PUBLIC SERVICE MOTIVATION AT A SMALL SUBURBAN MUNICIPALITY:

AN ANALYSIS OF INTRINSIC AND EXTRINSIC MOTIVATORS AND THE CHARACTERISTICS OF EMPLOYEES OF THE TOWN OF BRADFORD WEST GWILLIMBURY

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ABSTRACT

Human resource professionals are facing considerable pressures to prepare for an impending wave of vacancies in municipal government workforces. As such, it is imperative to seek innovative and cost effective ways to improve efficiency, productivity, and performance. The purpose of this research paper to determine the motivators of employees who are highly attracted to public sector work. The researcher sought to replicate the 2005 Bright study which found a strong relationship between public service motivation and the personal characteristics of employees, their employment status, and their intrinsic/extrinsic reward preferences with the employees of the Town of Bradford West Gwillimbury. The results indicated a strong correlation, but not identical results, to the Bright study. The common foundation between the two studies was that the results indicate that a strong majority of local government employees are intrinsically connected to and motivated by public service.

ACKNOWLEDGEMENT

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1.0 INTRODUCTION

1.1 Demographic Shift

In 2009, almost all of the Canadian provinces eliminated mandatory retirement laws for employees aged 65 or older (Canadian Broadcasting Corporation). A Statistics Canada report found that as of July 2010, the number of persons aged 55 to 64 represented 18% of the Canadian population. Furthermore, with another 14.1% of the total Canadian population aged 65 or older, the possibility for a larger, older demographic to remain in the workforce now exists (Statistics Canada 2).

The labour force replacement ratio is "an indicator of the likelihood that the youth population will replace the portion of the workforce nearing retirement (Federation of Canadian Municipalities 10)." The ratio is calculated by dividing the population cohort of those aged 0 to 14 years by those who are aged 50 to 64 years old. A ratio of 1.0 depicts a perfect replacement whereas a ratio value of more than 1.0 indicates a workforce surplus. However, a ratio value of less than 1.0 depicts a shortfall of incoming labour. As of 2011, the labour force replacement ratio for Canada is 0.84 – indicating a shortfall of incoming labour (Federation of Canadian Municipalities 10).

In 2013, there were 263,808 active (working, not retired) members in the Ontario Municipal Employees Retirement System. While this figure does not capture all municipal employees within the Province, it can be used for a quick, generalized calculation. Therefore, utilizing the Canadian Statistical finding that 32.1% of the population is aged 55 or older could translate to over 84,682 municipal employees who are approaching retirement. With only 444 municipalities in the province of Ontario, there is considerable pressure on human

resource professionals to prepare for a wave of vacancies while fostering an environment that keeps existing staff motivated, efficient, and productive.

1.2   New Public Management and the Impact on Public Service Motivation

New public management and its idea that government organizations should be run like private sector corporations has been in Canada since the 1990s. This service delivery model suggests that governments should set policy direction but that the private sector, and their presumably more efficient way of conducting business, would deliver the delegated service at a lower financial cost. While this method promotes the notion that democratic control and accountability rests with elected decision makers, the financial benefits are typically short-lived and the loss of accountability and control of safeguards has been shown to cost money and reduce efficiency over the longer term (Winfield et. al. 10). Since the 2008 global recession, there has been an increase in calls for privatization and an even greater scrutiny on the accountability and efficiency of the public service as a whole.

In 1990, following a two-decade long period of decline in the public's trust of government, Perry and Wise suggested that the rise of the public choice movement (based on a model of human behaviour that assumes people are primarily motivated by self-interest) questioned the strength of public service work ethic. Operating within the perspective that self-interest is at the root of human behaviour, organizations should recognize such motivators in an effort to achieve higher levels of performance (367). Extrinsic rewards, such as the use of monetary incentive systems like the private sector, is now being employed in the public service without a comprehensive understanding if monetary compensation is an effective motivator for civil servants and challenges the notion that "public service is an inherent sense of duty (Perry and Wise 368)." To date, it has not been

thoroughly tested to determine if extrinsic rewards effectively influence public service employees.

The general public and/or users of public agencies at times view public sector employees as slow, unresponsive, and complain that excessive rules and regulations make government insensitive to unique problems. From the public sector employee's perspective, excessive regulation inhibits their self-expression and their desire to have a positive impact on their clientele. Bureaucratic obstacles frustrate the public service worker and can lead to job dissatisfaction and a loss in productivity and efficiency (Baldwin 9)(Scott and Pandey 174). A better understanding of employee motivation is essential prior to the implementation of any efforts to improve the efficiency and effectiveness of public organizations (Wright 2001 560).

Progressive municipalities look for innovative and cost effective ways to improve efficiency, productivity, and performance. Unmotivated employees not only exhibit a decline in their own productivity and performance, but can also negatively impact that of others. This can lead to a ripple effect of complacency, toxic work environments, and employee turnover – all of which have financial implications for the operation of the municipality.

Fostering an environment that constantly motivates employees continues to be a challenge for most organizations regardless of the number of studies, research, and attention on the topic. However, in reviewing founding public administration theoretical discussions, the concepts behind employee motivation remain relevant today as when they were first identified and implemented in the mid-1800s.

1.3   Research Question

For public sector Chief Administrative Officers and Human Resource professionals, the retention of industrious, qualified, and motivated people is a strategic priority for the benefit of the organization. They understand that competition exists for positions at the private level and recognize that to be successful at attracting and retaining asset employees, incentivization may be necessary. Municipal workplaces are further constrained by ever-tightening financial budgets, the transparency of policy implementation, and the public perception that the government's responsibility is first to the public, not the employee. Flexible, creative, and innovative employee benefits are sometimes perceived as luxuries that the public cannot afford and/or are not willing to fund.

This research project aims to collect data that public administrators can use to develop effective employment policies to achieve a motivated and productive workforce. The purpose of this research paper is to provide municipal managers with the ability to recognize employee motivators and then make recommendations for implementation. Therefore, the research question that this paper aims to answer is:

What influences the motivation of employees who are highly attracted to

public service work?

For the purposes of this research paper, motivation is defined as follows: "The willingness to exert higher levels of effort towards organizational goals, conditioned by the effort's ability to satisfy some individual need (Crim and Seijts 1)." The assertion is that in order to engage in the practice of motivating employees, employers must first understand the employee's unsatisfied needs.

2.0 LITERATURE REVIEW

2.1 Early Public Administration Motivation Theory

The Northcote/Trevelyan Report from 1854 – *The Organisation of the Permanent Civil Service* – is generally credited with designing the foundation of the modern, administrative civil service. The authors of the 1854 report were both disappointed in and charged with correcting the public perception that people who are generally not ambitious and/or are incapable of fulfilling their duties and responsibilities burdened the civil service and by extension, the public at large. The paper that followed outlined the role of the public service as an organization and an employer and provided a blueprint for an efficient, accountable, and productive bureaucracy.

The authors of the 1854 report supported and encouraged merit-based rewards throughout the public service including the areas of candidate review, employee appointments, job descriptions, and promotion. They also theorized that the nature of government employment and the certainty of provisions (such as salary, retirement pensions, stability, etc.) motivated potential candidates to the public sector as a choice of profession (Northcote/Trevelyan 4). This concept holds true today in that individuals with a lower risk tolerance for the unknown and/or have a higher personal need value placed on stability would regard the public service as an attractive place of employment over the private sector, which can be more volatile in times of economic uncertainty.

The 1854 report advocates that public service employees should be matched to tasks that are suited to the individual's capacity and education. Furthermore, the public employee should constantly be made to feel that their promotion and future prospects within the

organization depend entirely on the individual's ability and ambition (9). The authors argue that the concept of promotion by seniority (as opposed to merit) provides no impetus for an employee to increase his or her abilities, which in turn does nothing for the organization's effectiveness as an efficient and productive environment (6). Promotion by seniority as opposed to merit is an issue many municipal governments struggle with, especially with unionized environments. Northcote and Trevelyan indicate that the threat of being overlooked for promotion would be enough to maintain discipline, enforcing regularity of attendance, and furthermore that the "dangling carrot" of a retirement pension would be motivation enough for the individual (21-22).

The report surmises that efficiency can be obtained simply by the design of a dynamic public service organization. As such, task efficiency can be considered to be more of a short term goal as opposed to organizational efficiency which is a long term objective. To illustrate this idea, Northcote and Trevelyan warn that routine tasks can lead to boredom and stagnation in the growth of the employee (6). To prevent an ineffective environment, the authors support the concept of promotion by merit (as opposed to time served) and explained the importance of transferring employees from one department to another so that each may have the opportunity to learn the whole business in preparation for a future leadership position (Northcote/Trevelyan 18). This would prevent the difficulty of finding a suitable, qualified internal candidate when faced with a vacancy (Northcote/Trevelyan 7).

