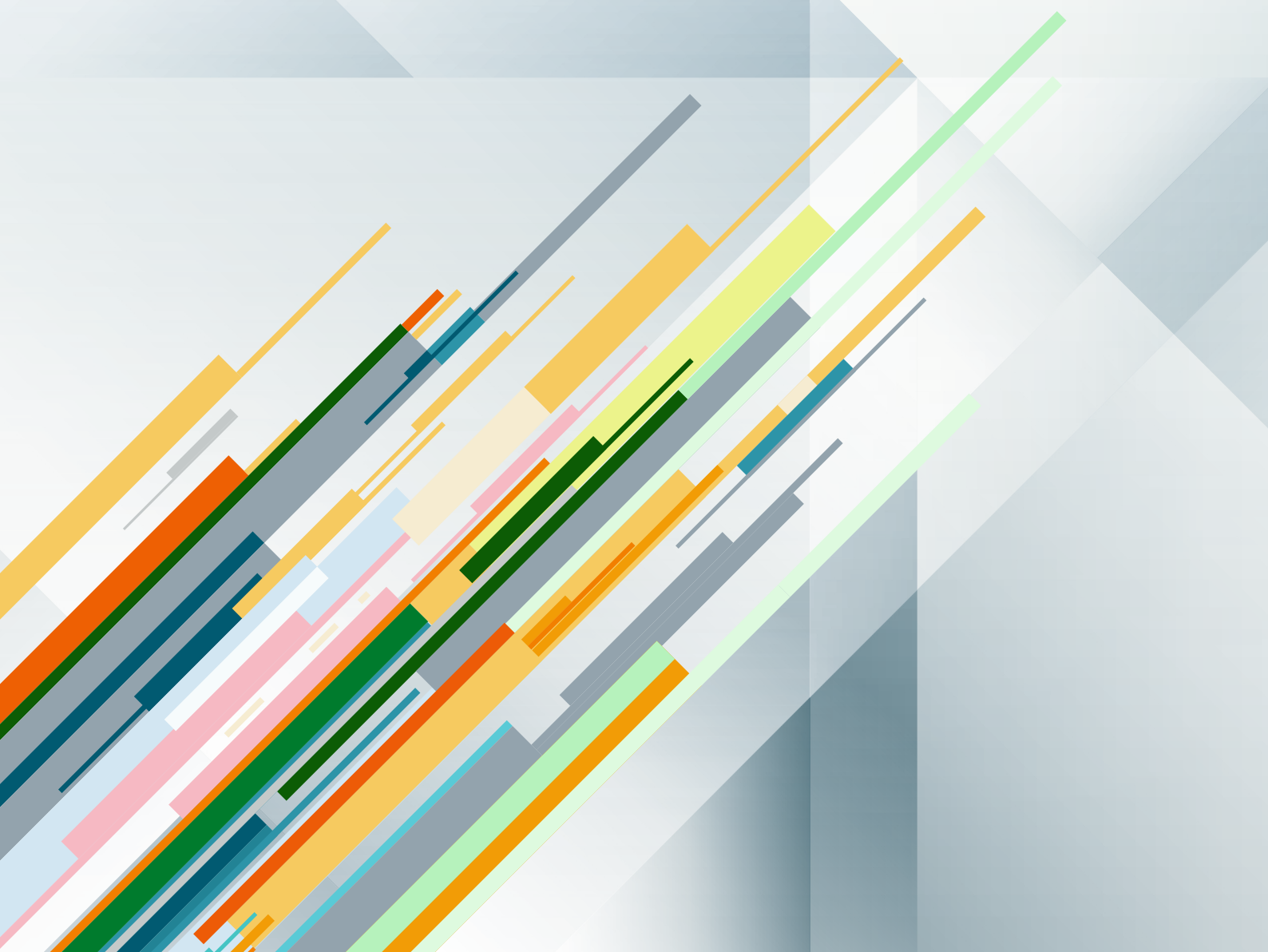




Motivation of public servants in Pakistan



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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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This study is the result of an initiative of the Astana Civil Service Hub, UNDP in Pakistan and UNDP Global Center for Public Service Excellence in Singapore. The report was prepared by principal consultant – Zeger van der Wal, associate professor of the Lee Kuan Yew School of Public Policy, and junior consultant – Assel Mussagulova, whom we would like to express our sincere gratitude.

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1. EXECUTIVE SUMMARY

This report presents the results of our empirical survey study into the motivational profile of public servants in Pakistan, a geographical, cultural and institutional setting previously not covered by the PSM scholarship. Pakistan's public sector is a good example of a challenging governance environment characterised by corruption issues, path dependence of its colonial past, and a complex political situation in which democratically elected leaders and military leaders take turns in governing the country.

Given the nature of the context in question, where public sector jobs are often more about stable and secure employment, fulfilling basic needs, prestige, and family tradition, than about self-development and "advancing the public interest", we examined both intrinsic motivations as well as public service motivation (PSM) as well as extrinsic motivations. In addition, this study examines more generally the attitudes of public servants in Pakistan 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.

As such, the study aimed to answer several key questions:

- What is the motivational profile of public servants in Pakistan?
- What are the job and career attitudes of public servants in Pakistan, how high is their job satisfaction, and what were their primary reasons for joining the public service; and
- What are the perceived obstacles to and enablers of enhanced performance?

The results of our study among 208 public servants with a variety of functions operating at the local, regional, and national level provide four key insights the motivation, job satisfaction, and general view of working life and career prospects among public servants in Pakistan:

1. Public servants in Pakistan score higher on PSM and intrinsic motivation than on extrinsic motivation, and they report fairly high levels of job satisfaction and person-organization fit. At the same time, however, they list classical extrinsic motivations related to job security and social status as key reasons to join the public service in the first place. Future HRM and personnel reform interventions should leverage on this motivational reservoir while putting serious thought to the need for more training and more meritocratic working conditions respondents expressed throughout the study. This is all the more paramount given that two thirds of the public servants under study aspires a future job outside of the public sector, with younger public servants and those in junior positions expressing they would switch jobs and possibly sectors if the opportunity presents itself, partly because they don't feel their benefits reflect their efforts.
2. When asked, the public servants under study view primary and secondary benefits and a decrease in nepotism and undue political influence on appointments and promotion as important for motivation and performance, while they emphasize to a lesser extent the need for fairer working conditions and more individually tailored performance, training, and development schemes. The fact that many participants emphasize the importance of training for motivation and increasing performance, demonstrate a desire to learn new things, which is further supported by the listed reasons for joining the public service.
3. A perception exists among many public servants that promotions are not merit-based 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* is at least as important as 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 Pakistan. 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 a deep sense of public service ethos are crucial for public servants to continue putting in the effort and performing in challenging institutional contexts with imperfect training and performance regimes, in fact, for *putting up at all* with the turbulence and ambiguous reform pressures often characterizing their operating environments, particularly when the room for increasing primary and secondary benefits is limited. 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 Pakistan. This is the first study of its kind in Pakistan. 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 propound 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 Pakistan 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 Pakistan 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 Pakistan 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 Pakistan, and how does this profile differ between different groups and types of public servants?
2. How do public servants in Pakistan 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 two senior public servants and one private sector manager from Pakistan 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

Pakistan, officially the Islamic Republic of Pakistan, is a federal parliamentary republic in South Asia. It is the world's sixth-most populous country with a population of around 195 million people with an area covering 796,095 square kilometres. Pakistan has a 1,046-kilometre-long (650-mile) coastline along the Arabian Sea and the Gulf of Oman in the south and is bordered by India to the east, Afghanistan to the west, Iran to the southwest and China in the far northeast respectively.

Having been part of a British colony together with India, Pakistan was created in 1947 as an independent nation, and is an ethnically and linguistically diverse country. Initially a dominion, Pakistan adopted a new constitution in 1956, becoming an Islamic republic. In 1973, Pakistan adopted a new constitution which established a Federal Government based in Islamabad alongside its pre-existing parliamentary republic status – which consists of four provinces and four federal territories. The Constitution also states that all laws are to conform to the injunctions of Islam.

Article 140(A) of the Constitution explicitly states, "Each Province shall, by law, establish a local government system and devolve political, administrative, and financial responsibility and authority to the elected representatives of the local governments." Moreover, sub-clause 2 of the same article stipulates that "Election to the local governments shall be held by the Election Commission of Pakistan".³

Civil service system: general overview⁴

Table 1a displays the key characteristics of Pakistan's civil service system. The system still rests largely on the Civil Servants Act of 1973. It is a unionized, tenure-based career based system that candidates enter through a highly competitive, annual entrance exam, comparable to other South Asian countries such as India, Bangladesh, and Sri Lanka. Increasingly, lateral and ad hoc recruitment takes place for newly created positions of a specialized nature.

Table 1a: Civil service system - legal framework

Legal Framework	
<i>Central HRM unit</i>	Federal Public Service Commission (central level), local provincial public service commissions (recruit civil servants functioning in provinces)
<i>Role</i>	Responsible for the central examination of public servants
<i>Legislative underpinning</i>	The Civil Servants Act of 1973
<i>Job classification</i>	A system of 22 national pay grades known as Basic Pay Scales (BPS), covering: workers performing unskilled tasks under BPS-1-4; various categories of clerical personnel under BPS-5-15; superintendents under BPS-16; and officers under BPS-17-22.
<i>Recruitment and dismissal</i>	Four channels of recruitment: direct recruitment (annual examination), direct induction of military officers, advertisements, ad hoc recruitment.
<i>Employment conditions</i>	Contract-based

Recent reforms

In 2016 Federal Minister for Planning, Development and Reforms Ahsan Iqbal has announced that the upper age limit would be increased up to 30 years instead of 28, for taking the Central Superior Services (CSS) examination from 2017 onwards.

On August 2, 2016, the Planning Commission announced plans to re-structure the examination process by dividing the Civil Superior Services (CSS) under three cluster programme comprising three categories including

General, Finance and Information by abolishing the existing generalised system. The plan would come into effect from 2018 and would require participants to possess a four-year bachelor's degree in a relevant discipline, for information cluster, a degree in mass communication, journalism or information science will be required, while for finance cluster a degree in economics, finance or related discipline will be required.

On January 1, 2016, the Planning Commission began phasing out the Annual Confidential Report (ACRs) with the key performance indicators (KPIs) to determine promotions of civil servants. Currently, the effect of these very recent reforms has yet to be seen. For these reasons, it is highly relevant to directly gauge public servant's perceptions of the system's fairness and effectiveness, as we do in our study.

Table 1b provides an overview of the current HRM mechanisms in Pakistan's civil service.

Table 1b: Civil service system - HRM mechanisms

HRM Mechanisms	
<i>Training</i>	Common Training Program (CTP) for fresh entrants to various Central Superior Services at the Civil Service Academy Lahore; job specific training
<i>Performance management</i>	Performance evaluation report. Criteria: inputs, output, outcome, process. Methods: self-rating, peer-rating, upward feedback, "360 degrees" feedback. Evaluation by the reporting officer on knowledge, expertise, integrity, competence, analytical skills, and future prospects for training
<i>Pay</i>	Basic pay scale regularly revised according to the inflation rate. Civil servants are also entitled to other allowances, e.g. ad hoc relief allowance, medical allowance, conveyance allowance, house rent allowance etc.
<i>Career advancement</i>	Promotions are generally based on four criteria: minimum length of active service; an unblemished disciplinary record; the required threshold in performance evaluation reports; and successful completion of the mandatory training course
<i>Rotation</i>	Federal employees may be posted to provinces based on the decision of the top management
<i>Retirement</i>	Federal employees receive a special pension upon retirement

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 personnel management and civil service reform, as well as some limitations of our study.

