741	1	5	4.50	.636
Valid N (listwise)	741				

PSM 2: Commitment to public interests

Reliability Statistics	
Cronbach's Alpha	N of Items
.676	4

Descriptive Statistics					
	N	Minimum	Maximum	Mean	Std. Deviation
I unselfishly contribute to my community.	741	1	5	4.01	.707
Meaningful public service is very important to me.	741	1	5	4.15	.605
I would prefer seeing public officials do what is best for the community, even if it harmed my interests.	741	1	5	3.79	.794
I consider public service my civic duty.	741	1	5	4.13	.802
Valid N (listwise)	741				

PSM 3: Self-sacrifice**Reliability Statistics**

Cronbach's Alpha	N of Items
.575	6

Descriptive Statistics

	N	Minimum	Maximum	Mean	Std. Deviation
Much of what I do is for a cause bigger than myself.	741	1	5	3.71	.840
Serving citizens would give me a good feeling even if no one paid me for it.	741	1	5	3.42	.949
I feel people should give back to society more than they get from it.	741	1	5	3.61	.945
I am prepared to make enormous sacrifices for the good of society.	741	1	5	3.45	.900
Doing well financially is definitely more important to me than doing good deeds.	741	1	5	2.61	1.122
Making a difference in society means more to me than personal achievements.	741	1	5	3.68	.811
Valid N (listwise)	741				

PSM 4: Compassion**Reliability Statistics**

Cronbach's Alpha	N of Items
.545	4

Descriptive Statistics

	N	Minimum	Maximum	Mean	Std. Deviation
It is difficult for me to contain my feelings when I see people in distress.	741	1	5	3.83	.827
I am often moved by the plight of the underprivileged.	741	1	5	3.99	.764
I am often reminded by daily events about how dependent we are on one another.	741	1	5	3.89	.864
To me, patriotism includes seeing to the welfare of others.	741	1	5	3.94	.784
Valid N (listwise)	741				

Intrinsic motivation*

1. I perform my task because it is an interesting job to me.
2. I am motivated by doing an important job that gives me a feeling of accomplishment.

Reliability Statistics

Cronbach's Alpha	N of Items
.383	2

Descriptive Statistics

	N	Minimum	Maximum	Mean	Std. Deviation
I am motivated by doing an important job that gives me a feeling of accomplishment.	741	1	5	4.11	.732
I perform my task because it is an interesting job to me.	741	1	5	3.96	.772
Valid N (listwise)	741				

*Because of the low reliability scores, we decided to include only the second item in our analysis.

Extrinsic motivation**- Remuneration (Tang's 'Love of money' scale)**

1. I am motivated to work hard for money.
2. Money reinforces me to work harder.
3. I am highly motivated by money.

Reliability Statistics

Cronbach's Alpha	N of Items
.824	3

1. I am happy with my pay and the amount of work I do.
2. I am happy with the benefits package accruing in my job.

Reliability Statistics

Cronbach's Alpha	N of Items
.753	2

- Job security

In choosing my current job security was a very important consideration.

- Promotion

My performance depends on whether I expect to be promoted.

Descriptive Statistics

	N	Minimum	Maximum	Mean	Std. Deviation
I am highly motivated by money	741	1	5	3.49	1.085
I am motivated to work hard for money.	741	1	5	3.48	1.110
Money reinforces me to work harder.	741	1	5	3.57	1.056
I am happy with my pay and the amount of work I do.	741	1	5	2.85	1.112
I am happy with the benefits package accruing in my job.	741	1	5	2.88	1.151
In choosing my current job, job security was a very important factor.	741	1	5	4.12	.680
My performance depends on whether I expect to be promoted.	741	1	5	3.56	.985
Valid N (listwise)	741				

Other**- Community Citizenship Behaviour****Reliability Statistics**

Cronbach's Alpha	N of Items
.567	5

Descriptive Statistics

	N	Minimum	Maximum	Mean	Std. Deviation
I am involved in community service and volunteer activities outside of work.	741	1	5	3.15	1.110
I believe it is important to give back to the community.	741	2	5	4.23	.553
I take into consideration the effects of decisions I make in my job on the overall community.	741	1	5	4.06	.621
I believe than an organization is obligated to serve the community in which it operates.	741	1	5	4.33	.610
When possible, I try and get my organization involved in community projects that I am involved in.	741	1	5	3.43	.908
Valid N (listwise)	741				

- Person-organisation fit

1. My values match or fit the values of my organization.
2. My goals are very similar to the goals of my organization.
3. My values match those of current employees in this organization.
4. Overall, I think I fit well with my organization.