Interestingly, the authors also supported the concept of salary increases based on time served (as opposed to merit), which, while in contradiction of the former, would ideally serve as a reward of service and expectedly act as a motivator. The theory is that annual salary increases serve as a reward of service and have no reference to the comparative merits of individuals (Northcote/Trevelyan 18). In effect, annual salary increases would act as an

equitably applied motivational reward. To differentiate, promotion from class to class is a reward based only on merit and ability (Northcote/Trevelyan 19). Unfortunately, and more recently, perpetual annual salary increases have become an expectation and without a caveat that the increase can be lost due to poor productivity, it no longer acts as a motivator for continuous improvement.

Frederick W. Taylor (1856-1915) developed his scientific management theory as a way of increasing industrial efficiency. His frustrations originally lay with incompetent or ineffective management as a distraction and prevention of productivity at the employee level (Fry and Raadschelders 61). His theory development concluded that factors such as special incentives, higher wages, shorter working hours, better working conditions, and individual rewards for the worker based on performance would all overshadow the importance of the specific method of payment. He went on to state that an incentive program, such as reducing compensation for a decline in productivity, was a method to foster better efficiency (Fry and Raadschelders 62, 65). In today's public sector workplace, the option of decreasing salary as punishment is not available due to labour laws and in other circumstances, union contracts. More interesting perhaps is the recognition that employees can be motivated by factors other than salary.

Max Weber (1864-1920) characterized the rational bureaucratic organization by four features: hierarchy, impersonality, continuity, and expertise (Fry and Raadschelders 35). Hierarchical organizational structures can have two opposite effects on motivation. For some, the opportunity to climb the organizational ladder towards greater status, power, authority, and money, increased motivation for those who are inclined to be ambitious. However, for those who have limited interest or ability to be promoted through the ranks, the opportunity is not a motivator.

Weber's consideration of the public service organization encouraged the regular supervision of smaller work groups to ensure accuracy, productivity, and efficiency. However, for some individuals, close supervision can become an inflexible, rigid, intolerable environment, especially when individual workers who could function independently were subject to close scrutiny. (Fry and Raadschelders 35). Conceivably, the design of an organization structure itself has the opportunity to act as a motivator or a demoralizer. The responsibility lies with the employer in providing an environment which fosters individual ambition to succeed.

Like Northcote and Trevelyan, Weber also believed in selecting employees based on technical competence, instead of patronage. By matching an individual employee to an appropriate task, the idea is that the worker would be motivated to perform efficiently due to their confidence in their ability to succeed (Fry and Raadschelders 35).

The discrepancy lies in that Weber's task efficiency theory requires an employer to scrutinize a task for how it can be best performed and then to hire a person with the ability, education, and capacity to undertake that task. The demoralizing aspect of this theory is that a person as an individual does not affect the function of the organization and that any person with the appropriate skills would be able to do the work, which can lead employees to feel that they are easily replaceable and are not personally a contributing factor to the organization's success. Weber's task efficiency theory lacks an appreciation of employees as individuals with unique needs and motivators.

2.2   Modern Public Administration Motivation Theory

Interestingly, early public motivation theories that suggest traditional methods of motivation such as salary, promotion, and rewards still remain valid today. However, academic research appears to indicate that altruistic ambitions are also contributing motivators for a productive, efficient, and effective public service.

In the 1980s-1990s, public confidence in the ability of government to be an effective service provider was at an all-time low (Perry and Wise 367). In addition, Bradley E. Wright claims that public sector employees generally have been viewed as more dissatisfied with their jobs than their private sector counterparts. He ascertains that while public organizations are charged with undertakings that could provide greater opportunity for employees to achieve altruistic goals, the very structure of these bureaucracies hinders their realization, leading to job dissatisfaction (569). This tumultuous period led to a review of theories on motivation and resulted in the conclusion that the field lacked a clear theory for motivating public sector employees.

In their 1990 study, academics Perry and Wise suggested that public service motivation is commonly understood as "an individual's predisposition to respond to motives grounded primarily in public organizations (368)." Bright supports Perry and Wise and suggests that individuals who are highly attracted to and motivated by public service work can be influenced by rational, normative, and affective motives (138):

Rational Motives

Perry and Wise suggest that public service motivation can sometimes have a foundation in individual "utility maximization (368)." They suggest that public servants are drawn

to government to participate in the formulation of good public policy as the process can be exciting, dramatic, and reinforce an individual's image of self-importance (368). It has also been argued that some public service employees are motivated by a commitment to a public program because they personally identify with the program (Perry and Wise 368). Bright agrees with the Perry and Wise discussion and adds that "from a rational basis, individuals can be attracted to public organizations because of self-interest, such as advocating for public policies that promote a specific private interest (139)."

Norm-Based Motives

Norm-based motives refer to actions generated by efforts to conform to societal norms and behaviours. "The most commonly identified normative foundation for public employment is a desire to serve the public interest (Perry and Wise 368)." This perspective also incorporates those public sector employees whose individual personal beliefs are altruistic in nature. It has been expanded to a public service ethic which involves a unique sense of loyalty to duty and the government has a whole (Perry and Wise 369). Perry and Wise define social equity as activities intended to enhance the well-being of those who lack political and economic resources. They further support that the inclusion of social equity among the values served by public administrators "helps to define the political nature of their roles as employees (369)." Bright also asserts that individuals can be attracted to public organizations for ethical reasons, such as maintaining social equity (139)." Norm-based motives are most commonly associated with the inherent desire to serve the public interest (Perry and Wise 369).

<u>Affective Motives</u>

"Affective motives refer to triggers of behaviour that are grounded in emotional responses to various social contexts (Perry and Wise 368)." They assert that a public sector employee's commitment to a program may be derived from a genuine belief abut its social importance. Bright supported that individuals can be attracted to the public sector because of emotional attachments, such as a conviction about the importance of a program of service (139). However, Perry and Wise surmise that affective aspects of public service motivation are the least important component of the overall concept (369).

In their 1990 study, Perry and Wise tested that the behavioral implications of public service motivation and found that:

1. "The greater an individuals' public service motivation, the more likely the individual will seek membership in a public organization;

2. In public organizations, public service motivation is positively related to individual performance; and

3. Public organizations that attract members with high levels of public service motivation are likely to be less dependent on utilitarian incentives to manage individual performance effectively (370-371)."

The study results also indicated that the greater the strengths of rational, norm-based, and affective public service motives are to an individual, the more likely the individual is to seek public organizations as environments in which to satisfy these needs (Perry and Wise 370).

In 2001, Wright supports not only the Perry and Wise findings above but further builds upon the Northcote/Trevelyan Report that employees are more likely to be part of organizations that are consistent with their own values or needs and that furthermore, the public sector is

more likely to employ individuals with ambitions and motives that public organizations can provide (564). Charged with promoting general social welfare, as well as the protection of society, public organizations often have missions with more of a profound impact than what is typically found in the private sector (Wright 565).

Perry and Wise agree with the 1854 Report that pay and benefits can inspire some people to choose and excel in government careers; however, those employees "apply more importance on public policy development and the contributing opportunity to serve a goal greater than oneself (370)." Wright supports that finding and adds that "public sector employees may experience greater task significance and job challenge than private-sector employees because public organization provide employees with opportunities to address important social issues (Wright 568)." In 2008, Kim agrees with Perry, Wise, and Wright's conclusions and asserts that many public employees are motivated by a sense of service not found among private employees (149). Kim's research found that public sector employees rate a feeling of accomplishment and performing work helpful to society and to others as more important job characteristics than private sector employees (151). Furthermore, Wright suggests that public sector organisations are more likely to employ individuals whose values and needs are consistent with the public service mission of the organization (2003 3). "The composition of the public workforce has been expected to reflect the nature of the work in the public sector by attracting employees who desire greater opportunities to fulfill higher order needs and altruistic motives by performing public service (Wright 2003 3)."

Alonso and Lewis also claim that overall confidence in government is low and that public office holds little prestige as opposed to the private sector workplace. Furthermore, they indicate that (American) federal government pay schedules have risen more slowly than

inflation and/or private sector pay and that studies indicate that the government pays about 25% less in salaries than the private sector for comparable work (363). Wright also argued that the compensation policies of public organizations contribute to lower satisfaction among public employees (569). Public and private sector professional employees are aware of the market salary rates and the opinion that the private sector employee makes more than the public sector employee for comparable work is disconcerting. However, Matheson contributes that the public sector has traditionally offset the lower salaries that it offers in comparison with the private sector by providing greater job security – an incentive in which the private sector generally cannot compete (10).

In 2005, Scott and Pandey found that higher levels of public service motivation were associated with reduced perceptions of bureaucratic red tape (174). Motivation can be frustrated when employees are unable to visualize a clear connection between their efforts and larger organizational goals. Ironically, the very organizations that attract employees to public service create those same offending conditions due to complex structures (Scott and Pandey 174). They suggest that incentive systems, empowering employees, fostering professional growth, and decentralizing decision-making could strengthen employee ties to their organization (Scott and Pandey 175).

For followers of the new public management style of employee motivation, pay for performance is a tool sometimes borrowed from the private sector by government organizations. However, financial compensation is not necessarily a universal motivator and when applied in a competitive manner, can in fact have an opposite impact on motivation (Pickard 7).