3. EXISTING RESEARCH: MOTIVATION OF PUBLIC SERVANTS

3.1 What do we already know?

Public Service Motivation or PSM assumes 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”.⁵ 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).⁶ 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.⁷

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 employees⁸, just as students of Public Policy Schools do in comparison with Business School students⁹.

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 behaviours¹⁰. 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 egoistic¹¹. 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 servants¹².

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)¹³. 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 servants¹⁴.

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.¹⁵ 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 values¹⁶.

Thus, to acquire meaningful data on work motivation of public officials in Pakistan – a South Asian developing democratic country with a public service rooted in the British model – we will employ 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.¹⁷ In contrast to many Western countries, government jobs in Asia have high societal stature¹⁸, and government work often provides better security and benefits than private sector jobs¹⁹. 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 Pakistan 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-Theory²⁰ 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 corruption²¹. 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.²²

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 values²³. Finally, from a practical perspective, understanding public service motivation from both angles may 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 Pakistan, 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 others²⁴ 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 in Tables 2 and 3. 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 questionnaires for Pakistan and Pakistan, we conducted a 70-minute focus group with two senior government officials, and one private sector employee, as participants, using the "Delphi Method".²⁵ The participants in this focus group that we conducted on 24 August 2016 are students at Lee Kuan Yew School of Public Policy from three different graduate programs – Master in Public Policy, Master in Public Administration, and Master in Public Management.

The format produced interactive, deliberative and respectful (though not necessarily consensual) exchanges of views guided by engagement questions and exploration questions²⁶. 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 Pakistan 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. It would be 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 project team in Pakistan and agencies on the ground involved, we managed to collect 208 valid and completed questionnaires, a number that exceeded our expectations prior to the study. The respondents are public servants from national, regional and local government levels.

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 drivers²⁷ 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").²⁸ 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 (as shown in Table 1 of Appendix 1).

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, as shown in Tables 2 and 3 (Appendix 1).

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 included²⁹, 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 Table 2 and Table 3 (Appendix 1) make up the global section of the questionnaire that 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 Pakistan according to local experts and target groups, displayed in Table 4 (Appendix 1).

The order of the questions was randomized and no specific headings were added to prevent too much priming of respondents, or primacy or recency effects³⁰. Lastly, we included two open questions in our questionnaire to solicit personal, unstructured views of public servants in Pakistan. 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 Pakistan?
2. In your personal view, which measure or reform would be most effective in Pakistan 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 around .6 and above, the combined variables show sufficient internal validity can 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.
- 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 level 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 208 public servants in Pakistan that participated in the research. 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 and duration of tenure, while the gender distribution and the educational level are more skewed (the vast majority of Pakistani public servants are male; however, the high percentage of college and university educated public servants in our sample may be explained by the high percentage of respondents with an administrative and managerial job scope).

Figure 1. Education (%)

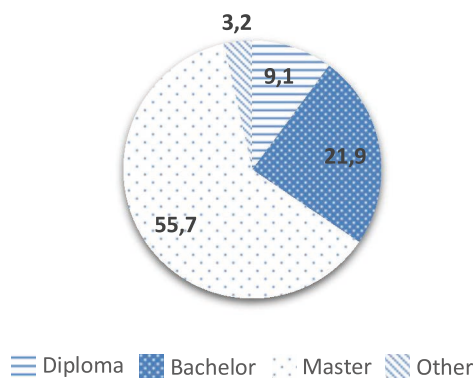


Figure 2. Gender (%)

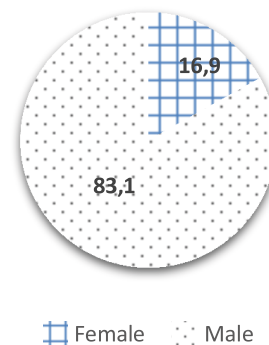


Figure 3. Age (%)

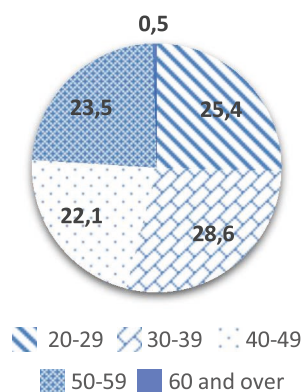


Figure 4. Years in service (%)

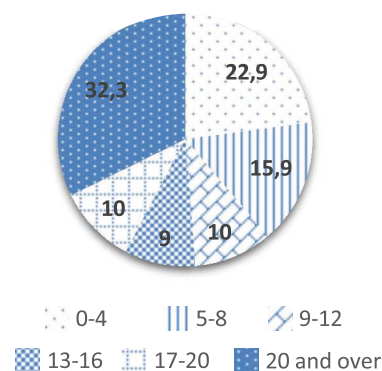


Figure 5. Government level (%)

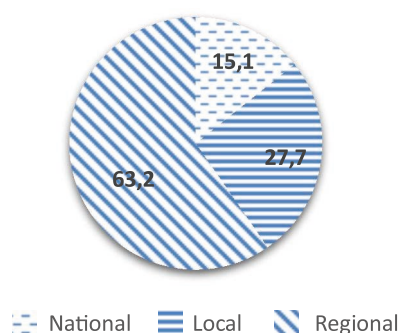


Figure 6. Supervisory responsibilities: yes or no (%)

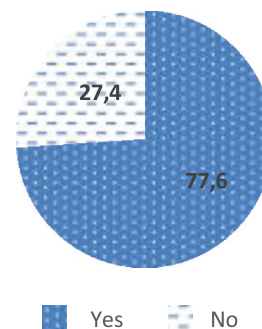
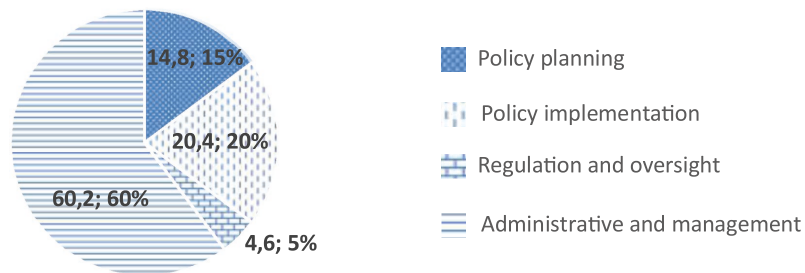


Figure 7. Job scope (%)



As Figure 8 shows, almost 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 (again, this may be explained by the fact that we have a high number of higher educated public servants occupying senior positions in our sample). Finally, Figure 9 shows that almost two thirds of the respondents have 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 (at least some of) these employees is one more reason to pursue personnel policies that keep public servants motivated; an issue we'll address further in our final section.

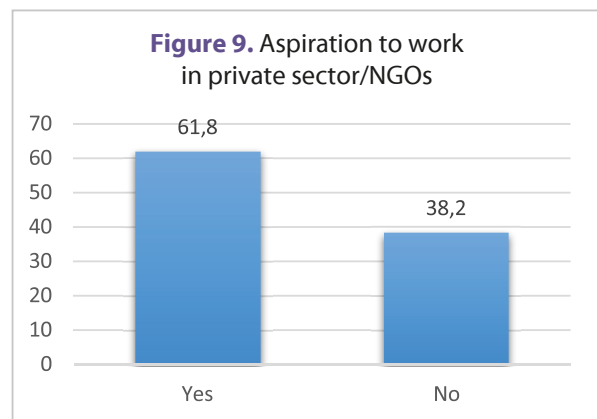
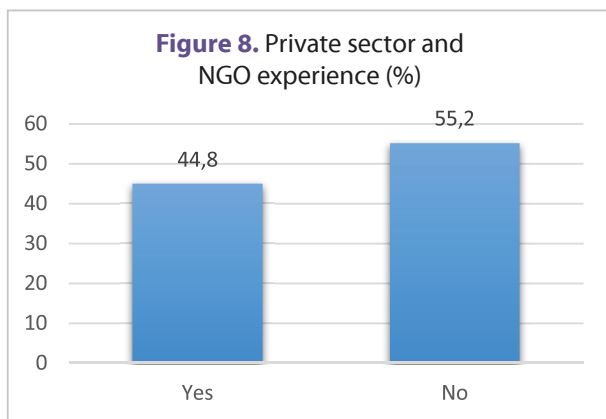


Table 2: Respondent Characteristics in Percentages

Characteristics	Pakistani Public Servants (n=208)
Age	
<29	25
30-39	26.9
40-49	22.6
50-59	23.1
60>	0.5
Gender	
M	80.8
F	16.8
Years in service	
<4	21.2
5-8	15.4
9-12	9.6
13-16	8.7
17-20	7.2
20>	29.8
Educational level	
Diploma	8.7
Bachelor's	22.6
Master's	55.3
Other	3.4
Government level	
National	15.4
Regional	59.6
Local	22.1
Post level	
Managing	68.8
Non-managing	26.4
Job function	
Policy planning	11.5
Policy implementation	18.3
Regulation and oversight	4.3
Administrative and management	55.8
Private sector/NGO experience	
Yes	44.7
No	52.4

5.2 Motivation and organization

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. Intriguingly, public servants in Pakistan demonstrate much higher levels of PSM (4.171) and intrinsic motivation (4.190) than extrinsic motivation (3.463). When it comes to specific dimensions of PSM, Pakistani public servants score the highest on attraction to policy making (4.223), indicating the content and intellectual challenges pertaining to the job of our respondents is a key motivating factor (this is commensurate with other studies among senior public servants³¹).

Clearly, job satisfaction (3.913), person-organization fit (3.742), and community citizenship behaviour (3.217) received much lower scores than the motivational concepts, which begs the question why motivational scores are so high (although the latter may allow public servants to keep up with the former); 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=208	
	Mean	SD
PSM	4.171	0.473
Attraction to Policy Making	4.259	0.563
Commitment to Public Interest	4.173	0.549
Compassion	4.128	0.535
Self-Sacrifice	4.099	0.552
Extrinsic	3.463	0.710
Intrinsic	4.190	0.778
Job satisfaction	3.913	0.708
Person-organization fit	3.742	0.696
Community citizenship behaviour	3.217	0.445

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 10 illustrates comparison between subgroups of public servants based on gender. As seen in the figure, women display slightly lower mean scores for PSM but higher mean scores for other motivational types, and one of PSM dimensions – “compassion”. The difference, however, is statistically significant only for intrinsic motivation and job satisfaction, with female public servants reporting higher scores.