Reliability Statistics

Cronbach's Alpha	N of Items
.719	4

Descriptive Statistics

	N	Minimum	Maximum	Mean	Std. Deviation
My goals are very similar to the goals of my organization.	741	1	5	3.73	.824
My personal values match or fit the values of my organization.	741	1	5	3.49	.857
My personal values match those of current employees in this organization.	741	1	5	3.28	.847
Overall, I think I fit well with my organization.	741	1	5	4.01	.659
Valid N (listwise)	741				

- Job satisfaction**Reliability Statistics**

Cronbach's Alpha	N of Items
.736	6

Descriptive Statistics

	N	Minimum	Maximum	Mean	Std. Deviation
I am rewarded and recognized when I do well.	741	1	5	3.10	1.109
I feel fairly satisfied with my present job.	741	1	5	3.55	.918
I find real enjoyment in my work.	741	1	5	3.46	.924
Most days I am enthusiastic about my work.	741	1	5	3.97	.683
Relationship with my colleagues is friendly and professional.	741	1	5	4.13	.683
I am happy about employment conditions in my organization.	741	1	5	3.45	1.029
Valid N (listwise)	741				

Items requested by the client – ORGANIZATIONAL MISSION AND CULTURE**- Mission (client's own items)**

1. I clearly understand the mission and vision statement of my organization.
2. My everyday work contributes to the mission and objectives of this organization.

Reliability Statistics

Cronbach's Alpha	N of Items
.464	2

- Collegial work atmosphere

1. I can always talk to workmates if I have a work-related problem.
2. I enjoy a collegial work atmosphere created by my colleagues. (client's own item)
3. My relationships with members of my work group are friendly and professional.
4. There is good teamwork in the organization.

Reliability Statistics

Cronbach's Alpha	N of Items
.737	4

- Organizational culture

1. I feel a strong sense of belonging to my organization.
2. I feel emotionally attached to this organization.
3. I feel like part of the family at my organization.
4. My organization's values and culture provide a good fit with the things that I value in life.
5. We have a strong organizational culture that motivates me to be the part of my organization. (client's own item)

Reliability Statistics

Cronbach's Alpha	N of Items
.827	5

Descriptive Statistics

	N	Minimum	Maximum	Mean	SD
I clearly understand the mission and vision statement of my organization.	741	1	5	4.23	.638
My everyday work contributes to the mission and objectives of this organization.	741	1	5	4.06	.659
I can always talk to workmates if I have a work-related problem.	741	2	5	4.30	.667
I enjoy a collegial work atmosphere created by my colleagues.	741	1	5	3.80	.957
My relationships with members of my work group are friendly and professional.	741	1	5	4.09	.666
There is good teamwork in the organization.	741	1	5	3.58	.983
I feel a strong sense of belonging to my organization.	741	1	5	3.74	.886
I feel emotionally attached to this organization.	741	1	5	3.60	.902
I feel like part of the family at my organization	741	1	5	3.59	.944
My organization's values and culture provide a good fit with the things that I value in life.	741	1	5	3.57	.846
We have a strong organizational culture that motivates me to be the part of my organization.	741	1	5	3.54	.920
Valid N (listwise)	741				