Interestingly, all of the theories support that while traditional methods of motivation such as salary, promotion, and rewards are as valid today as they were at the time of the 1854 Report, the academic research appears to indicate that altruistic ambitions are also a supporting motivation for a productive, efficient, and effective public service.

2.3   Individual Motivation Theory

Abraham H. Maslow (1908-1970) was an American psychologist who is believed to be one of the first academics to study the concept of motivation. He identified and designed a hierarchy of five universal human needs classified as the basis for motivation:

1. Physiological needs (water, food, sleep, etc.);

2. Safety needs (security, freedom from fear, anxiety, and chaos);

3. Social needs (belonging, love, community);

4. Self-esteem needs; and

5. Self-actualization needs (creativity, activity, cognition, and aesthetic experience) (372, 376, 380-382).

The hierarchy specifies that the order of needs is also significant. Basic human physiological requirements must be achieved before an individual can contemplate further needs. For example, without food, water, or shelter, self-esteem and/or self-actualization needs are not priorities to an individual. Maslow explains that as each of these needs becomes substantially satisfied, the individual then moves on to the next higher level (395). More recently, academic Craig Matheson argued that there is a sixth universal human need to be added to the list above: meaning (a moral idealistic sense of meaning)(7).

While the workplace environment is generally the responsibility of the employer, the individual is responsible for their own actions, goals, and advancement. The difficulty is that individually, employees are at differing stages in their achievements as defined not only by Maslow and Craig above, but by their own criteria. Everyone defines personal success differently and with different standards. The employer cannot cater a motivation plan to every individual but can provide an overall environment which fosters productivity.

This review of motivational theory in public administration literature has demonstrated that the 1854 Report designed a public service organization in response to many of the same claims made 160 years prior. The common thread identifies financial motivation through salary increases, opportunities for merit-based promotion, the moral responsibility of contributing to a better society, and the personal satisfaction of meeting an individual's own needs and goals as the primary pillars of public service motivation.

Motivation theories are dynamic and respond to the culture of the employee's workplace environment. In terms of a complex public administration organization, Pickard alleges that the more effective path towards motivation involves determining the source of intrinsic motivation for employees and utilize those aspects as a source of motivation (8). Therefore, to improve motivation and result in better efficiency, productivity, and effectiveness within a public service organization, management should make efforts to recognize individual needs among employees, concentrate on merit based recognition, and continuingly verify that the system performs in an equitable fashion. Unfortunately, since the same responses to motivation theories are continually identified, it would appear as though alternative approaches may be required in order to affect real change.

2.4   The Bright Study

In 2005, academic Leonard Bright undertook a study to investigate "relationships between public employees' levels of public service motivation and their personal characteristics, management level, and work preferences (139)." The goal of the study was to provide scholars and practitioners with information to be used in the development of reward strategies in public organizations that consider the diversity and complexity of the public sector workforce (Bright 139). The study included public employees from a large county government in the state of Oregon representing twelve different departments and included a diverse mix of public sector business groups (e.g. building inspectors, community health workers, sheriffs, caseworkers, secretaries, district attorneys, librarians, maintenance workers, detectives, juvenile counselors, and probation officers) (143).

Bright sought to determine relationships within public service motivation and developed three hypothesis to test:

Hypothesis 1: Public Employees with high levels of public service motivation will be older, female, and minorities and have higher levels of education than will employees with lower levels of public service motivation (Bright 141).

Hypothesis 2: Managers will have significantly higher levels of public service motivation than will non-managers, while taking into consideration other competing explanations (Bright 142).

Hypothesis 3: A significant negative relationship will be found between the level of public service motivation of public employees and their preferences for monetary incentives, while taking into consideration other competing explanations (Bright 142).

As discussed above in the Perry and Wise study, Bright supports the perspective that individuals who are highly attracted to and motivated by public service work can be influenced by rational, normative, and affective motives (138). When tested, Bright found that employees with high levels of public service motivation were significantly more likely to be female, managers, minorities, and have higher levels of educational attainment (150). Furthermore, the study revealed that employees with high levels of public service motivation desired monetary incentives significantly less than those with lower levels of public service motivation (Bright 150).

3.0   CONCEPTUAL FRAMEWORK

The literature review suggests that public service motivation is fundamentally intrinsic in nature; however, levels of public service motivation and appropriate measurements of public service motivation indicators can form from many different perspectives. To date, these perspectives have been sporadically tested but the results are not overwhelmingly conclusive. Rather, public sector employees are likely to be motivated by a number of factors when performing civic service, many of which are individualistic in nature.

Whereas the Bright study examined the motives of a large, County-level administration in the northwestern United States, the author of this major research paper attempted to replicate this study in a small, suburban municipal environment within the Greater Golden Horseshoe area of the Province of Ontario to determine if the results demonstrate a

relationship between indicators of public motivation that are similar or different to the Bright study. Therefore, the conceptual framework will consist of Bright's three indicators in order to analyze the collected data:

Personal Characteristics

Is there a relationship between public service motivation and the personal characteristics of public employees?

In terms of personal characteristics, the Bright study solicited data on gender, age, educational attainment, and minority status. Bright hypothesized and found that older, minority women with higher levels of educational attainment demonstrated higher levels of public service motivation (150). This finding was rationalized that an increase in education level and age could be explained from a "professionalization perspective" where individuals who undertake educational learning opportunities are somewhat enlightened in terms of personal awareness and "recognize the value that public service provides to society (Bright 146)." The finding that women exhibited higher levels of public service motivation than men was explained by gender stereotypes. Specifically, "males are generally expected and allowed to be competitive, aggressive, and dominant whereas females are expected to assume supportive caretaking roles (Bright 146)."

In light of the above, this research paper will collect data on gender, age, and educational attainment; however, it will not gather information on minority status. The reason for this is that the employee complement of the test suburban municipality is overwhelming homogenous in composition and any data collected in this regard would significantly bias

the results without providing any insight into relationships between personal characteristics and public service motivation from a minority perspective.

Management Level

Is there a relationship between the management level of employees and their level of public service motivation?

Bright hypothesized and found that management level employees have significantly higher levels of public service motivation than non-management level employees (148). This was determined after controlling for age, educational attainment, gender, and minority status. The finding supported previous research that "employees with high levels of public service motivation are working at the top levels of public sector organizations (Bright 148)." Bright suggests that managers may have high levels of public service motivation because their extrinsic needs have been satisfied by their higher salary levels. Alternatively, Bright suggests that managers could have higher levels of public service motivation because they have been socialized through their career to highly value the public service (148).

The survey component of this research paper will ask respondents to indicate if they are management or non-management level employees.

Monetary Reward Preferences

Is there a relationship between public service motivation and work preferences of employees?

Bright's hypothesis and findings concluded that public sector employees with high levels of public service motivation were not necessarily motivated by financial rewards. In fact, Bright's study found that the greater the level of public service motivation, the significantly less they desired monetary rewards. This viewpoint lends support to Perry and Wise's finding that public organizations will have to rely less on extrinsic incentives as a means of motivating employees who exhibit high levels of public service motivation (150).

The survey component of this research paper will ask respondents to rank incentives that are important to them.

4.0   METHODOLOGY

4.1   Introduction to Methodology

This section provides an overview of the methodology used in this research paper. The research design attempts to replicate the 2005 Bright study discussed above in a small, suburban local government context. The quantitative investigation explores personal public service motivators to determine if gender, education level, employment status, and extrinsic rewards are linked to an employee's altruistic influences.

When designing this research project, the author identified the following assumptions:

- That employees are unmotivated and/or require motivation to be more effective.
- That there is an appetite for improvement by both management and the employee.
- That by excluding unionized staff, the results may indicate if there is a common, altruistic motivation for working in the public service.

Furthermore, when conducting the research study, the author encountered the following challenges:

- The majority of public sector motivation research is primarily American and related to Federal-level employees.
- The Town of Bradford West Gwillimbury may be too small of a sample size for findings to be fairly attributed to municipal employees across the province.
- Motivation is a varied and broad topic that can mean different things to different people.

This research study seeks to collect data from public sector employees at all levels of career progression at the Town of Bradford West Gwillimbury.

4.2   Case Study Context – The Town of Bradford West Gwillimbury

The author conducted a case study approach to collecting data from non-unionized employees of a small, suburban municipality in the province of Ontario.

The Town of Bradford West Gwillimbury is the most southern lower tier municipality in the County of Simcoe administration.   The municipality consists of a unique blend of urban/suburban residential, commercial, and employment development along with a substantial area of prime agricultural land, including the renowned Holland Marsh.   Its proximity to York Region and the Greater Toronto Area, as well as having direct access to highways 400, 27, Yonge Street, and a GO station has been instrumental in its 21% population growth between the 2001 and 2011 censuses. Furthermore, as identified in the Growth Plan for the Greater Golden Horseshoe, the population is expected to grow from 28,077 to 50,500 by 2031. The municipality was chosen because it represents a growing,

suburban, local government organization within the Greater Golden Horseshoe. As there are many smaller suburban municipalities on the fringe of the Greater Toronto Area, it is possible that the results of this research project may translate to other similarly sized or composed municipalities in the Province.