Figure 10. Differences in Motivational Types between sub groups: gender

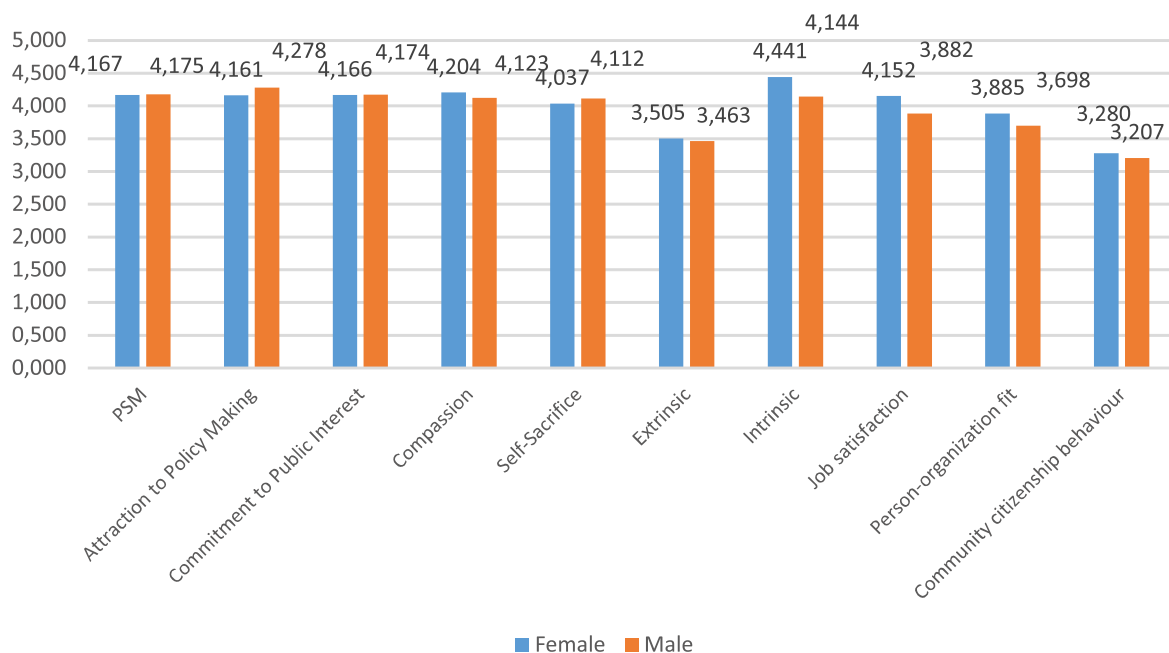


Figure 11 displays the mean scores for public servants with different educational levels, with public servants holding a diploma or a bachelor degree, grouped together to compare with public servants who hold a Master’s or a PhD degree. Public servants with a postgraduate degree score slightly higher on PSM, except for the “self-sacrifice” dimension of it, and lower on all of the other motivational types. At the same time, *none of the differences between mean scores are statistically significance*. Clearly, education is not a differentiating factor when it comes to the motivation of the public servants surveyed. However, this may have looked differently when our sample had shown more variance in terms of educational levels.

Figure 11. Differences in Motivational Types between sub groups: educational level

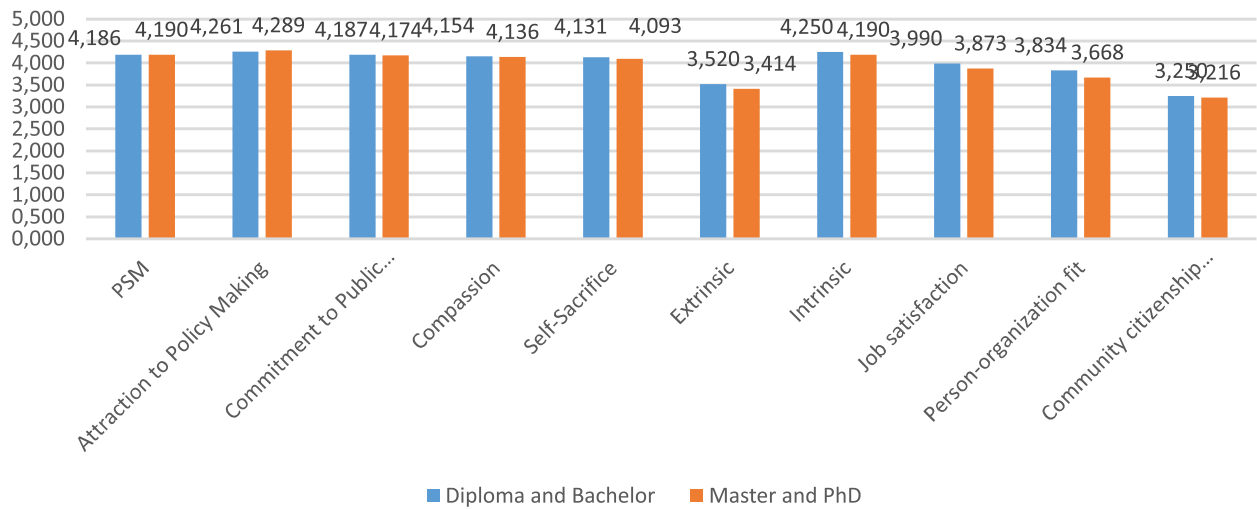


Figure 12 compares the scores on motivations and job attitudes between public servants of different age groups. Those aged 39 and under display a slightly higher mean score on PSM, except for the “compassion” dimension of PSM, and marginally higher scores on other motivational types. Again, none of the differences are statistically significant, while various age groups are all well represented in our sample, leading us to conclude that age is not a differentiating factor when it comes to motivation and job attitudes.

Figure 12. Differences in Motivational Types between sub groups: age

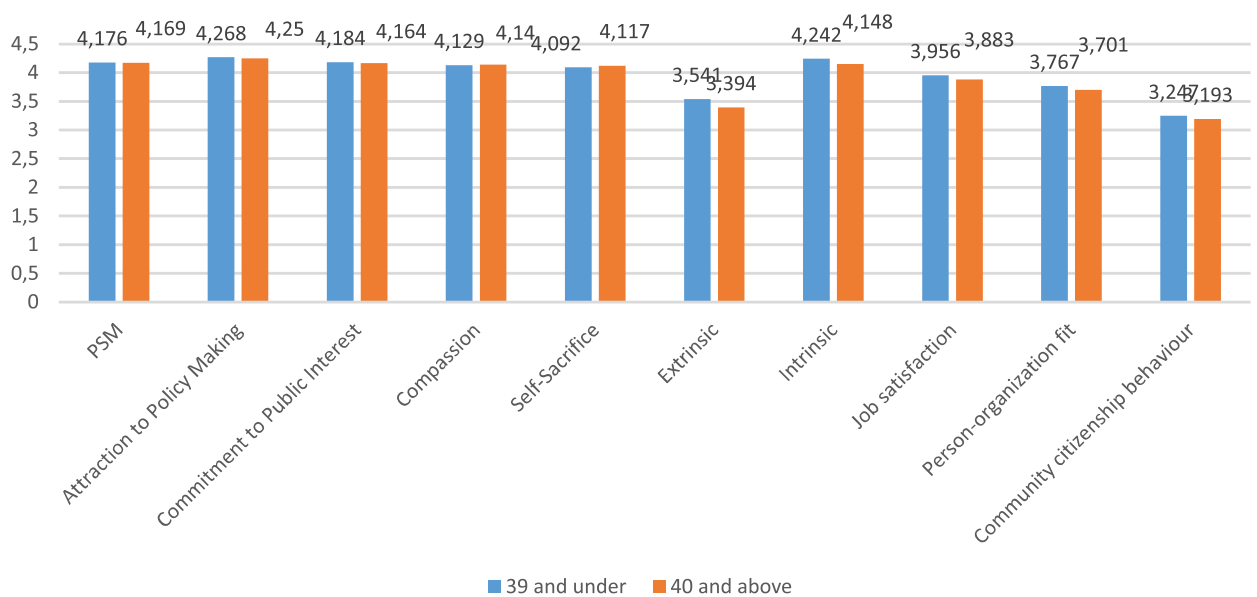


Figure 13 presents a comparison between public servants working at the local and regional level (grouped together as 'local') and the national level. The differences in mean scores are only statistically significant for the PSM dimension of "commitment to public interest", and job satisfaction, with local and regional public servants scoring higher on both factors than their counterparts at the national level.

Figure 13. Differences in Motivational Types between sub groups: government level

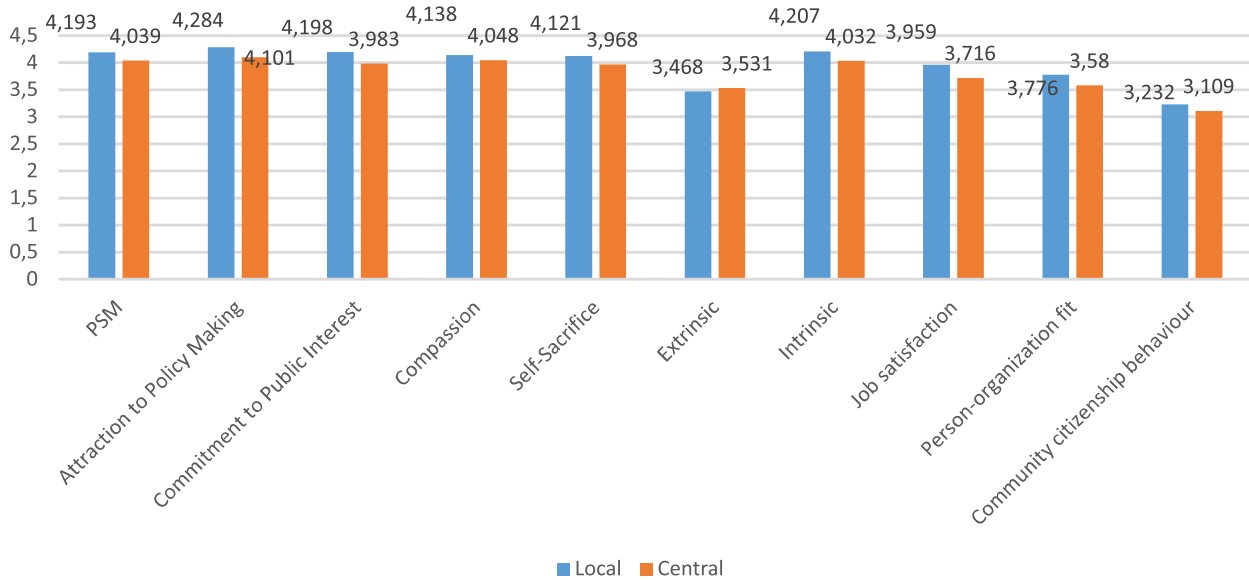


Figure 14 displays a comparison between more junior (less than 9 years of experience) and more senior (9 and more years of experience) public servants. None of the displayed differences are statistically significant.