Country-Specific Questions

11. I joined public service to increase my opportunities for earning income.
12. I joined public service to build a strong network of connections.
13. I joined public service for a chance to make a contribution to important decisions.
14. I joined public service for high prestige and social status.
15. I joined public service for a chance to learn new things.
16. I joined public service for a stable and promising future.
17. There are sufficient opportunities for promotion.
18. There are regular opportunities for professional development at my job.
19. When I come to work, I know what is expected of me.
20. My salary package is fair and corresponds with my responsibilities and efforts.
21. Given the opportunity, I would leave my current job to take a job in a different sector. (reversed)

Reliability Statistics

Cronbach's Alpha	N of Items
.644	11

Descriptive Statistics

	N	Minimum	Maximum	Mean	Std. Deviation
I joined public service for a chance to learn new things.	741	2	5	4.00	.793
I joined public service for a chance to make a contribution to important decisions.	741	2	5	4.11	.697
I joined public service for a stable, secure and promising future.	741	1	5	4.13	.729
I joined public service for high prestige and social status.	741	1	5	3.45	1.110
I joined public service to build a strong network of connections.	741	1	5	2.69	1.084
I joined public service to increase my opportunities for earning income.	741	1	5	2.84	1.117
My salary package is fair and corresponds with my responsibilities and efforts.	741	1	5	2.91	1.140
Given the opportunity, I would leave my current job to take a job in a different sector.	741	1	5	3.14	1.037
There are regular opportunities for professional development at my job.	741	1	5	3.68	.892
There are sufficient opportunities for promotion.	741	1	5	3.50	.945
When I come to work, I know what is expected of me.	741	1	5	3.94	.681
Valid N (listwise)	741				

APPENDIX 3: RESCALED ITEMS USED IN FINAL ANALYSIS

PSM 1: Attraction to public policy-making

1. I'm interested in making public programs that are beneficial for my country.
2. I'm interested in making public programs that are beneficial for the community I belong to.
3. Seeing people get benefits from the public program I have been deeply involved in brings me a great deal of satisfaction.

Reliability Statistics

Cronbach's Alpha	N of Items
.724	3

PSM 2: Commitment to public interests

1. I unselfishly contribute to my community.
2. Meaningful public service is very important to me.
3. I would prefer seeing public officials do what is best for the community, even if it harmed my interests.
4. I consider public service my civic duty.

Reliability Statistics

Cronbach's Alpha	N of Items
.676	4

PSM 3: Self-sacrifice

1. Much of what I do is for a cause bigger than myself.
2. Serving citizens would give me a good feeling even if no one paid me for it.
3. I feel people should give back to society more than they get from it.
4. I am prepared to make enormous sacrifices for the good of society.
5. Making a difference in society means more to me than personal achievements.

Reliability Statistics

Cronbach's Alpha	N of Items
.736	5

PSM 4: Compassion

1. It is difficult for me to contain my feelings when I see people in distress
2. I am often moved by the plight of the underprivileged.
3. I am often reminded by daily events about how dependent we are on one another.

Reliability Statistics

Cronbach's Alpha	N of Items
.554	3

Intrinsic motivation

1. I am motivated by doing an important job that gives me a feeling of accomplishment.

Extrinsic motivation**- Remuneration (Tang's 'Love of money' scale)**

4. I am motivated to work hard for money.
5. Money reinforces me to work harder.
6. I am highly motivated by money.

Reliability Statistics

Cronbach's Alpha	N of Items
.824	3

3. I am happy with my pay and the amount of work I do.
4. I am happy with the benefits package accruing in my job.

Reliability Statistics

Cronbach's Alpha	N of Items
.753	2

- Job security

In choosing my current job security was a very important consideration.

- Promotion

My performance depends on whether I expect to be promoted.

Other**- Community Citizenship Behaviour**

1. I believe it is important to give back to the community.
2. I believe than an organization is obligated to serve the community in which it operates.

Reliability Statistics

Cronbach's Alpha	N of Items
.650	2

- Person-organisation fit

1. My values match or fit the values of my organization.
2. My goals are very similar to the goals of my organization.
3. My values match those of current employees in this organization.
4. Overall, I think I fit well with my organization.