4.3   Survey Administration

This research proposal seeks to collect data on all variables at one time through a survey format. A cross-sectional design is the most appropriate method to gather information on employee's attitudes and behaviour on numerous variables from a large group of subjects (O'Sullivan 28).

The University of Western Ontario's Department of Political Science Ethics Committee reviewed the questionnaire, the focus of the study, and how the research would be completed before the questionnaire was distributed to the respondents. This process ensured that a covering notice to the study was provided to all respondents outlining the topic of the research, the transparency of the process, and how the collected data would be stored and used. A copy of the covering letter and survey can be found in Appendix 'A'.

The survey was distributed in the month of October, 2014. October is generally a fairly neutral month of the year devoid of significant religious holidays, education system vacations (March Break, reading week, summer holidays, etc.), and budget periods have passed. By avoiding these interruptions, the respondents will be less distracted and able to provide data less biased by other environmental factors. Unfortunately, the survey period did fall at the time of the 2014 municipal elections. Depending on a respondent's political leanings, and whether or not they completed the survey before or after the election, it is

possible that the results of the election may have impacted their attitude towards certain questions seeking input on motivational factors.

The electronic survey distribution was administered through Interceptum. This company was chosen because it is affordable, accessible, and as a Canadian company, all data and responses are hosted in Canada and subject to Canadian privacy laws.

The researcher contacted the Town's Chief Administrative Officer to advise of the research project, the survey distribution, the benefit of the data, and an offer to share the aggregate results, if requested. The Town's Chief Administrative Officer appreciated the benefit to the overall organization from conducting the research project and agreed to distribute the survey invite to all staff through his email address. The benefit in this distribution method is that the Chief Administrative Officer has the ability to send a single email to all staff using a distribution list (not having to individually type in email addresses limits addressing errors) and staff typically respond promptly to emails received from "the top of the food chain" resulting in a higher participation rate. However, the potential challenge is the possibility of receiving more sanitized responses. The researcher attempted to minimize this possibility by outlining in the covering letter that all data would be sent directly to the researcher's attention and that no identifying questions would be asked.

As indicated in Table 4.1 below, the study's population size is 376 non-unionized staff. At the Town of Bradford West Gwillimbury, "inside" staff are not unionized whereas "outside" staff – those typically tasked with manual labour tasks – are unionized. Staff who are unionized do not typically have access to computers, do not have their own Town-assigned email accounts, and typically work outside of the administration buildings. Additionally, as the majority of employees are non-unionized, a perceived propensity for tangible rewards

has been removed. The unionized portion of the municipality's workforce only accounts for 12% of the organization's entire complement. Therefore, the exclusion of this group is not anticipated to bias the results of the survey.

Table 4.1: Town of Bradford West Gwillimbury Staffing Complement, October 2014

Employees	Unionized	Non-Unionized	TOTAL
Full time	47	121	168
Part time	4	255	259
TOTAL	51	376	427

The electronic survey was distributed to all Town of Bradford West Gwillimbury employees, including management, supervisors, and employees, with a Town-assigned email address. This included the majority of administration staff (Clerks, Finance, Building, Planning, Human Resources, Parks and Leisure, and Engineering). As indicated in Table 4.1 above, the population size for the research study was 376 employees; however, only a portion of those have a Town-assigned email address. Therefore, the population size for the research project is 207 respondents.

4.4   Survey Design

The intent of this research project is to determine what local government employees specifically identify as personal motivators while accounting for independent/control variables such as: gender, age, educational attainment, and current salary level. A copy of the survey can be found in Appendix "A" to this research paper.

5.0   DATA ANALYSIS AND FINDINGS

The survey invitation was sent to a population of 207 employees at the Town of Bradford West Gwillimbury.   There were 83 responses who completed the survey in full which indicates a 40% response rate. Therefore, the sample size for this research project is 83.

5.1   Personal Characteristics and Motivation

The Bright study found that there was a positive relationship between employee gender, age, education, and public service motivation. This section of data analysis therefore seeks to answer the question: *is there a relationship between public service motivation and the personal characteristics of public employees?*

The survey asked respondents to indicate how motivated they felt in their current position using a 5 point Likert scale. 42 of the respondents (50.6%) advised that they considered themselves motivated where 27 respondents (32.53%) of respondents advised that they were very motivated in their current position.   The remaining rather small portion of respondents identified themselves as neutral/indifferent (12.04%), unmotivated (2.4%), or very unmotivated (2.4%). From a generalized perspective, a significantly high portion (83%) of respondents considered themselves to be motivated or very motivated in their current position.

In terms of the gender composition of the 83 respondents, 46 (55.42%) identified themselves as male and 37 (44.57%) identified themselves as female. Table 5.1.1 below, illustrates how respondents in each gender identified their current motivation level:

Table 5.1.1: Gender and Declaration of Motivation

Level of Motivation	Female	Male
Very Motivated	13 (35.1%)	14 (30.4%)
Motivated	20 (54.1%)	22 (47.8%)
Neutral/Indifferent	3 (8.1%)	7 (15.2%)
Unmotivated	0 (0%)	2 (4.3%)
Very Unmotivated	1 (2.7%)	1 (2.2%)
Total	**37 (100%)**	**46 (100%)**

The Bright study found that female public sector employees identified themselves as being more motivated than their male counterparts. The Town of Bradford West Gwillimbury study found similar results. Female respondents indicated that they identified themselves as motivated (54.1%) or very motivated (35.1%) as compared to their male counterparts who identified themselves as motivated (47.8%) or very motivated (30.4%). Bright speculated that women in public sector roles identify as being more motivated that their male counterparts due to gender socialization and the ideology that females are expected to assume supportive caretaking roles whereas males are more competitive and dominant (Bright 146).

In light of this, the survey asked respondents to identify reasons that they considered when they made the decision to work for municipal government. Respondents were permitted to select a number of listed characteristics that appealed to them. The purpose of the question was to determine the portion of employees who identified an altruistic connection to public service as a reason for working for a local government organization in comparison to extrinsic motivators and to determine if traditional gender roles were characterized in the results. Table 5.1.2 below, indicates the determinants respondents considered when making the choice to work for local government as selected by respondents of each gender:

Table. 5.1.2 Determinants of Choosing to Work for Local Government by Gender

Gender	Close to Home	Job Security	Salary	Career Advancement	Public Service	Other
Female	19 (57.6%)	28 (54.9%)	23 (62.2%)	22 (48.9%)	22 (55%)	7 (41.2%)
Male	14 (42.4%)	23 (45.1%)	14 (37.8%)	23 (51.1%)	18 (45%)	10 (58.8%)
Totals	**33 (100%)**	**51 (100%)**	**37 (100%)**	**45 (100%)**	**40 (100%)**	**17 (100%)**

Seventeen (17) respondents (7 female, 10 male) identified "other" options they considered when choosing to work for local government. Of those who provided their reasons, two (2) female and two (2) male respondents identified that benefits and pensions were factors in choosing to work for the Town of Bradford West Gwillimbury – both extrinsic motivators.

The findings generally support the Bright study in that a larger portion of female respondents (55%) than male respondents (45%) identified that a determinant in choosing to work for the Town of Bradford West Gwillimbury was public service. However, the majority of female respondents identified that being close to home (57.6%) and job security (54.9%) were also important factors in choosing to work for local government. These results support the Bright study which suggested that traditional gender roles of supportive caretaking was critical in the female respondents' decision-making process. However, the surprising deviation from the Bright study is that 62.2% of female respondents identified salary as a determinant in choosing to work for local government. While initially this extrinsic determinant could be viewed as a sharp contrast to the Bright study, it could also be suggested that the public sector has a more positive reputation for equitable salary distribution and that the advertised salary is more than what can be secured in the private sector for female employees for similar positions. If this observation was found to be true, it could also be argued that the advertised salary was more attractive to female respondents in terms of familial support

rather than from an individualistic point of view. The caveat is that the survey design did not seek to further investigate this phenomena.

Male respondents identified that career advancement (51.1%) was the most significant determinant of choosing to work for local government, followed by job security (45.1%), public service (45%), and being close to home (42.4%).   Contrasted with female respondents, only 37.8% of male respondents identified salary as a determinant of working for local government. The Bright study suggested that male respondents were more careen-driven and competitive and the Bradford West Gwillimbury results support those findings to a certain degree. However, the decreased interest in salary could be attributed to the perception that public service salaries are less than their private sector counterparts and subsequently salary is not a significant determinant to male respondents in the Town of Bradford West Gwillimbury study because they knew accepted that premise when choosing to work for local government.