Figure 14. Differences Motivational Types between sub groups: level of experience

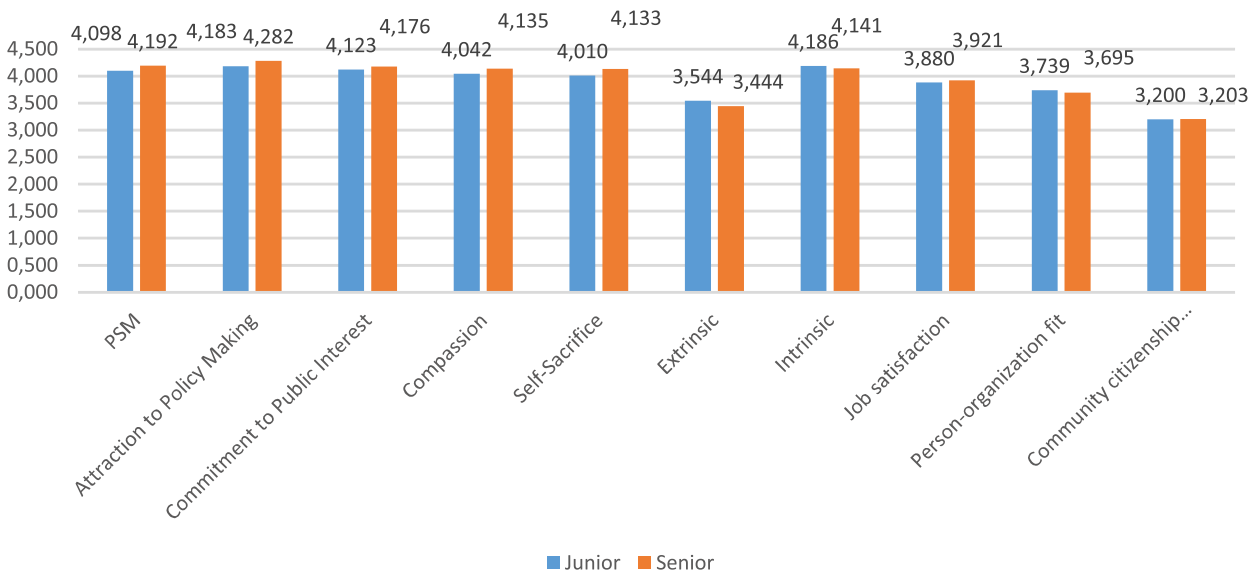


Figure 15 compares public servants with supervisory responsibilities to those without such responsibilities. Here, more significant differences can be observed than for the previous categories. Public servants with supervisory responsibilities report significantly higher extrinsic motivation, intrinsic motivation, job satisfaction, person-organization fit, and community citizenship behaviour. Thus, while their motivational profile is quite mixed – like in other studies among senior public managers³² – those in leadership positions seem to experience better fit and more job satisfaction, which may well explain why they ended up in such positions in the first place (it may also be a result of their perception of having more opportunities, which we'll further analyse in the next part about career perceptions).

Figure 15. Differences Motivational Types between sub groups: supervisory responsibilities

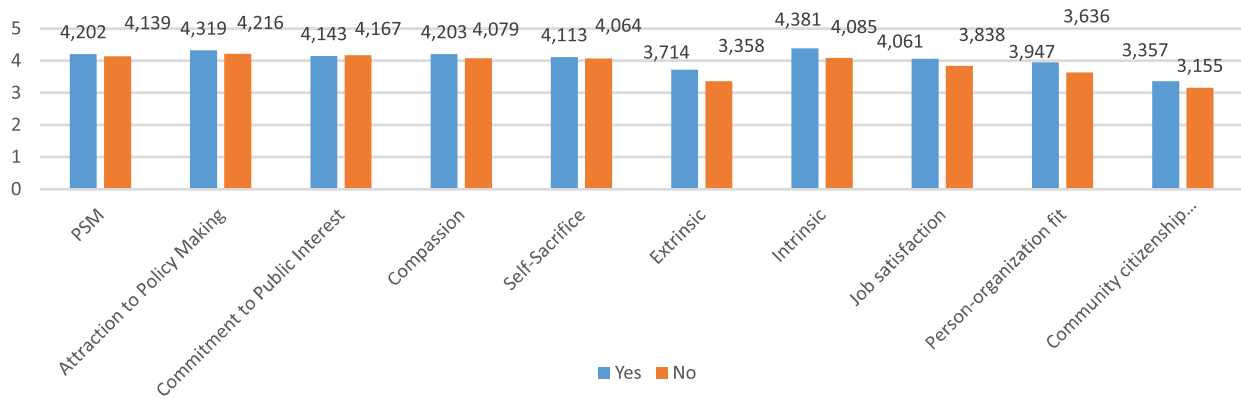


Figure 16 illustrates the differences between public servants with different types of functions. Those mainly concerned with implementation report significantly higher scores on compassion, corroborating results from other studies into street-level bureaucrats and service providers who often operate closer to direct clients and end users.³³ Furthermore, this group also reports significantly more job satisfaction as well as – expectedly – more community citizenship behaviour. However, those in regulation and oversight have significantly more job satisfaction than the other functional groups.

Figure 16. Differences in Motivational Types between sub groups: job function

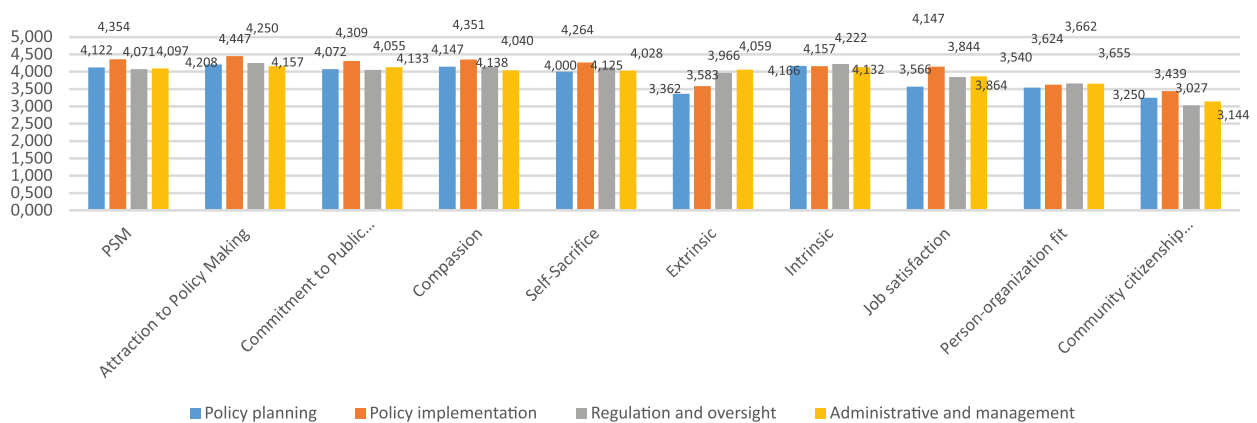
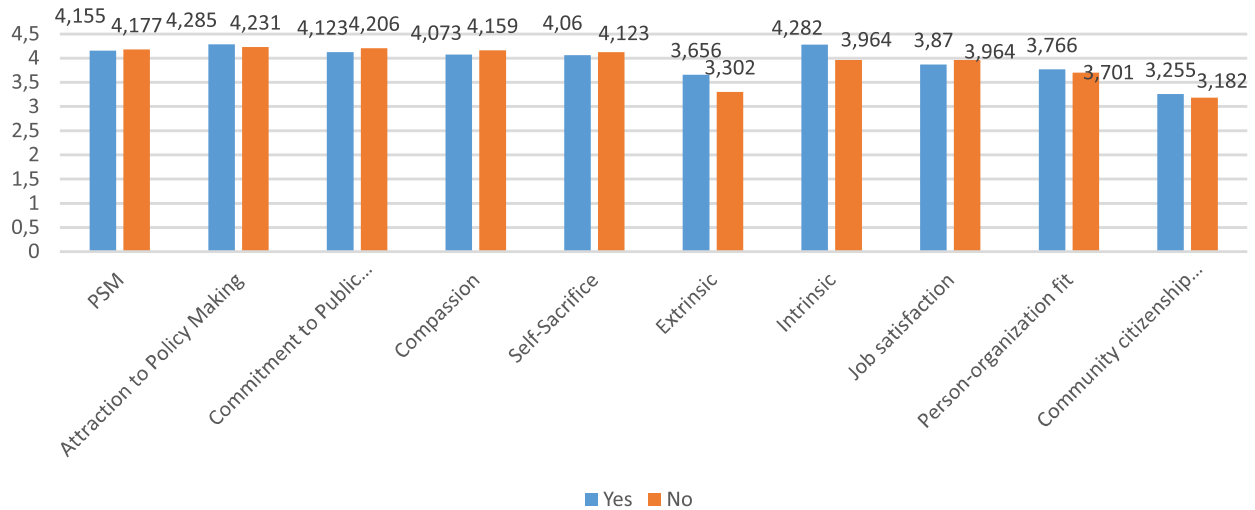


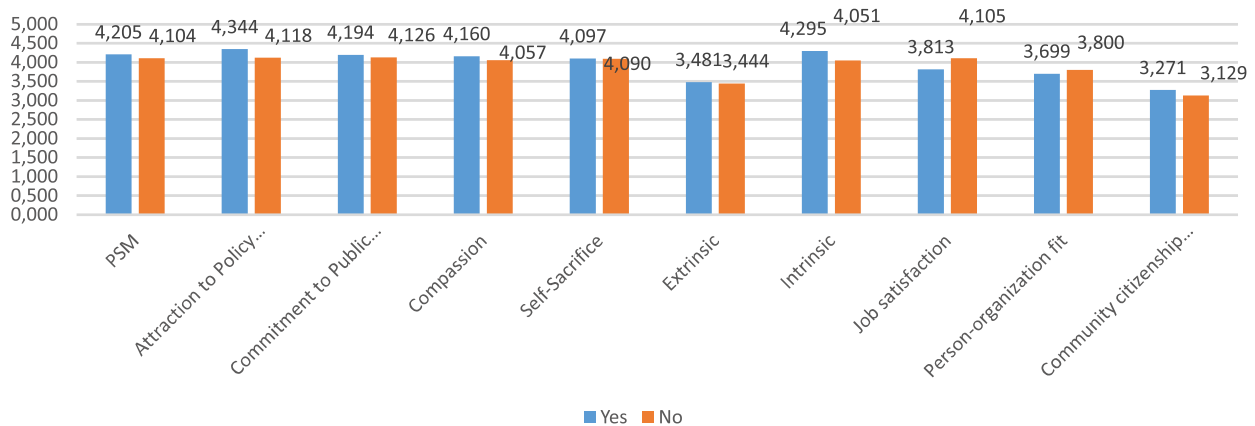
Figure 17 compares public servants who have previously worked for NGOs or the private sector to those who have no such experience. Interestingly, those without such experience (only about one third of our sample) score significantly higher on extrinsic motivation. These ‘public servant for life’ respondents may well have opted for public service careers because of their stability, and predictable and secure career prospects.

Figure 17. Differences in Motivational Types between sub groups: previous NGO/private sector experience



Finally, Figure 18 displays the differences between public servants who have aspirations to switch sectors in the future and those who don't. Those who have no plans to move to a different sector score significantly higher on intrinsic motivation (which is less surprising than it seems given the results for the previous comparison) but also on attraction to policy making – which may be more related to content and policy area than to sector as such³⁴ – and community citizenship behaviour. Unsurprisingly, they score lower on person-organization fit and significantly lower than job satisfaction.