Reliability Statistics

Cronbach's Alpha	N of Items
.719	4

- Job satisfaction

1. Most days I am enthusiastic about my work.
2. I feel fairly satisfied with my present job.
3. I find real enjoyment in my work.
4. I am happy about employment conditions in my organisation.
5. Relationship with my colleagues is friendly and professional.
6. I am rewarded and recognised when I do well.

Reliability Statistics

Cronbach's Alpha	N of Items
.736	6

Items requested by the client**- Mission (client's own items)****- Collegial work atmosphere**

1. I clearly understand the mission and vision statement of my organization.
2. My everyday work contributes to the mission and objectives of this organization.
3. I can always talk to workmates if I have a work-related problem.
4. I enjoy a collegial work atmosphere created by my colleagues. (client's own item)
5. My relationships with members of my work group are friendly and professional.
6. There is good teamwork in the organization.

Reliability Statistics

Cronbach's Alpha	N of Items
.747	6

- Organizational culture

1. I feel a strong sense of belonging to my organization.
2. I feel emotionally attached to this organization.
3. I feel like part of the family at my organization.
4. My organization's values and culture provide a good fit with the things that I value in life.
5. We have a strong organizational culture that motivates me to be the part of my organization. (client's own item)

Reliability Statistics

Cronbach's Alpha	N of Items
.827	5

Country-Specific Questions

1. I joined public service to increase my opportunities for earning income.
2. I joined public service to build a strong network of connections.
3. I joined public service for a chance to make a contribution to important decisions.
4. I joined public service for high prestige and social status.
5. I joined public service for a chance to learn new things.
6. I joined public service for a stable and promising future.

Reliability Statistics

Cronbach's Alpha	N of Items
.728	6

1. There are sufficient opportunities for promotion.
2. There are regular opportunities for professional development at my job.
3. When I come to work, I know what is expected of me.

Reliability Statistics

Cronbach's Alpha	N of Items
.669	3

1. My salary package is fair and corresponds with my responsibilities and efforts.
2. Given the opportunity, I would leave my current job to take a job in a different sector. (reversed)

APPENDIX 4: QUESTIONNAIRE (ENGLISH VERSION)

Questionnaire

Project: "Study into the Motivation of Public Officials in Kazakhstan"

Dear participant,

You have been asked to take part in a survey as part of the study "Motivation of Public Officials in Kazakhstan" conducted by the United Nations Development Programme. The purpose of this study is to understand the factors affecting motivation of public officials in developing countries more deeply, and what can be done to improve motivation and performance levels of individuals and government organizations.

Thank you for participating in our study. Completing this questionnaire takes about 20 minutes.

We guarantee complete anonymity. Results will be analyzed and reported in such a way that statements cannot be related to individuals and organizations. No personal details will ever be reported.

A. Personal Information (*Circle your answer)

Educational Qualifications*:	Diploma	Bachelor Degree	Master Degree	Other:	
University major:					
Age category:	20-29	30-39	40-49	50-59	60 years or older
Gender:	Male	Female			

B. Understanding your profession and working experience (*Circle your answer)

No. of years of civil service experience*	0-4	5-8	9-12	13-16	17-20	20 or more
Current function and job scope* <i>Please select just one that best describes your current function and job scope</i>	Policy planning	Policy implementation	Regulation and oversight	Administrative or management		
Government level*	Central	Local				
Do you supervise employees?	Yes	No				

Have you worked in the private sector or non-profit sector before you joined the public sector?

- Yes
- No

Do you aspire to work in the private sector or non-profit sector later in your career?

- Yes
- No

A. Identifying your work motivation

Please indicate whether you agree or disagree with each of the following statements (tick ✓).
Be as truthful as possible.