The survey asked respondents to indicate their year of birth. Unfortunately, 3 of the 83 respondents replied with their *place* of birth rather than their *year* of birth and as such, their replies were deleted from this portion of the analysis. The years of birth were then categorized into the same age ranges used in the Bright study. The Bright study categorized "younger" respondents as those between 20 and 44 years of age and "older" respondents as those between 45 and 77 years of age. Table 5.1.3 below indicates the results of the Town of Bradford West Gwillimbury study by gender using each of Bright's age groups:

Table 5.1.3: Gender of Respondents by Bright's Age Group

Bright's Age Grouping	Female	Female Grouping	Male	Male Grouping	Subtotals
20 to 34	15 (42.9%)	"Younger" 22 (62.9%)	11 (24.4%)	"Younger" 24 (53.3%)	26 (32.5%)
35 to 44	7 (20%)		13 (28.9%)		20 (25.0%)
45 to 51	5 (14.3%)	"Older" 13 (37.1%)	7 (15.6%)	"Older" 21 (46.7%)	12 (15.0%)
52 to 77	8 (22.8%)		14 (31.1%)		22 (27.5%)
Total	35 (100%)	35 (100%)	45 (100%)	45 (100%)	80 (100%)

Using Bright's age groupings, the data was then categorized by gender depicting how each age group identified their level of motivation. These results are indicated in Table 5.1.4 below:

Table 5.1.4 Level of Motivation by Bright's Age Grouping and Gender

Age	Level of Motivation									
	Very Motivated		Motivated		Neutral/ Indifferent		Unmotivated		Very Unmotivated	
	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male
20 to 34	5	3	8	6	2	1	0	1	0	0
35 to 44	2	4	5	3	0	5	0	1	0	0
45 to 51	1	2	2	5	1	0	0	0	1	0
52 to 77	4	4	4	8	0	1	0	0	0	1
Totals	12	13	19	22	3	7	0	2	1	1

The Bright study found that "older" females indicated a higher level of motivation than their "younger" and male counterparts. The Town of Bradford West Gwillimbury study did not yield similar results. The results demonstrate that of the "older" female respondents, only 14.3% identified themselves as very motivated and 17.1% identified themselves as motivated. Contrasted against the "younger" female respondents, 20% identified themselves as very motivated and 37% identified themselves as motivated.

In terms of the male respondents, only 13.3% of the "older" male respondents identified themselves as very motivated whereas 28.9% of "older" male respondents identified

themselves as motivated. Contrasted against the "younger" male respondents, 15.6% identified themselves as very motivated and 20% identified themselves as motivated.

The Bright study was conducted in 2005, a time of substantial economic prosperity and growth in North America. The Town of Bradford West Gwillimbury study was undertaken in 2014 at the end of a substantial economic downturn and recession. It has been exceedingly difficult for younger people to find meaningful employment in their chosen profession since 2008. Therefore, younger respondents who are gainfully employed by the municipality may exhibit higher levels of motivation due to gratitude whereas older respondents may be more complacent in their consideration of public service motivation.

The survey asked respondents to identify the highest level of education they have achieved. The results were then categorized using Bright's educational groupings and are provided in Table 5.1.4 below:

Table 5.1.4: Gender and Educational Achievement

Level of Education Completed	Female	Male	Totals
Some High School	0 (0%)	1 (2.2%)	1 (1.2%)
High School Graduate	1 (2.7%)	2 (4.3%)	3 (3.6%)
Some College	11 (29.8%)	5 (10.9%)	16 (19.3%)
College Graduate	10 (27.0%)	21 (45.7%)	31 (37.4%)
Undergraduate Degree	13 (35.1%)	15 (32.6%)	28 (33.7%)
Graduate Degree or higher	2 (5.4%)	2 (4.3%)	4 (4.8%)
Totals	37 (100%)	46 (100%)	83 (100%)

Bright categorized those with "higher levels of education" as those who had graduated with a college degree or technical certificate, undergraduate degree, or a graduate degree or higher. Using these categories, the Town of Bradford West Gwillimbury results indicate that 75.9% of respondents have "higher levels of education."

The Bright study found that female respondents who had higher levels of educational attainment identified that they had higher levels of motivation. Table 5.1.5 below demonstrates the level of educational attainment achieved by respondents and their declaration of motivation by gender:

Table 5.1.5 Educational Attainment and Motivation by Gender

Level of Educational Attainment	Level of Motivation									
	Very Motivated		Motivated		Neutral/ Indifferent		Unmotivated		Very Unmotivated	
	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male
Some High School	0	1	0	0	0	0	0	0	0	0
High School Graduate	0	0	1	2	0	0	0	0	0	0
Some College	5	1	6	4	0	0	0	0	0	0
College Graduate	3	8	5	9	1	3	0	0	1	1
University Graduate	4	3	7	6	2	4	0	2	0	0
Graduate Degree	1	1	1	1	0	0	0	0	0	0
Totals	13	14	20	22	3	7	0	2	1	1

The Bright study found that women with higher levels of motivation tended to be more highly educated. The Town of Bradford West Gwillimbury study found similar results. 56.8% of female respondents who identified themselves as motivated or very motivated were substantially more educated than those who identified themselves as neutral, unmotivated, or very unmotivated whereas 32.4% of female respondents who identified themselves as motivated or very motivated had lower levels of education.

However, what differed from the Bright study is that 60.9% of male respondents who identified themselves as motivated or very motivated were substantially more educated than those who identified themselves as neutral, unmotivated, or very unmotivated whereas only 17.4% of male respondents who identified themselves as motivated or very motivated had lower levels of education. The results indicate a strong correlation between motivation and higher levels of education. However, the Town of Bradford West Gwillimbury results differ from the Bright Study in that male public service employees with higher levels of education were found to be more motivated than their female counterparts. This finding could be explained in that the majority of more senior positions at the Town of Bradford West Gwillimbury are held by males.

The Bright study found that there was a positive relationship between employee gender, age, education, and public service motivation. The Town of Bradford West Gwillimbury study yielded mixed results. While the survey found that there is a relationship between public service motivation and personal characteristics of employees when all things were considered equal, a discrepancy from the findings of the Bright study results was noted in terms of the gender composition in the data analysis. Like the Bright study, female respondents who displayed higher levels of public service motivation were found to be more educated but not more so than their male counterparts. Furthermore, younger respondents were found to be more motivated than older employees which contrasted from the results of the Bright study. Additional research into gender roles and determinants of choosing to work for the public service would be beneficial.

5.2   Management Level

The Bright study found that management level employees have significantly higher levels of public service motivation than non-management level employees. This section of data analysis therefore seeks to answer the question: *is there a relationship between the management level of employees and their level of public service motivation?*

Of the 83 respondents, 29 (34.93%) identified themselves as being a Director, Manager, or Supervisor level employee whereas 54 participants (65.06%) identified themselves as being non-management level employees. Table 5.2.1 below indicates how respondents identified their current level of motivation categorized by their positon status:

Table 5.2.1: Status of Employee and Motivation Level

Level of Motivation	Director/Manager/ Supervisor	Non-Management Employee	Totals
Very Motivated	11 (37.9%)	16 (29.6%)	27 (32.5%)
Motivated	17 (58.6%)	25 (46.3%)	42 (50.6%)
Indifferent/Neutral	1 (3.4%)	9 (16.7%)	10 (12.0%)
Unmotivated	0 (0%)	2 (3.7%)	2 (2.4%)
Very Unmotivated	0 (0%)	2 (3.7%)	2 (2.4%)
Totals	**29 (100%)**	**54 (100%)**	**83 (100%)**

The Bright study found that management level employees identified themselves as being more motivated than their non-management level employee counterparts. The Town of Bradford West Gwillimbury study found similar results. Despite the majority of respondents being non-management level employees, a significantly higher percentage of management level employees identified themselves as being motivated (58.6%) or very motivated (37.9%) as compared to non-management level employees who identified themselves as being motivated (46.3%) or very motivated (29.6%). At the opposite end of the motivation

spectrum, there were no management level respondents who identified themselves as unmotivated or very unmotivated as compared to 3.7% of non-management level respondents who identified themselves unmotivated and a further 3.7% who identified as very unmotivated. This finding suggests that there is a positive relationship between the management level of employees and their level of motivation.

Looking to Maslow's Theory of Needs discussed in section 2.3 above, it can be suggested that management level employees may demonstrate higher levels of public service motivation because their more basic needs have been satisfied through their higher salary attainment and that permits them to seek intrinsic rewards through higher order need satisfaction. Matheson suggests that "a moral idealistic sense of meaning" is the last need in the Maslow's Theory of Need hierarchy (7). In terms of management level employees, these respondents have typically been employed longer with higher educational attainment and more career advancement than their non-management level employees which allows them to move towards further self-awareness needs. For those who have already demonstrated an altruistic connection to the public service, motivation towards the public good becomes a more important characteristic.

The Town of Bradford West Gwillimbury study results are consistent with the findings of the Bright study in that there is a demonstrated relationship between management level employees and their commitment to public service.