Figure 18. Differences in Motivational Types between sub groups: aspirations to work in NGO/private sector in the future



5.4 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 4a-4c display comparisons between job, work, and career attitudes – 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). Subsequently, Tables 5a-5c display comparisons between the stated groups with regard to their job, work and career attitudes, and reasons for joining the public service. Statistically significant differences are highlighted in red.

Table 4a: Job, Work, and Career Attitudes Ranked (overall, gender, age, education)

Attitude	Mean	Gender		Age		Educational level	
		Female (n=34)	Male (n=163)	39 and under (n=106)	40 and above (n=92)	Diplo- ma and Bachelor (n=65)	Master and PhD (n=118)
Entering the public service was a highly competitive procedure.	4.17	4.24	4.14	4.22	4.14	4.05	4.20
When I come to work, I know what is expected of me.	4.13	4.31	4.11	4.23	4.06	4.25	4.10
Entering the public service was a highly transparent procedure.	4.06	4.03	4.06	4.10	4.03	4.03	4.07
Given the opportunity, I would leave my current job to take a job in a different sector.	3.45	3.20	3.50	3.63*	3.27*	3.37	3.54
There are regular opportunities for professional development at my job.	3.26	3.06	3.32	3.20	3.35	3.49	3.15
My salary is enough to live on.	3.05	2.97	3.05	2.83**	3.27**	3.02	3.08
My salary package is fair and corresponds with my responsibilities and efforts.	3.02	3.12	2.99	2.88	3.17	2.94	2.98
There are sufficient opportunities for promotion.	2.97	3.00	2.96	2.95	3.00	3.25*	2.81*

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

Younger public servants are significantly more inclined than older ones to leave the public sector for another job if the opportunity provides itself (they most likely also make up the group of potential sector switchers identified before), and concomitantly, also express significantly less agreement with the sufficiency of their current salary compared to their older counterparts. Intriguingly, those with higher educational levels feel that they have significantly fewer opportunities for promotion than colleagues with fewer educational credentials, arguably because senior tenured positions are acquired through seniority and duration of tenure rather than meritocracy.

Table 4b shows that few significant differences exist between the job, work, and career attitudes of public servants with different functions and job scopes, and those with and without supervisory responsibilities. Public servants with supervisory responsibilities, however, significantly differ from those without such responsibilities in agreeing that their current salary is enough to live on. This may have more to do with actual differences between the pay grades of public servants at different seniority levels than with perceived congruence between salary and living standards, as scores for both groups are relatively low. Public servants from various functional backgrounds and levels seem to agree that entering the public service is highly competitive (attesting to the objectives of the

South Asian competitive entry exam system that sets a high initial bar), and to a slightly lesser extent, transparent. In addition, they also seem to very clear about what is expected from them in terms of task description and contributions.

Job scope and managerial level are not differentiating factors when it comes to the potential for seeking employment elsewhere, or assessing opportunities for career development as well as current salary as sufficient.

Table 4b: Job, Work, and Career Attitudes Ranked (supervision level, job scope)

<i>Attitude</i>	Supervisory responsibilities		Job scope			
	Yes (n=138)	No (n=53)	Policy planning (n=23)	Policy implementation (n=37)	Regulation and oversight (n=9)	Administrative/managerial (n=112)
Entering the public service was a highly competitive procedure.	4.19	4.15	4.08	3.97	4.11	4.22
When I come to work, I know what is expected of me.	4.06	4.27	4.00	4.24	4.22	4.04
Entering the public service was a highly transparent procedure.	3.98	4.27	3.63	4.21	3.67	4.03
Given the opportunity, I would leave my current job to take a job in a different sector.	3.47	3.42	3.57	3.37	3.00	3.54
There are regular opportunities for professional development at my job.	3.28	3.11	3.33	3.45	3.56	3.17
My salary is enough to live on.	3.17*	2.67*	2.96	3.14	3.56	3.03
My salary package is fair and corresponds with my responsibilities and efforts.	3.05	2.89	2.71	3.21	3.33	3.00
There are sufficient opportunities for promotion.	2.85	3.09	3.00	3.00	3.67	2.84

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

From the results displayed in Table 4c, clear contrasts can be seen between those with and those without prior experience outside of government and those with and without the intention to leave government in the future: the former see significantly fewer opportunities for professional development, and they would take the opportunity to leave their current job if opportunities present themselves elsewhere. However, they do agree more often than those without experience outside of government that entering the public service was highly competitive (which speaks in the favour of the entrance exam as an admission tool compared to other sectors in Pakistan). Lastly, those without the aspirations for a future career in other sectors, are significantly more in agreement with the statement that their salary package is fair and matches their responsibilities. This may well explain why they want to stay and the other group doesn't; although research shows the perception of one's own options in other sectors also plays a role³⁵.

Table 4c: 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=31)	Local (n=166)	Junior (n=75)	Senior (n=112)	Yes (n=91)	No (n=106)	Yes (n=121)	No (n=76)
Entering the public service was a highly competitive procedure.	4.13	4.15	4.24	4.13	4.37**	4.03**	4.14	4.24
When I come to work, I know what is expected of me.	4.13	4.14	4.13	4.06	4.14	4.11	4.11	4.15
Entering the public service was a highly transparent procedure.	3.78	4.10	4.13	4.02	4.05	4.09	3.98	4.21
Given the opportunity, I would leave my current job to take a job in a different sector.	3.29	3.47	3.69*	3.31*	3.75***	3.18***	3.68***	3.05***
There are regular opportunities for professional development at my job.	3.38	3.27	3.28	3.29	3.01*	3.46*	3.22	3.32
My salary is enough to live on.	3.03	3.07	2.73**	3.23**	2.97	3.11	2.92	3.23
My salary package is fair and corresponds with my responsibilities and efforts.	2.81	3.07	2.83	3.13	2.85	3.16	2.80**	3.34**
There are sufficient opportunities for promotion.	2.81	2.98	2.79	2.99	2.77	3.10	2.86	3.11

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

How do the various groups of public servants differ in their reasons to join the public service in the first place; what were their initial motivations? The ranking of reasons is quite congruent across groups as Tables 5a-5c show. Learning new things (an intrinsic motivator) and a stable, secure, and promising future (an external motivator) dominate the rankings. Younger public servants give significantly higher scores to the former, commensurate to what we know about future Asian leaders from other studies³⁶.

Table 5a: Ranking for reasons behind joining public service (overall, gender, age, education)

Reasons to join	Mean	Gender		Age		Educational level	
		Female (n=33)	Male (n=166)	39 and under (n=105)	40 and above (n=95)	Diploma and Bachelor (n=64)	Master and PhD (n=119)
To learn new things.	4.02	4.18	4.00	4.14*	3.88*	4.08	3.95
Stable, secure and promising future.	3.91	3.91	3.90	3.92	3.89	3.85	3.90
High prestige and social status.	3.43	3.56	3.42	3.42	3.47	3.38	3.39
To increase opportunities for earning income.	3.42	3.43	3.42	3.37	3.51	3.54	3.31
A chance to acquire authority and influence on important issues.	3.27	3.40	3.26	3.38	3.18	3.49*	3.14*
To build a strong network of connections.	2.92	2.70	2.98	3.00	2.86	2.89	2.87

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

Those working in policy implementation value a secure, stable, and promising future more than others. This may well be because their career opportunities may also be more limited. In the same vein, this group values the chance to acquire authority and influence also significantly higher (the question, then, is whether they will be able to yield that influence), just like those without supervisory responsibilities place higher value on the opportunity to learn new things.

Table 5b: Ranking for reasons behind joining public service (supervision level, job scope)

Reasons to join	Supervisory responsibilities		Job scope			
	Yes (n=139)	No (n=55)	Policy planning (n=23)	Policy implementation (n=38)	Regulation and oversight (n=9)	Administrative/managerial (n=115)
To learn new things.	3.89**	4.29**	3.88	4.29	3.78	3.92
Stable, secure and promising future.	3.84	4.05	3.25**	4.13**	3.56**	3.97**
High prestige and social status.	3.37	3.56	3.04	3.63	3.44	3.43
To increase opportunities for earning income.	3.30*	3.71*	3.00	3.58	3.56	3.41
A chance to acquire authority and influence on important issues.	3.15	3.47	2.63*	3.55*	3.44*	3.26*
To build a strong network of connections.	2.88	2.93	2.91	2.89	2.22	2.91

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

Finally, those in central government place significantly higher value on the opportunity to build connections than those in the regional and local government, as a reason to join the public service. There may also be more high level connections to be acquired at the central level.

Table 5c: Ranking for reasons behind 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=31)	Local (n=167)	Junior (n=73)	Senior (n=114)	Yes (n=91)	No (n=107)	Yes (n=123)	No (n=77)
To learn new things.	3.84	4.06	4.14	3.91	4.08	3.96	4.04	3.99
Stable, secure and promising future.	3.72	3.97	3.92	3.93	4.03	3.81	3.96	3.86
High prestige and social status.	3.58	3.41	3.40	3.44	3.47	3.39	3.35	3.55
To increase opportunities for earning income.	3.10	3.49	3.34	3.42	3.32	3.47	3.37	3.46
A chance to acquire authority and influence on important issues.	3.19	3.27	3.33	3.14	3.20	3.28	3.14	3.42
To build a strong network of connections.	3.32*	2.86*	3.03	2.82	2.84	2.97	2.90	2.91

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

5.5 Public servants speaking out

Table 6 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 6: Obstacles for enhancing motivation in order of importance (n = % of statements out of the total number of statements by respondents)³⁷

1. Limited pay, benefits and career prospects (46.7%)	2. Political interference/nepotism (30.8%)	3. Poor attitude and intimidation (9.7%)	4. Poor facilities and working environment (6%)	5. Lack of training (6.8%)
"Low salary" "No reward for performance" "No recognition of work and no incentives" "Salary is not adjusted to the inflation rate" "Lack of promotion opportunities" "No fairness in promotion"	"Political pressures, abolish reference system, personal preferences" "Political interference, corruption" "Corruption, lack of merit, misuse of connections and resources, politics"	"Problems with attitude" "De-motivating attitudes" "Lack of respect for good workers" "Lack of ownership"	"Unavailability of facilities to officials" "Lack of facilities and amenities"	"Lack of adequate training" "Lack of training and professional knowledge in respective fields" "Educational level is low"

Almost half 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 Pakistan. 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). 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. A competitive central entrance exam is one way to bring in the best and brightest (at least in academic terms), but HRM systems need to maximize the potential of these talented young individuals afterwards by keeping them motivated. Having a sense that career opportunities are looming if one performs well is key here.