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
1. Doing well financially is definitely more important to me than doing good deeds.					
2. Ethical behavior of public officials is as important as competence.					
3. Given the opportunity, I would leave my current job to take a job in a different sector.					
4. I am happy about employment conditions in my organization.					
5. I am happy with my pay and the amount of work I do.					
6. I am happy with the benefits package accruing in my job.					
7. I am highly motivated by money					
8. I am involved in community service and volunteer activities outside of work.					
9. I am motivated by doing an important job that gives me a feeling of accomplishment.					
10. I am motivated to work hard for money.					
11. I am often moved by the plight of the underprivileged.					
12. I am often reminded by daily events about how dependent we are on one another.					
13. I am prepared to make enormous sacrifices for the good of society.					
14. I am rewarded and recognized when I do well.					
15. I believe it is important to give back to the community.					
16. I believe that an organization is obligated to serve the community in which it operates.					
17. I can always talk to workmates if I have a work-related problem.					
18. I clearly understand the mission and vision statement of my organization.					
19. I consider public service my civic duty.					
20. I enjoy a collegial work atmosphere created by my colleagues.					
21. I feel a strong sense of belonging to my organization.					
22. I feel emotionally attached to this organization.					
23. I feel fairly satisfied with my present job.					
24. I feel like part of the family at my organization					

25. I feel people should give back to society more than they get from it.				
26. I find real enjoyment in my work.				
27. I joined public service for a chance to learn new things.				
28. I joined public service for a chance to make a contribution to important decisions.				
29. I joined public service for a stable, secure and promising future.				
30. I joined public service for high prestige and social status.				
31. I joined public service to build a strong network of connections.				
32. I joined public service to increase my opportunities for earning income.				
33. I perform my task because it is an interesting job to me.				
34. I take into consideration the effects of decisions I make in my job on the overall community.				
35. I unselfishly contribute to my community.				
36. I would prefer seeing public officials do what is best for the community, even if it harmed my interests.				
37. I'm interested in making public programs that are beneficial for my country.				
38. I'm interested in making public programs that are beneficial for the community I belong to.				
39. In choosing my current job, job security was a very important factor.				
40. It is difficult for me to contain my feelings when I see people in distress.				
41. Making a difference in society means more to me than personal achievements.				
42. Meaningful public service is very important to me.				
43. Money reinforces me to work harder.				
44. Most days I am enthusiastic about my work.				
45. Much of what I do is for a cause bigger than myself.				
46. My everyday work contributes to the mission and objectives of this organization.				
47. My goals are very similar to the goals of my organization.				
48. My organization's values and culture provide a good fit with the things that I value in life.				
49. My performance depends on whether I expect to be promoted.				
50. My personal values match or fit the values of my organization.				

51. My personal values match those of current employees in this organization.				
52. My relationships with members of my work group are friendly and professional.				
53. My salary package is fair and corresponds with my responsibilities and efforts.				
54. Overall, I think I fit well with my organization.				
55. Relationship with my colleagues is friendly and professional.				
56. Seeing people get benefits from the public program I have been deeply involved in brings me a great deal of satisfaction.				
57. Serving citizens would give me a good feeling even if no one paid me for it.				
58. Sharing my views on public policies with others is attractive to me.				
59. There are regular opportunities for professional development at my job.				
60. There are sufficient opportunities for promotion.				
61. There is good teamwork in the organization.				
62. To me, patriotism includes seeing to the welfare of others.				
63. We have a strong organizational culture that motivates me to be the part of my organization.				
64. When I come to work, I know what is expected of me.				
65. When possible, I try and get my organization involved in community projects that I am involved in.				

Open questions:

1. In your personal view, which measure or reform would be most effective in Kazakhstan to increase the efforts of public officials to perform?

.....

.....

2. In your personal view, what is currently the biggest obstacle for enhancing the motivation of public officials in Kazakhstan?

.....

.....

You have completed the questionnaire.
 Thank you very much for participating!
 We will keep you posted on the results of this study.