5.3   Monetary Reward Preferences

The Bright study found that employees with higher levels of public service motivation are motivated by intrinsic, rather than extrinsic rewards. This section of data analysis therefore

seeks to answer the question: *is there a relationship between public service motivation and work preferences of employees?*

The survey listed 28 different statements reproduced from the 2005 Bright study relating to public service and asked respondents to indicate how strongly they felt about each statement on a Likert scale. The purpose of the question was to gauge if the majority of respondents identified an intrinsic connection to public service. Table 5.3.1 below illustrates the Town of Bradford West Gwillimbury results and identifies in the last column if the majority of respondents chose the intrinsic, extrinsic, or neutral option for each statement:

Table 5.3.1: Public Service Motivation Levels Indicated by Bradford West Gwillimbury Staff

1. I am committed to the public service because I personally identify with its mandate.					
Strongly Agree	**Agree**	**Neutral/ Indifferent**	**Disagree**	**Strongly Disagree**	**Intrinsic, Extrinsic, or Neutral**
15	41	24	3	0	56 (67.5%) Intrinsic 24 (28.9%) Neutral 3 (3.6%) Extrinsic
2. I regularly advocate for a special public interest.					
Strongly Agree	**Agree**	**Neutral/ Indifferent**	**Disagree**	**Strongly Disagree**	**Intrinsic, Extrinsic, or Neutral**
3	28	35	15	2	31 (37.3%) Intrinsic 35 (42.2%) Neutral 17 (20.5%) Extrinsic
3. I want to participate in the process of public policy formulation.					
Strongly Agree	**Agree**	**Neutral/ Indifferent**	**Disagree**	**Strongly Disagree**	**Intrinsic, Extrinsic, or Neutral**
9	35	29	8	2	44 (53.0%) Intrinsic

					29 (34.9%) Neutral 10 (12%) Extrinsic
4. People may talk about the public interest, but they are really only concerned with their own self-interest.					
Strongly Agree	**Agree**	**Neutral/ Indifferent**	**Disagree**	**Strongly Disagree**	**Intrinsic, Extrinsic, or Neutral**
7	44	24	7	1	51 (61.4%) Intrinsic 24 (28.9%) Neutral 8 (9.6%) Extrinsic
5. It is hard for me to get intensely interested in what is going on in my community.					
Strongly Agree	**Agree**	**Neutral/ Indifferent**	**Disagree**	**Strongly Disagree**	**Intrinsic, Extrinsic, or Neutral**
2	10	18	46	7	53 (63.9%) Intrinsic 18 (21.7%) Neutral 12 (14.5%) Extrinsic
6. I unselfishly contribute to my community.					
Strongly Agree	**Agree**	**Neutral/ Indifferent**	**Disagree**	**Strongly Disagree**	**Intrinsic, Extrinsic, or Neutral**
2	33	38	9	1	35 (42.2%) Intrinsic 38 (45.8%) Neutral 10 (12.0%) Extrinsic
7. Meaningful public service is very important to me.					
Strongly Agree	**Agree**	**Neutral/ Indifferent**	**Disagree**	**Strongly Disagree**	**Intrinsic, Extrinsic, or Neutral**
16	48	17	2	0	64 (77.1%) Intrinsic 17 (20.5%) neutral 2 (2.4%) extrinsic
8. I would prefer seeing public employees do what is best for the whole community, even if it harmed my interests.					
Strongly Agree	**Agree**	**Neutral/ Indifferent**	**Disagree**	**Strongly Disagree**	**Intrinsic, Extrinsic, or Neutral**

| 7 | 49 | 19 | 8 | 0 | 56 (67.5%) Intrinsic
19 (22.9%) Neutral
8 (9.6%) Extrinsic |

9. I consider public service my civic duty.

Strongly Agree	Agree	Neutral/ Indifferent	Disagree	Strongly Disagree	Intrinsic, Extrinsic, or Neutral
5	35	32	10	1	40 (48.2%) Intrinsic 32 (38.5%) Neutral 11 (13.3%) Extrinsic

10. I believe that there are many public causes worth championing.

Strongly Agree	Agree	Neutral/ Indifferent	Disagree	Strongly Disagree	Intrinsic, Extrinsic, or Neutral
15	48	16	3	1	63 (75.9%) Intrinsic 16 (19.3%) Neutral 4 (4.8%) Extrinsic

11. I do not believe government can do much to make society fairer.

Strongly Agree	Agree	Neutral/ Indifferent	Disagree	Strongly Disagree	Intrinsic, Extrinsic, or Neutral
3	9	12	52	7	59 (71.1%) Intrinsic 12 (14.4%) Neutral 14 (16.8%) Extrinsic

12. Public service is one of the highest forms of citizenship.

Strongly Agree	Agree	Neutral/ Indifferent	Disagree	Strongly Disagree	Intrinsic, Extrinsic, or Neutral
5	30	35	12	1	35 (42.2%) Intrinsic 35 (42.2%) Neutral 13 (15.6%) Extrinsic

13. I believe everyone has a moral commitment to civic affairs no matter how busy they are.

Strongly Agree	Agree	Neutral/ Indifferent	Disagree	Strongly Disagree	Intrinsic, Extrinsic, or Neutral
6	38	28	9	2	44 (53.0%) Intrinsic 28 (33.7%) Neutral 11 (12.3%) Extrinsic
14. I have an obligation to look after those less well off.					
Strongly Agree	Agree	Neutral/ Indifferent	Disagree	Strongly Disagree	Intrinsic, Extrinsic, or Neutral
4	36	28	14	1	40 (48.2%) Intrinsic 28 (33.7%) Neutral 15 (18.1%) Extrinsic
15. I am rarely moved by the plight of the underprivileged.					
Strongly Agree	Agree	Neutral/ Indifferent	Disagree	Strongly Disagree	Intrinsic, Extrinsic, or Neutral
0	4	26	44	9	53 (63.9%) Intrinsic 26 (31.3%) Neutral 4 (4.8%) Extrinsic
16. Most social programs are too vital to do without.					
Strongly Agree	Agree	Neutral/ Indifferent	Disagree	Strongly Disagree	Intrinsic, Extrinsic, or Neutral
6	33	35	7	2	39 (47.0%) Intrinsic 35 (42.2%) Neutral 9 (10.8%) Extrinsic
17. I seldom think about the welfare of people whom I don't know personally.					
Strongly Agree	Agree	Neutral/ Indifferent	Disagree	Strongly Disagree	Intrinsic, Extrinsic, or Neutral
0	17	19	43	4	47 (56.6%) Intrinsic 19 (22.9%) Neutral 17 (20.5%) Extrinsic

18. Making a difference in society means more to me than personal achievements.					
Strongly Agree	Agree	Neutral/ Indifferent	Disagree	Strongly Disagree	Intrinsic, Extrinsic, or Neutral
3	26	36	17	1	29 (34.9%) Intrinsic 36 (43.4%) Neutral 18 (21.7%) Extrinsic

19. I believe in putting public service before myself.					
Strongly Agree	Agree	Neutral/ Indifferent	Disagree	Strongly Disagree	Intrinsic, Extrinsic, or Neutral
2	14	46	16	5	16 (19.3%) Intrinsic 46 (55.4%) Neutral 21 (25.3%) Extrinsic

20. Doing well financially is definitely more important to me than doing good deeds.					
Strongly Agree	Agree	Neutral/ Indifferent	Disagree	Strongly Disagree	Intrinsic, Extrinsic, or Neutral
2	8	34	37	2	39 (47.0%) Intrinsic 34 (41.0%) Neutral 10 (12.0%) Extrinsic

21. Much of what I do is for a cause bigger than myself.					
Strongly Agree	Agree	Neutral/ Indifferent	Disagree	Strongly Disagree	Intrinsic, Extrinsic, or Neutral
6	26	35	13	3	32 (35.6%) Intrinsic 35 (42.2%) Neutral 16 (19.3%) Extrinsic

22. Serving citizens would give me a good feeling even if no one paid me for it.					
Strongly Agree	Agree	Neutral/ Indifferent	Disagree	Strongly Disagree	Intrinsic, Extrinsic, or Neutral
5	29	33	12	4	34 (41.0%) Intrinsic 33 (39.8%) Neutral

					16 (19.3%) Extrinsic

23. I feel people should give back to society more than they get from it.

Strongly Agree	Agree	Neutral/ Indifferent	Disagree	Strongly Disagree	Intrinsic, Extrinsic, or Neutral
5	41	28	7	2	46 (55.4%) Intrinsic 28 (33.6%) Neutral 9 10.8%) Extrinsic

24. I am one of those rare people who would risk personal loss to help someone else.

Strongly Agree	Agree	Neutral/ Indifferent	Disagree	Strongly Disagree	Intrinsic, Extrinsic, or Neutral
2	21	37	19	4	23 (27.7%) Intrinsic 37 (44.6%) Neutral 23 (27.7%) Extrinsic

25. I am prepared to make enormous sacrifices for the good of society.

Strongly Agree	Agree	Neutral/ Indifferent	Disagree	Strongly Disagree	Intrinsic, Extrinsic, or Neutral
1	9	39	28	6	10 (12.0%) Intrinsic 39 (47.0%) Neutral 34 (41.0%) Extrinsic

26. To me, work is nothing more than a way to make a living.

Strongly Agree	Agree	Neutral/ Indifferent	Disagree	Strongly Disagree	Intrinsic, Extrinsic, or Neutral
4	11	16	38	14	52 (62.7%) Intrinsic 16 (19.2%) Neutral 15 (18.1%) Extrinsic

27. I want to do the best in my job, even if it means sometimes working overtime.

Strongly Agree	Agree	Neutral/ Indifferent	Disagree	Strongly Disagree	Intrinsic, Extrinsic, or Neutral
33	43	6	1	0	76 (91.6%) Intrinsic

					6 (7.2%) Neutral 1 (1.2%) Extrinsic
28. My work is a central part of my life.					
Strongly Agree	**Agree**	**Neutral/ Indifferent**	**Disagree**	**Strongly Disagree**	**Intrinsic, Extrinsic, or Neutral**
19	39	16	5	4	58 (69.9%) Intrinsic 16 (19.3%) Neutral 9 (10.8%) Extrinsic

The Bright study indicated that a majority of public sector employees demonstrated an altruistic sense of connection to public service. The Town of Bradford West Gwillimbury results achieved the same conclusion. For each of the 28 statements, it was noted if the majority of respondents identified an intrinsic, neutral/indifferent, or extrinsic response. Those results were then aggregated. It was found that 71.4% of respondents identified intrinsic connections to the statements while only 28.6% identified neutral/indifferent feelings towards the statements. None of the statements indicated a majority of extrinsic connection. These results are an important indicator that Town of Bradford West Gwillimbury staff have an intrinsic connection to public service.