Mentioned less frequently are poor work attitudes, atmosphere, and conditions, and training. The statements accompanying these categories in Table 6 seem somewhat at odds with the relatively high scores on working culture, climate, teamwork, and collegiality, and – more generally – intrinsic motivation and PSM 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 7 displays the five key factors that, according to our respondents, would contribute to efforts by public servants to increase their performance; once again, illustrated by direct quotes from our respondents. Overall, the factors distinguished mirror the obstacles emphasized before: they suggest antidotes to the biggest illnesses in the system. Indeed, again almost half of the 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 Pakistan 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 HRM 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 7: Efforts to increase performance in order of importance (n = % of statements out of the total number of statements by respondents)

1. Increase remuneration and introduce secondary benefits (44%)	2. Put an end to political interference and recruit based on merit (12.8%)	3. Training (23%)	4. Clearly define job functions, responsibilities and work processes (11%)	5. Work conditions and work environment (9.2%)
“Better salary, benefits such as childcare”	“Protection from political interference”	“Job-related training”	“Clear responsibilities of every office”	“Fair attitude to all”
“Job security, higher pay, benefits”	“Avoid bribery”	“In-service training, refresher courses”	“Well-defined responsibilities”	“Counselling against stress”
“Pay package commensurate with effort”	“Increase accountability”	“Training on job functions”	“Effective monitoring”	“Introduce IT and digitize civil service”
“Government officer needs to be financially stable with all the state amenities being provided”	“Apply rules to everyone equally”	“Capacity-building through training”	“Better coordination and teamwork”	“Good working environment”
“Salary package must be as per inflation ratio”	“Enforcement of justice and reward system based on merit”	“Departmental training on IT”	“Devolution and strong accountability”	“Improve amenities”
“Competitive pay according to the job description”	“Checks and balances, discourage personal favours”	“Ethics training”		“Equip all departments with IT”
	“Right person for the right job”			“Facilitate a creative environment”
	“Recruit based on qualification requirements”			

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 208 public servants in Pakistan from the national, regional, and local level. From our analysis of the quantitative survey data, we can draw nine conclusions in three key areas:

Motivation and job attitudes

1. The public servants from Pakistan 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. This makes them stand out in comparison with public servants in other Asian countries, as recent studies show.³⁸
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. This finding may be explained by the fact that a majority of the respondents were senior public servants, often with supervisory responsibilities: previous studies have shown that key drivers for senior public servants to remain in the service are the content and intellectual challenges of their job.³⁹
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, and community citizenship behaviour. These findings make it all the more remarkable they maintain such a sense of duty and public service ethos 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-colonial, 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.⁴⁰ Moreover, having such motivation may explain why they are able to put up *at all* with challenging reforms and turbulence without being generously 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), as well as those that are younger of age and those who are above 40 – which given the nature of the civil service system often coincide with years of tenure – in our sample differ in the extent to which they would accept another job if the opportunity emerged and whether they find their current pay sufficient: in both cases more senior public servants are more positive. At the same time, younger public servants place more value on learning new things, corroborating other studies in which future Asian leaders mention such traits as key reasons for joining the public sector and staying motivated in other studies.⁴¹ It seems imperative for public agencies in Pakistan to offer more opportunities to learn new things and develop oneself professionally as room for wage increase will be limited and a massive outflow of ambitious young employees needs to be prevented.
5. Public servants in our sample who have supervisory responsibilities differ quite substantively from those who don't. Public servants with supervisory responsibilities report significantly higher scores on many of the key items, including extrinsic motivation, intrinsic motivation, job satisfaction, person-organization fit, and community citizenship behaviour. Thus, while their motivational profile is quite mixed – like in other studies among senior public managers⁴² – those in leadership positions seem to experience better fit and more job satisfaction, which may well explain why they ended up in such positions in the first place. In addition, they more often feel their salary is enough to live on (which may explain why they place lower value on the opportunity to earn additional income as a reason to join the public service). Gender is not a differentiating factor at all (however, the percentage of female respondents is low).
6. Public servants at the national level do not differ significantly in their motivations, views, and attitudes from public servants at the regional and local level. They report fairly similar scores across the board, with local public servants joining the public service less for reasons of building connections than their national counterparts. In turn, central public servants score significantly lower on job satisfaction. This may be explained by the fact

that they are also further removed from the daily issues of local citizens and communities and more often engaged in analytical and policy oriented work, which may correspond to their attraction to policy-making but not so much to their intrinsic motivation.

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, less job satisfaction, and fewer opportunities for promotion, self-development, and career development. All these are common push-factors for "sector switchers" identified in other studies.⁴³ 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. Regardless, it goes without saying a more effective and perceived to be fair performance management system would contribute to the job satisfaction and career satisfaction of most of the public servants, particularly the more junior ones who may have options elsewhere. This observation brings us to our next set of conclusions.

Reasons for joining the public service

8. Across the board, public servants in our sample indicate that the competitive entrance exam they had to go through to enrol in the public service was a rigorous, competitive, but also largely fair and transparent procedure. The fact that they've made it through may partly explain why they work hard with a high sense of public service ethos in circumstances and under employment conditions that are far from perfect.
9. However, overall extrinsic motivations dominate: secure, stable, and safe career prospects, high social status. As such, public servants display a mix of motives that we see more often among public servants in Asia: they score high on PMS related and intrinsic motivations – they have strong sense of public service ethos – while at the same time valuing the status and stability that public service jobs have to offer.⁴⁴ Opportunities to earn income and building strong networks – both potentially associated with nepotism and corruption – are considered much less important.

In addition, we identify six key take-aways based on the qualitative data acquired through the open question in our survey. How can the performance of overall ambitious and motivated public servants be further enhanced?

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; almost half of the statements emphasize this issue. Respondents 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 "poor attitude and intimidation" (taken together these make up almost 40% of the responses); 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 ten percent of statements of public servants in our study refer to poor facilities and working environment, and a lack of training as obstacles to enhance motivation. Although the statements under these categories (as well as to the previous 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 Pakistan.

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 Pakistan on how their performance should be increased stress the importance of primary and secondary benefits, with more performance based pay 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 Pakistan would like to see more emphasis on both skills and ethics training, with almost a quarter of the responses referring to training as a key enabler for better performance. This is a key point of attention, particularly in a context with limited options for wage increases where training can boost performance and morale, and is often seen as a sign of recognition. Training also requires resources and capacity but international agencies may be able to play a role here.

6.2 Implications for personnel management and public service reform

From this rich and unique research project into the motivation of public servants in Pakistan 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 practice⁴⁵.
- 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 two thirds 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) engage employees to identify potential sector switchers, 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 Pakistan 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 Pakistan, and how these types compare between various subgroups and agency types;
2. How public officials in Pakistan 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 Pakistan.

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 countries⁴⁶.

A final related issue that merits attention is that of language, translation, and interpretation. The fact that some of the questionnaires were translated from English to Urdu and back – albeit with the assistance of a native speaking collaborator – may have affected some of the reliability scores for the scales. Respondents may have 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.

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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>⁴⁷</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>⁴⁸</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>⁴⁹</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>⁵⁰</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>⁵¹</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>⁵²</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>⁵³</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
<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.⁵⁴ 	<ul style="list-style-type: none"> ▪ Most days I am enthusiastic about my work.⁵⁵ ▪ I feel fairly satisfied with my present job.⁵⁶ ▪ I find real enjoyment in my work.⁵⁷ ▪ I am happy about employment conditions in my organisation.⁵⁸ ▪ Relationship with my colleagues is friendly and professional.⁵⁹ ▪ I am rewarded and recognised when I do well.⁶⁰ 	<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.⁶¹

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

Pakistan specific survey items (based on focus group and project team comments)
<ol style="list-style-type: none"> 1. I joined public service for a chance to acquire authority and influence on important issues. 2. I joined public service for a stable, secure and promising future. 3. I joined public service for high prestige and social status. 4. I joined public service to build a strong network of connections. 5. I joined public service to increase my opportunities for earning income. 6. I joined public service to learn new things. 7. Entering the public service was a highly competitive procedure. 8. Entering the public service was a highly transparent procedure. 9. Given the opportunity, I would leave my current job to take a job in a different sector. 10. My salary is enough to live on. 11. My salary package is fair and corresponds with my responsibilities and efforts. 12. There are sufficient opportunities for promotion. 13. There are regular opportunities for professional development at my job. 14. When I come to work, I know what is expected of me.

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

Motivational Types	FEMALE			MALE			T-test
	n	Mean	SD	n	Mean	SD	p-value
PSM	28	4.167	0.502	155	4.175	0.475	0.939
<i>Attraction to Policy Making</i>	34	4.161	0.656	167	4.278	0.547	0.275
<i>Commitment to Public Interest</i>	33	4.166	0.498	165	4.174	0.566	0.943
<i>Compassion</i>	33	4.204	0.461	162	4.123	0.546	0.427
<i>Self-Sacrifice</i>	33	4.037	0.534	165	4.112	0.563	0.487
Extrinsic	31	3.505	0.753	161	3.463	0.709	0.767
Intrinsic	34	4.441	0.612	166	4.144	0.811	0.045*
Job satisfaction	34	4.152	0.617	164	3.882	0.541	0.022*
Person-organization fit	35	3.885	0.639	161	3.698	0.709	0.152
Community citizenship behavior	33	3.280	0.440	160	3.207	0.450	0.399

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

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

Motivational Types	DIPLOMA AND BACHELOR (n=65)			MASTER AND PHD (n=119)			T-test
	n	Mean	SD	n	Mean	SD	p-value
PSM	58	4.186	0.513	111	4.190	0.457	0.960
<i>Attraction to Policy Making</i>	65	4.261	0.571	120	4.289	0.550	0.744
<i>Commitment to Public Interest</i>	64	4.187	0.594	119	4.174	0.516	0.877
<i>Compassion</i>	63	4.154	0.599	117	4.136	0.511	0.832
<i>Self-Sacrifice</i>	61	4.131	0.582	121	4.093	0.545	0.664
Extrinsic	61	3.520	0.777	117	3.414	0.694	0.351
Intrinsic	64	4.250	0.755	121	4.190	0.777	0.615
Job satisfaction	64	3.990	0.551	119	3.873	0.565	0.181
Person-organization fit	62	3.834	0.807	119	3.668	0.633	0.129
Community citizenship behaviour	59	3.250	0.514	120	3.216	0.407	0.638

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

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

Motivational Types	39 AND UNDER			40 AND ABOVE			T-test
	n	Mean	SD	n	Mean	SD	p-value
PSM	100	4.176	0.454	85	4.169	0.502	0.912
<i>Attraction to Policy Making</i>	107	4.268	0.548	95	4.250	0.588	0.815
<i>Commitment to Public Interest</i>	106	4.184	0.574	93	4.164	0.528	0.800
<i>Compassion</i>	106	4.129	0.509	91	4.140	0.570	0.893
<i>Self-Sacrifice</i>	105	4.092	0.526	94	4.117	0.587	0.760
Extrinsic	102	3.541	0.782	91	3.394	0.617	0.152
Intrinsic	107	4.242	0.833	94	4.148	0.717	0.396
Job satisfaction	106	3.956	0.551	93	3.883	0.588	0.369
Person-organization fit	103	3.767	0.689	93	3.701	0.716	0.516
Community citizenship behavior	101	3.247	0.429	93	3.193	0.464	0.402