NOTES

- 1 Perry, Hondeghem, and Wise (2010).
- 2 <https://www.cia.gov/library/publications/the-world-factbook/geos/kz.html>; <https://en.wikipedia.org/wiki/Kazakhstan>
- 3 www.kyzmet.gov.kz
- 4 <http://kyzmet.gov.kz/ru/news/v-ramkah-novoy-modeli-gossluzhby-poryadka-6-tysyach-sluzhashchih-prodvinulis-po-karernoy>
- 5 <http://info.worldbank.org/governance/wgi/#reports>
- 6 Perry and Wise (1990: 368).
- 7 Hood (1991); Osborne and Gaebler (1992).
- 8 See Tullock (1976).
- 9 Perry, Wise, and Hondeghem (2010); Ritz et al. (2016); Van der Wal (2013); Van der Wal (2015a).
- 10 Van der Wal (2015b).
- 11 Taylor, 2008
- 12 Baston and Shaw, 1991; Weinstein and Ryan, 2010
- 13 Perry 2014; Liu and Perry 2016.
- 14 Van der Wal, 2015
- 15 Bozeman and Su, 2015
- 16 Kim et al. (2013); Van der Wal (2015a, 2015b).
- 17 Van der Wal, 2015a.
- 18 Chen and Hsieh (2014); Infeld et al. (2011); Liu and Tang (2011).
- 19 Infeld et al. (2011).
- 20 Taylor and Beh (2013); Van der Wal (2015a, 2015b); Infeld et al. (2011).
- 21 Deci and Ryan (1985).
- 22 See also recent work by Pandey and Jain (2014).
- 23 Liu and Tang (2011).
- 24 Ritz (2015); Van der Wal, 2013; Rayner, Williams, Lawton and Allinson (2011).
- 25 UNDP (2015); Ritz et al. (2016); Van der Wal (2014, 2015a).
- 26 Rowe and Wright (1999).
- 27 Creswell (2003); Morgan (1997).
- 28 cf. Perry and Hondeghem (2008: 3).
- 29 Chen and Chen (2014); Chen and Hsieh (2015); Kim et al. (2013); Liu and Perry (2016); Van der Wal (2015a).
- 30 Perry (1996: 6-7); Kim et al. (2013); Kim and Vandenabeele (2010).

- 31 Fowler (2014).
- 32 Lyons, Duxbury, and Higgins (2005).
- 33 The total number of statements included in Tables 13 and 14 is lower than the actual number of respondents because almost 100 respondents answered either "I don't know", "indifferent" or inserted odd or seemingly out of place answers. We decided not to include those in our coding exercise.
- 34 Chen and Hsieh (2015); Infeld et al. (2011); Liu and Perry (2016); Van der Wal (2015a).
- 35 Houston (2014); Van der Wal (2014a, b); Van der Wal (2015a).
- 36 Van der Wal (2015b).
- 37 Ashikali and Groeneveld (2015, 2016).
- 38 Bozeman and Ponomariov (2009); De Graaf and Van der Wal (2008); Su and Bozeman (2009).
- 39 Van der Wal (2013).
- 40 Behn (2014); De Bruijn (2012).
- 41 See e.g., Kim et al. (2013).
- 42 Liu and Perry (2016).
- 43 Liu and Perry (2016).
- 44 Liu and Perry (2016).
- 45 Liu and Perry (2016).
- 46 Mafini and Dlodlo (2014).
- 47 Chen and Hsieh (2014).
- 48 Kwon (2014).
- 49 Gould-Williams et al. (2015).
- 50 Kim (2012).
- 51 Kim (2012).
- 52 Kim (2012).
- 53 Mafini and Dlodlo (2014).
- 54 Mafini and Dlodlo (2014).
- 55 Mafini and Dlodlo (2014).
- 56 Liu and Perry (2016).

The Astana Civil Service Hub, an initiative of the Government of Kazakhstan and the United Nations Development Programme, was established in March 2013 by 25 countries and 5 international organisations. It receives financial and institutional support from the Government of Kazakhstan and it relishes the backing of UNDP as the key implementing partner.

The ACSH is a multilateral institutional platform for the continuous exchange of knowledge and experience in the field of civil service development, aiming at supporting governments in the region through fostering partnerships, capacity building and peer-to-peer learning development activities, and evidence-based solutions, informed by a comprehensive research agenda. The geographical range of participants stretches from North America and Europe through CIS, Caucasus and Central Asia to ASEAN countries, demonstrating that partnership for civil service excellence is a constant and universal need for all nations.