The survey asked respondents if they would continue to work for the municipality if they had enough money not to. The purpose of this question was to determine if Town of Bradford West Gwillimbury employees had a true intrinsic connection to their place of employment. A significant amount of respondents (68.7%) indicated that they would continue to work for the Town of Bradford West Gwillimbury even if they had the financial means not to, contrasted against 31.32% of respondents who indicated that they would not. While this statistic indicates that a significant amount of employees value intrinsic motivators over extrinsic reward, it could also demonstrate a sense of connection, fulfillment, and enjoyment

of the workplace. This finding indicates that a significant amount of local government employees have a connection to their place of employment and see the Town as more than just a source of financial independence.

The survey listed 14 different statements reproduced from the 2005 Bright study relating to personal motivators and asked respondents to indicate on a Likert scale the importance of certain motivators. Table 5.3.2 below illustrates the Town of Bradford West Gwillimbury results and identifies in the last column if the majority of respondents chose the intrinsic, neutral/indifferent, or extrinsic option for each statement:

Table 5.3.2: Personal Motivators

1. A job where I have more than 2 weeks vacation.					
Very Important	**Important**	**Neutral/ Indifferent**	**Unimportant**	**Very Unimportant**	**Intrinsic, Neutral, or Extrinsic**
41	29	12	1	0	1 (1.2%) Intrinsic 12 (14.5%) Neutral 70 (84.3%) Extrinsic
2. A job that leaves a lot of time for other things in my life.					
Very Important	**Important**	**Neutral/ Indifferent**	**Unimportant**	**Very Unimportant**	**Intrinsic, Neutral, or Extrinsic**
31	38	13	1	0	1 (1.2%) Intrinsic 13 (15.7%) Neutral 69 (83.1%) Extrinsic
3. A job where I can learn new skills.					
Very Important	**Important**	**Neutral/ Indifferent**	**Unimportant**	**Very Unimportant**	**Intrinsic, Neutral, or Extrinsic**
31	46	6	0	0	77 (92.8%) Intrinsic 6 (7.2%) Neutral

| | | | | | 0 (0.0%) Extrinsic |

4. A job where I can see the results of what you do.

Very Important	Important	Neutral/ Indifferent	Unimportant	Very Unimportant	**Intrinsic, Neutral, or Extrinsic**
42	37	3	1	0	79 (95.2%) Intrinsic 3 (3.6%) Neutral 1 (1.2%) Extrinsic

5. A job that uses my skills and abilities.

Very Important	Important	Neutral/ Indifferent	Unimportant	Very Unimportant	**Intrinsic, Neutral, or Extrinsic**
43	36	4	0	0	79 (95.2%) Intrinsic 4 (4.8%) Neutral 0 (0.0%) Extrinsic

6. A job where I have the ability to be creative.

Very Important	Important	Neutral/ Indifferent	Unimportant	Very Unimportant	**Intrinsic, Neutral, or Extrinsic**
25	43	10	5	0	68 (81.9%) Intrinsic 10 (12.0%) Neutral 5 (6.0%) Extrinsic

7. A job that gives me an opportunity to be directly helpful to others.

Very Important	Important	Neutral/ Indifferent	Unimportant	Very Unimportant	**Intrinsic, Neutral, or Extrinsic**
24	39	17	3	0	63 (75.9%) Intrinsic 17 (20.5%) Neutral 3 (3.6%) Extrinsic

8. A job that is worthwhile to society.

Very Important	Important	Neutral/ Indifferent	Unimportant	Very Unimportant	**Intrinsic, Neutral, or Extrinsic**
21	43	15	4	0	64 (77.1%) Intrinsic 15 (18.1%) Neutral

| | | | | | 4   (4.8%) Extrinsic |

9. A job that has status and prestige.

Very Important	Important	Neutral/ Indifferent	Unimportant	Very Unimportant	Intrinsic, Neutral, or Extrinsic
1	12	45	22	3	25 (30.1%) Intrinsic 45 (54.2%) Neutral 13 (15.7%) Extrinsic

10. A job that most people look up to and respect.

Very Important	Important	Neutral/ Indifferent	Unimportant	Very Unimportant	Intrinsic, Neutral, or Extrinsic
3	29	36	14	1	32 (38.6%) Intrinsic 36 (43.4%) Neutral 15 (18.1%) Extrinsic

11. A job that provides me with a chance to earn a lot of money.

Very Important	Important	Neutral/ Indifferent	Unimportant	Very Unimportant	Intrinsic, Neutral, or Extrinsic
6	42	31	4	0	4 (4.8%) Intrinsic 31 (37.3%) Neutral 48 (57.8%) Extrinsic

12. A job where the chances for advancement and promotion are good.

Very Important	Important	Neutral/ Indifferent	Unimportant	Very Unimportant	Intrinsic, Neutral, or Extrinsic
16	45	21	1	0	1 (1.2%) Intrinsic 21 (25.3%) Neutral 61 (73.5%) Extrinsic

13. A job where tasks are challenging.

Very Important	Important	Neutral/ Indifferent	Unimportant	Very Unimportant	Intrinsic, Neutral, or Extrinsic
23	45	14	1	0	68 (81.9%) Intrinsic 14 (16.9%) Neutral

					1 (1.2%) Extrinsic
14. A job that offers employment security.					
Very Important	**Important**	**Neutral/ Indifferent**	**Unimportant**	**Very Unimportant**	**Intrinsic, Neutral, or Extrinsic**
37	43	2	0	1	1 (1.2%) Intrinsic 2 (2.4%) Neutral 80 (96.4%) Extrinsic

The Bright study further examined the personal motivators of public sector employees and found that the majority had demonstrated intrinsic personal motivators in working for the public service. The Town of Bradford West Gwillimbury results reached a similar conclusion. For each of the 14 statements, it was noted if the majority of respondents identified an intrinsic, neutral/indifferent, or extrinsic response. Those results were then aggregated. The survey found that 50% of respondents identified intrinsic motivators, 35.7% identified extrinsic motivators, and 14.3% identified neutral or indifferent personal motivators. It is worth noting that the statements that garnered those most extrinsic interest were related to vacation time, work life balance, salary, opportunities for advancement, and job security. These identified personal indicators can be used for recommendations for employee incentivization and recognition programs. Like the Bright study, a majority of Town of Bradford West Gwillimbury employees have demonstrated an intrinsic connection to public service.

The survey listed 10 work-related characteristics and asked respondents to rank in order of importance their top 3 choices in a nominal scale. Table 5.3.3 below indicates the Town of Bradford West Gwillimbury results:

Table 5.3.3: Work Preferences

Accreditation (professional designations, affiliations, etc.).			
Position	**Subtotals**	**Total**	**Rank**
#1	2		
#2	3		
#3	1	6	9
Education and/or learning opportunities.			
Position	**Subtotals**	**Total**	**Rank**
#1	5		
#2	6		
#3	4	15	8
Professional development and/or training opportunities.			
Position	**Subtotals**	**Total**	**Rank**
#1	4		
#2	12		
#3	8	24	5
Greater life-work balance.			
Position	**Subtotals**	**Total**	**Rank**
#1	30		
#2	8		
#3	9	47	1
Flexible work hours.			
Position	**Subtotals**	**Total**	**Rank**
#1	7		
#2	11		
#3	5	23	7
Annual salary increases.			
Position	**Subtotals**	**Total**	**Rank**
#1	4		
#2	14		
#3	11	29	4
Vacation time.			
Position	**Subtotals**	**Total**	**Rank**
#1	5		
#2	7		
#3	12	24	6
Meaningful work tasks.			
Position	**Subtotals**	**Total**	**Rank**
#1	16		
#2	9		
#3	7	32	3
Status (title, management, etc.)			
Position	**Subtotals**	**Total**	**Rank**
#1	0		
#2	2		
#3	3	5	10
Career advancement opportunities.			
Position	**Subtotals**	**Total**	**Rank**
#1	10		

#2 #3	9 18	37	2

The Bradford West Gwillimbury results show that the 3 most significant work related preferences identified by respondents were greater work-life balance (56.6%), career advancement opportunities (44.6%), and meaningful work tasks (38.6%). Alternatively, respondents were asked using the same list of characteristics to identify the work-related characteristic that was the least important to them. The majority of respondents (54.21%) chose status as the least important characteristic. These preferences can be used to aid in the design of workplace incentivization and reward programs.