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

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

Motivational Types	JUNIOR			SENIOR			T-test
	n	Mean	SD	n	Mean	SD	p-value
PSM	72	4.098	0.453	104	4.192	0.487	0.194
<i>Attraction to Policy Making</i>	75	4.183	0.565	114	4.282	0.579	0.245
<i>Commitment to Public Interest</i>	75	4.123	0.565	112	4.176	0.534	0.517
<i>Compassion</i>	76	4.042	0.493	109	4.135	0.560	0.248
<i>Self-Sacrifice</i>	74	4.010	0.541	114	4.133	0.557	0.135
Extrinsic	72	3.544	0.750	110	3.444	0.651	0.340
Intrinsic	75	4.186	0.895	113	4.141	0.717	0.703
Job satisfaction	75	3.880	0.520	112	3.921	0.564	0.612
Person-organization fit	74	3.739	0.716	109	3.695	0.686	0.670
Community citizenship behaviour	71	3.200	0.436	112	3.203	0.463	0.972

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

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

Motivational Types	NO			YES			T-test
	n	Mean	SD	n	Mean	SD	p-value
PSM	50	4.202	0.511	129	4.139	0.454	0.449
<i>Attraction to Policy Making</i>	54	4.319	0.571	142	4.216	0.564	0.257
<i>Commitment to Public Interest</i>	54	4.143	0.649	140	4.167	0.507	0.805
<i>Compassion</i>	54	4.203	0.602	136	4.079	0.496	0.181
<i>Self-Sacrifice</i>	53	4.113	0.572	140	4.064	0.542	0.583
Extrinsic	51	3.714	0.731	137	3.358	0.676	0.002**
Intrinsic	55	4.381	0.652	140	4.085	0.817	0.017*
Job satisfaction	55	4.061	0.622	139	3.838	0.511	0.021*
Person-organization fit	52	3.947	0.700	139	3.636	0.664	0.005**
Community citizenship behaviour	49	3.357	0.408	140	3.155	0.452	0.004**

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

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

Motivational Types	LOCAL			NATIONAL			T-test
	n	Mean	SD	n	Mean	SD	p-value
PSM	153	4.193	0.469	30	4.039	0.511	0.108
<i>Attraction to Policy Making</i>	168	4.284	0.570	32	4.101	0.549	0.097
<i>Commitment to Public Interest</i>	166	4.198	0.539	31	3.983	0.591	0.046*
<i>Compassion</i>	164	4.138	0.534	31	4.048	0.571	0.394
<i>Self-Sacrifice</i>	165	4.121	0.557	32	3.968	0.559	0.159
Extrinsic	160	3.468	0.707	32	3.531	0.736	0.651
Intrinsic	169	4.207	0.754	31	4.032	0.912	0.253
Job satisfaction	167	3.959	0.547	31	3.716	0.619	0.027*
Person-organization fit	163	3.776	0.691	31	3.580	0.767	0.158
Community citizenship behaviour	160	3.232	0.434	32	3.109	0.515	0.157

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

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

Motivational Types	POLICY PLANNING			POLICY IMPLEMENTATION			REGULATION AND OVERSIGHT			ADMINISTRATIVE AND MANAGEMENT			T-test
	n	Mean	SD	n	Mean	SD	n	Mean	SD	n	Mean	SD	p-value
PSM	22	4.122	0.378	34	4.354	0.429	7	4.071	0.394	107	4.097	0.484	0.040*
<i>Attraction to Policy Making</i>	24	4.208	0.458	38	4.447	0.486	8	4.250	0.517	116	4.157	0.590	0.051
<i>Commitment to Public Interest</i>	24	4.072	0.439	38	4.309	0.484	9	4.055	0.583	112	4.133	0.569	0.249
<i>Compassion</i>	22	4.147	0.473	37	4.351	0.531	9	4.138	0.282	112	4.040	0.513	0.016*
<i>Self-Sacrifice</i>	24	4.000	0.500	35	4.264	0.488	8	4.125	0.582	115	4.028	0.566	0.137
Extrinsic	23	3.362	0.796	36	3.583	0.699	9	3.966	0.409	109	4.059	0.474	0.543
Intrinsic	24	4.166	1.007	38	4.157	0.945	9	4.222	0.440	113	4.132	0.700	0.987
Job satisfaction	24	3.566	0.529	38	4.147	0.454	9	3.844	0.606	111	3.864	0.526	0.000***
Person-organization fit	24	3.540	0.576	37	3.624	0.597	8	3.662	0.619	111	3.655	0.551	0.009**
Community citizenship behaviour	24	3.250	0.345	37	3.439	0.314	9	3.027	0.341	114	3.144	0.479	0.002**

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

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

Motivational Types	YES			NO			T-test
	n	Mean	SD	n	Mean	SD	p-value
PSM	82	4.155	0.439	101	4.177	0.494	0.752
<i>Attraction to Policy Making</i>	92	4.285	0.522	108	4.231	0.596	0.502
<i>Commitment to Public Interest</i>	89	4.123	0.535	108	4.206	0.549	0.291
<i>Compassion</i>	89	4.073	0.539	105	4.159	0.528	0.262
<i>Self-Sacrifice</i>	91	4.060	0.511	107	4.123	0.581	0.420
Extrinsic	87	3.656	0.615	105	3.302	0.746	0.001**
Intrinsic	92	4.282	0.731	106	3.964	0.567	0.141
Job satisfaction	91	3.870	0.540	106	3.964	0.567	0.238
Person-organization fit	90	3.766	0.645	104	3.701	0.726	0.516
Community citizenship behaviour	85	3.255	0.371	108	3.182	0.492	0.258

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

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

Motivational Types	YES			NO			T-test
	n	Mean	SD	n	Mean	SD	p-value
PSM	117	4.205	0.468	66	4.104	0.471	0.164
<i>Attraction to Policy Making</i>	124	4.344	0.539	76	4.118	0.580	0.006**
<i>Commitment to Public Interest</i>	122	4.194	0.559	75	4.126	0.517	0.395
<i>Compassion</i>	120	4.160	0.554	74	4.057	0.500	0.194
<i>Self-Sacrifice</i>	123	4.097	0.565	75	4.090	0.525	0.925
Extrinsic	120	3.481	0.743	72	3.444	0.660	0.728
Intrinsic	122	4.295	0.712	77	4.051	0.841	0.030*
Job satisfaction	121	3.813	0.553	76	4.105	0.529	0.000***
Person-organization fit	119	3.699	0.683	75	3.800	0.714	0.329
Community citizenship behaviour	116	3.271	0.431	77	3.129	0.450	0.030*

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

APPENDIX 2: DESCRIPTIVES AND RELIABILITY SCORES FOR ALL ITEMS

PSM 1: Attraction to public policy-making

Reliability Statistics	
Cronbach's Alpha	N of Items
.682	5

Descriptive Statistics					
	N	Minimum	Maximum	Mean	Std. Deviation
4. Ethical behavior of public officials is as important as competence.	207	1	5	4.49	.667
33. I'm interested in making public programs that are beneficial for my country.	208	1	5	4.38	.726
34. I'm interested in making public programs that are beneficial for the community I belong to.	207	1	5	4.23	.839
50. Seeing people get benefits from the public program I have been deeply involved in brings me a great deal of satisfaction.	207	2	5	4.31	.733
52. Sharing my views on public policies with others is attractive to me.	208	1	5	4.08	.844
Valid N (listwise)	205				

PSM 2: Commitment to public interest

Reliability Statistics	
Cronbach's Alpha	N of Items
.666	4

Descriptive Statistics					
	N	Minimum	Maximum	Mean	Std. Deviation
19. I consider public service my civic duty.	206	1	5	4.30	.724
31. I unselfishly contribute to my community.	206	1	5	4.03	.846
32. I would prefer seeing public officials do what is best for the community, even if it harmed my interests.	207	1	5	4.04	.866
38. Meaningful public service is very important to me.	208	1	5	4.32	.679
Valid N (listwise)	203				

PSM 3: Self-sacrifice

Reliability Statistics	
Cronbach's Alpha	N of Items
.233	6

Descriptive Statistics					
	N	Minimum	Maximum	Mean	Std. Deviation
1. Doing well financially is definitely more important to me than doing good deeds.	204	1	5	2.44	1.302
15. I am prepared to make enormous sacrifices for the good of society.	207	2	5	4.11	.726
21. I feel people should give back to society more than they get from it.	205	1	5	4.11	.903
41. Much of what I do is for a cause bigger than myself.	208	1	5	3.95	.803
51. Serving citizens would give me a good feeling even if no one paid me for it.	206	1	5	4.21	.826
37. Making a difference in society means more to me than personal achievements.	207	2	45	4.26	2.959
Valid N (listwise)	198				

PSM 4: Compassion

Reliability Statistics	
Cronbach's Alpha	N of Items
.501	4

Descriptive Statistics					
	N	Minimum	Maximum	Mean	Std. Deviation
13. I am often moved by the plight of the underprivileged.	205	1	5	4.15	.974
14. I am often reminded by daily events about how dependent we are on one another.	207	1	5	4.08	.772
36. It is difficult for me to contain my feelings when I see people in distress.	205	1	5	3.95	.917
55. To me, patriotism includes seeing to the welfare of others.	206	1	5	4.30	.736
Valid N (listwise)	200				

Intrinsic motivation

Descriptive Statistics					
	N	Minimum	Maximum	Mean	Std. Deviation
11. I am motivated by doing an important job that gives me a feeling of accomplishment.	205	1	5	4.19	.778
29. I perform my task because it is an interesting job to me.	207	1	5	4.03	.756
Valid N (listwise)	204				

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
.628	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
.867	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
9. I am highly motivated by money	205	1	5	2.73	1.081
12. I am motivated to work hard for money.	208	1	5	3.18	1.078
39. Money reinforces me to work harder.	206	1	5	3.29	1.087
7. I am happy with my pay and the amount of work I do.	207	1	5	3.27	1.191
8. I am happy with the benefits package accruing in my job.	204	1	5	3.09	1.196
35. In choosing my current job, job security was a very important factor.	208	1	5	4.06	.969
43. My performance depends on whether I expect to be promoted.	202	1	5	3.31	1.090
Valid N (listwise)	193				

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

Cronbach's Alpha	N of Items
.655	5

Descriptive Statistics					
	N	Minimum	Maximum	Mean	Std. Deviation
10. I am involved in community service and volunteer activities outside of work.	204	1	5	3.46	1.111
17. I believe it is important to give back to the community.	201	1	5	4.36	.730
18. I believe than an organization is obligated to serve the community in which it operates.	206	2	5	4.41	.732
30. I take into consideration the effects of decisions I make in my job on the overall community.	206	1	5	4.08	.774
57. When possible, I try and get my organization involved in community projects that I am involved in.	206	1	5	3.80	.880
Valid N (listwise)	193				

- Person-organisation fit

Reliability Statistics	
Cronbach's Alpha	N of Items
.694	4

Descriptive Statistics					
	N	Minimum	Maximum	Mean	Std. Deviation
42. My goals are very similar to the goals of my organization.	207	1	5	4.00	.879
44. My personal values match or fit the values of my organization.	205	1	5	3.60	1.041
45. My personal values match those of current employees in this organization.	206	1	5	3.38	1.014
48. Overall, I think I fit well with my organization.	205	1	5	3.96	.930
Valid N (listwise)	200				

- Job satisfaction

Reliability Statistics	
Cronbach's Alpha	N of Items
.616	6

Descriptive Statistics					
	N	Minimum	Maximum	Mean	Std. Deviation
20. I feel fairly satisfied with my present job.	206	1	5	3.78	.931
40. Most days I am enthusiastic about my work.	207	1	5	4.07	.862
6. I am happy about employment conditions in my organization.	207	1	5	3.60	1.056
22. I find real enjoyment in my work.	207	1	5	3.90	.950
16. I am rewarded and recognized when I do well.	204	1	5	3.18	1.240
49. Relationship with my colleagues is friendly and professional.	208	3	5	4.32	.612
Valid N (listwise)	200				

Country-Specific Questions

Reliability Statistics	
Cronbach's Alpha	N of Items
.627	14

Descriptive Statistics					
	N	Minimum	Maximum	Mean	Std. Deviation
23. I joined public service for a chance to acquire authority and influence on important issues.	208	1	5	3.27	1.118
24. I joined public service for a stable, secure and promising future.	207	1	5	3.91	.915
25. I joined public service for high prestige and social status.	207	1	5	3.43	1.076
26. I joined public service to build a strong network of connections.	204	1	5	2.92	1.146
27. I joined public service to increase my opportunities for earning income.	207	1	5	3.42	1.103
28. I joined public service to learn new things	207	1	5	4.02	.881
2. Entering the public service was a highly competitive procedure.	206	1	5	4.17	.895
3. Entering the public service was a highly transparent procedure.	207	1	5	4.06	.986
5. Given the opportunity, I would leave my current job to take a job in a different sector.	203	1	5	3.45	1.148
46. My salary is enough to live on.	207	1	5	3.05	1.190
47. My salary package is fair and corresponds with my responsibilities and efforts.	207	1	5	3.02	1.215
53. There are regular opportunities for professional development at my job.	204	1	5	3.26	1.271
54. There are sufficient opportunities for promotion.	205	1	5	2.97	1.294
56. When I come to work, I know what is expected of me.	208	1	5	4.13	.799
Valid N (listwise)	186				

Ranking for reasons behind joining public service

	Mean	Rank
A chance to learn new things.	4.02	1
Stable, secure and promising future.	3.91	2
High prestige and social status.	3.43	3
To increase opportunities for earning income.	3.42	4
A chance to acquire authority and influence on important issues	3.27	5
To build a strong network of connections.	2.92	6

APPENDIX 3: RESCALED ITEMS USED IN THE 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. Sharing my views on public policies with others is attractive to me.
4. 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
.696	4

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
.666	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.

Reliability Statistics

Cronbach's Alpha	N of Items
.626	4

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.
4. To me, patriotism includes seeing to the welfare of others.

Reliability Statistics

Cronbach's Alpha	N of Items
.501	4

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
.628	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
.867	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 take into consideration the effects of decisions I make in my job on the overall community.
3. I believe that an organization is obligated to serve the community in which it operates.

Reliability Statistics

Cronbach's Alpha	N of Items
.709	3

- 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
.964	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.

Reliability Statistics

Cronbach's Alpha	N of Items
.623	5

Country-Specific Questions

1. I joined public service for a chance to acquire authority and influence on important issues.
2. I joined public service for a stable, secure and promising future.
3. I joined public service for high prestige and social status.
4. I joined public service to build a strong network of connections.
5. I joined public service to increase my opportunities for earning income.
6. I joined public service to learn new things.

Reliability Statistics

Cronbach's Alpha	N of Items
.721	6

1. Entering the public service was a highly competitive procedure.
2. Entering the public service was a highly transparent procedure.

Reliability Statistics

Cronbach's Alpha	N of Items
.673	2

3. Given the opportunity, I would leave my current job to take a job in a different sector. (reversed)
4. My salary is enough to live on.
5. My salary package is fair and corresponds with my responsibilities and efforts.

Reliability Statistics

Cronbach's Alpha	N of Items
.820	2

6. There are sufficient opportunities for promotion.
7. There are regular opportunities for professional development at my job.

Reliability Statistics

Cronbach's Alpha	N of Items
.657	2

8. When I come to work, I know what is expected of me.

APPENDIX 4: QUESTIONNAIRE (ENGLISH VERSION)

Questionnaire

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

Dear participant,

You have been asked to take part in a survey as part of the study "Motivation of Public Officials in Pakistan" 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.

Contractor:

Zeger van der Wal, PhD
Assistant Dean (Research), Associate Professor
National University of Singapore
sppzvdw@nus.edu.sg

UNDP Project Team:

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* <small>Please select just one that best describes your current function and job scope</small>	Policy planning	Policy implementation	Regulation and oversight	Administrative or management		
Government level*	National	Regional	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

C. 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. Entering the public service was a highly competitive procedure.					
3. Entering the public service was a highly transparent procedure.					
4. Ethical behavior of public officials is as important as competence.					
5. Given the opportunity, I would leave my current job to take a job in a different sector.					
6. I am happy about employment conditions in my organization.					
7. I am happy with my pay and the amount of work I do.					
8. I am happy with the benefits package accruing in my job.					
9. I am highly motivated by money					
10. I am involved in community service and volunteer activities outside of work.					
11. I am motivated by doing an important job that gives me a feeling of accomplishment.					
12. I am motivated to work hard for money.					
13. I am often moved by the plight of the underprivileged.					
14. I am often reminded by daily events about how dependent we are on one another.					
15. I am prepared to make enormous sacrifices for the good of society.					
16. I am rewarded and recognized when I do well.					
17. I believe it is important to give back to the community.					
18. I believe that an organization is obligated to serve the community in which it operates.					
19. I consider public service my civic duty.					
20. I feel fairly satisfied with my present job.					
21. I feel people should give back to society more than they get from it.					
22. I find real enjoyment in my work.					
23. I joined the public service for a chance to acquire authority and influence on important issues.					
24. I joined the public service for a stable, secure and promising future.					
25. I joined the public service for high prestige and social status.					
26. I joined the public service to build a strong network of connections.					
27. I joined the public service to increase my opportunities for earning income.					

28. I joined the public service to learn new things.					
29. I perform my task because it is an interesting job to me.					
30. I take into consideration the effects of decisions I make in my job on the overall community.					
31. I unselfishly contribute to my community.					
32. I would prefer seeing public officials do what is best for the community, even if it harmed my interests.					
33. I am interested in making public programs that are beneficial for my country.					
34. I am interested in making public programs that are beneficial for the community I belong to.					
35. In choosing my current job, job security was a very important factor.					
36. It is difficult for me to contain my feelings when I see people in distress.					
37. Making a difference in society means more to me than personal achievements.					
38. Meaningful public service is very important to me.					
39. Money reinforces me to work harder.					
40. Most days I am enthusiastic about my work.					
41. Much of what I do is for a cause bigger than myself.					
42. My goals are very similar to the goals of my organization.					
43. My performance depends on whether I expect to be promoted.					
44. My personal values match or fit the values of my organization.					
45. My personal values match those of current employees in this organization.					
46. My salary is enough to live on.					
47. My salary package is fair and corresponds with my responsibilities and efforts.					
48. Overall, I think I fit well with my organization.					
49. Relationship with my colleagues is friendly and professional.					
50. Seeing people get benefits from the public program I have been deeply involved in brings me a great deal of satisfaction.					
51. Serving citizens would give me a good feeling even if no one paid me for it.					
52. Sharing my views on public policies with others is attractive to me.					
53. There are regular opportunities for professional development at my job.					
54. There are sufficient opportunities for promotion.					
55. To me, patriotism includes seeing to the welfare of others.					
56. When I come to work, I know what is expected of me.					
57. 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 Pakistan 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 Pakistan?

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/pk.html>; http://www.finance.gov.pk/survey/chapters_15/Highlights.pdf
- 3 http://www.pk.undp.org/content/pakistan/en/home/library/hiv_aids/development-advocate-pakistan/local-government-acts-2013-and-province-local-government-relatio.html
- 4 GIZ Governance Programme (2013).
- 5 Perry and Wise (1990: 368).
- 6 Hood (1991); Osborne and Gaebler (1992).
- 7 See Tullock (1976).
- 8 Perry, Wise, and Hondeghem (2010); Ritz et al. (2016); Van der Wal (2013); Van der Wal (2015a).
- 9 Van der Wal and Oosterbaan (2013); Van der Wal (2015b).
- 10 Taylor, 2008
- 11 Baston and Shaw, 1991; Weinstein and Ryan, 2010
- 12 Perry 2014; Liu and Perry 2016.
- 13 Van der Wal, 2015
- 14 Bozeman and Su, 2015
- 15 Kim et al. (2013); Van der Wal (2015a, 2015b).
- 16 Gould-Williams et al. (2015); Van der Wal (2015)
- 17 Chen and Hsieh (2014); Infeld et al. (2009); Liu and Tang (2011).
- 18 Infeld et al. (2009, 2010).
- 19 Fan (2007); Taylor and Beh (2013); Van der Wal (2015a, 2015b).
- 20 Deci, Connell, and Ryan (1989).
- 21 See also recent work by Pandey and Jain (2014).
- 22 Liu and Tang (2011).
- 23 Ritz (2015); Van der Wal (2013); Rayner, Williams, Lawton and Allinson (2011).
- 24 UNDP (2015); Ritz et al. (2016); Van der Wal (2014, 2015a).
- 25 Rowe and Wright (1999).
- 26 Creswell (2003); Morgan (1997).
- 27 cf. Perry and Hondeghem (2008: 3).
- 28 Chen and Hsieh (2015); Kim et al. (2013); Liu and Perry (2014); Van der Wal (2015a).
- 29 Perry (1996: 6-7); Kim et al. (2013); Kim and Vandenabeele (2010).
- 30 Fowler (2014).
- 31 Van der Wal (2013).
- 32 Van der Wal (2013).

- 33 Lipsky (1980).
- 34 Cf. Van der Wal (2013).
- 35 Bozeman and Ponomariov (2009).
- 36 Van der Wal (2015b).
- 37 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.
- 38 Chen and Hsieh (2015); Infeld et al. (2010); Liu and Perry (2016); Van der Wal (2015a).
- 39 Van der Wal (2013).
- 40 Houston (2014); Van der Wal (2014a, b); Van der Wal (2015a).
- 41 Van der Wal (2015b).
- 42 Van der Wal (2013).
- 43 Bozeman and Ponomariov (2009); De Graaf and Van der Wal (2008); Su and Bozeman (2009).
- 44 Van der Wal (2015b).
- 45 Behn (2014); De Bruijn (2012).
- 46 See e.g., Kim et al. (2013).
- 47 Liu and Perry (2016).
- 48 Liu and Perry (2016).
- 49 Liu and Perry (2016).
- 50 Liu and Perry (2016).
- 51 Mafini and Dlodlo (2014).
- 52 Chen and Hsieh (2015).
- 53 Kwon (2014).
- 54 Gould-Williams et al. (2015).
- 55 Kim (2012).
- 56 Kim (2012).
- 57 Kim (2012).
- 58 Mafini and Dlodlo (2014).
- 59 Mafini and Dlodlo (2014).
- 60 Mafini and Dlodlo (2014).
- 61 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.