Perry and Wise suggested that the desire to service the public interest is a norm-based motive (368). The ideology suggests that public sector employees have individual personal beliefs that are altruistic in nature. A review of the Bradford West Gwillimbury results indicate that a strong majority of respondents intrinsically identify themselves with the public service and that furthermore, a significant portion of their personal and work-related motivation is derived from public service. While some extrinsic rewards were identified as motivators, the findings support that there is a relationship between public service motivation and the work preferences of local government employees.

6.0 CONCLUSION AND RECOMMENDATIONS

Since the 1990s and especially since the 2008 global recession, public sector organizations are under considerable pressure to improve their productivity and reduce costs to the taxpayer. This undertaking is further burdened by the looming retirement of a significant number of Canadian employees with the potential to generate a void of knowledge and skills. Anticipating this, Human Resource professionals are tasked with attracting and

retaining asset employees who can creatively and flexibly contribute to the organization's goals. In a competitive job market, the public sector is expected to offer job characteristics that meet the needs of employees. However, without an appreciation of what motivates public sector employees, the implementation of any efforts to improve the efficiency and effectiveness of public sector employees could yield mixed results.

Wright suggested that employees are "more likely to work for organizations that are consistent with their own values and/or needs and that furthermore, the public sector is more likely to employ individuals with similarly aligned ambitions (2001 564)." Therefore, it is integral that the composition of the public workforce reflects the nature of public sector work, attracting employees who desire greater opportunities to "fulfill higher-order needs and altruistic motives (Wright 2001 565)." Successful organizations bring different people together to achieve a common purpose. The challenge for local government is to ensure that the core business function of serving the public remains the true purpose of the organization.

The purpose of this research paper is to identify the influences of employees who are attracted to public service work. The survey of Bradford West Gwillimbury employees found similarity with the 2005 Bright study in that employees choose to work for local government because of an altruistic, intrinsic connection to public service and that public sector employees demonstrate an intrinsic willingness to undertake public service work. In kind, public sector administrators should be prepared to hire people who have an altruistic connection to public service and by supporting those individuals through a combination of intrinsic and extrinsic rewards. To improve motivation that results in better efficiency, productivity, and effectiveness within a public service organization, management should

make efforts to recognize individual needs among employees, concentrate on merit based recognition, and continually verify that the system performs in an equitable fashion.

6.1   Recommendations

The following recommendations could be considered by academics and/or public sector Human Resource professionals pursuing an interest in public service motivation:

1. The analysis of individuals' intrinsic and extrinsic motivators and their relationship to the public sector environment can be a subjective and challenging exercise. There are many biases that exist that cannot be controlled for in a study such as location-specific attributes, culture, political leanings, and external pressures that have not been considered. Most of the research conducted to-date on public service motivation has been American in nature and conducted at the Federal level. Additional research with larger sample sizes and at varying levels of government is needed to gain a more insightful perspective. Furthermore, additional research into gender roles and determinants of choosing to work for the public service would be beneficial.

2. The Town of Bradford West Gwillimbury study results indicated that management level employees identified themselves as having substantially higher levels of public service motivation. As such, these employees have a significant ability to influence subordinate staff in leading towards common organizational goals. Any potential incentivization and reward programs should be designed in concert with management staff to ensure that there is a consistent implementation and shared vision in supporting subordinate employees.

3. Respondents at both the management and non-management levels identified that their key extrinsic motivators were work-life balance, career advancement opportunities, meaningful work tasks, vacation time, salary, and job security. These

preferences can be used to aid in the design of job descriptions, compensation, succession planning, and/or a future workplace incentivization program.

4. One of the limitations of the Town of Bradford West Gwillimbury study is that it did not include unionized staff. A challenge for the implementers of recommendations 2 and 3 above is how to incorporate unionized staff into discussions on public service motivation. Further research is needed in this regard to determine if there is an inherent difference between non-union and unionized staff in public sector working environments and any related patterns or discrepancies in levels of public service motivation.

5. It is important to note that with time, personal motivators will change. Lifestyle changes, personal and professional growth, and career advancement can lead to differing and new perspectives. As such, levels of public service motivation may fluctuate but are expected to increase the longer one stays in a public sector environment. As such, the organization must ensure that on an on-going basis, common goals are clearly articulated so that the public sector continues to attract and develop those employees with rational motivates while ensuring that there is flexibility in how those goals are implemented in an effort to harness employee creativity and altruistic motivation. With this knowledge, municipal Human Resource practitioners should start with an action plan, categorized by area of priority, and tie it with current organizational goals and future expectations.

6. Ultimately, if any changes are to be made, the leadership, including elected officials, must support and actively champion the movement.

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Survey

Hello! My name is Tami Kitay and I work for the Town of Bradford West Gwillimbury in the Planning and Development Services Department. I am also a part-time Masters of Public Administration student at the University of Western Ontario in London. For my major research paper, I am investigating employee influences on public service motivation in a small suburban local government setting.

Your participation in this survey is voluntary but very much appreciated. It should take approximately 10-15 minutes to complete.

The survey results are anonymous and no identifying questions will be asked. All responses will be stored in a password protected account on a server housed in Canada. I am the only person who has access to this account and I will ensure that all data will be destroyed within 30 days of the major research paper being marked.

The data is to be used for the sole purpose of completing my major research paper. If requested, the results of the survey may be shared in aggregate form with the employer. The results of this research do not guarantee any action or inaction on the part of the municipality.

The purpose of this survey is to get a better understanding of public sector employees' motivation to work for local government organizations and to gain perspective into what aspects about the public service motivate employees while working for the organization.

There are no wrong answers. Please answer honestly.

Please complete the survey no later than (**insert date here – give 10 days from distribution**).

Thank you for contributing to the completion of my major research paper.

Tami Kitay

1. Are you male or female? (check one)

   __ Male
   __ Female

2. What year were you born?
   _____

3. What is the highest level of education you have **completed**? (check one)

   __ some high school
   __ high school graduate
   __ some college
   __ college graduate
   __ some university
   __ undergraduate degree
   __ some post-graduate
   __ graduate degree

4. How long have you been employee **in the public sector**? (Total length of time you have worked in the public sector, regardless of employer.)

   ___ 0 months to 2 years
   ___ 3 years to 5 years
   ___ 6 years to 9 years
   ___ 10 years to 15 years
   ___ 16 years +

5. How long have you been employed **at the Town of Bradford West Gwillimbury**?

   ___ 0 months to 2 years
   ___ 3 years to 5 years
   ___ 6 years to 9 years
   ___ 10 years to 15 years
   ___ 16 years +

6. How long have you been **in your current position** at the Town of Bradford West Gwillimbury?

   ___ 0 months to 2 years
   ___ 3 years to 5 years
   ___ 6 years to 9 years
   ___ 10 years to 15 years
   ___ 16 years +

7. Is your current position unionized? (check one)

   __ Yes
   __ No

8. What range does your current annual gross salary fit within? (check one)

   __ Less than $25,000
   __ $25,001 - $50,000
   __ $50,001 - $75,000
   __ $75,001 - $100,000
   __ $100,001 - $125,000
   __ More than $125,001

9. How would you classify your current position?

   ___ Director/Manager/Supervisor
   ___ Non-management Employee

10. How motivated are you **in your current position**?

    __ Very motivated
    __ Motivated
    __ Neutral/indifferent
    __ Unmotivated
    __ Very unmotivated

11. Please read each of the following statements and indicate if you strongly agree, agree, are neutral/indifferent, disagree, or strongly disagree:

    a) I am committed to the public service because I personally identify with its mandate.
    b) I regularly advocate for a special public interest.
    c) I want to participate in the process of public policy formulation.
    d) People may talk about the public interest, but they are really only concerned with their own self-interest.
    e) It is hard for me to get intensely interested in what is going on in my community.
    f) I unselfishly contribute to my community.
    g) Meaningful public service is very important to me.
    h) I would prefer seeing public employees do what is best for the whole community, even if it harmed my interests.
    i) I consider public service my civic duty.
    j) I believe that there are many public causes worth championing.
    k) I do not believe government can do much to make society fairer.
    l) Public service is one of the highest forms of citizenship.
    m) I believe everyone has a moral commitment to civic affairs no matter how busy they are.
    n) I have an obligation to look after those less well off.

o) I am rarely moved by the plight of the underprivileged.
p) Most social programs are too vital to do without.
q) I seldom think about the welfare of people whom I don't know personally.
r) Making a difference in society means more to me than personal achievements.
s) I believe in putting public service before myself.
t) Doing well financially is definitely more important to me than doing good deeds.
u) Much of what I do is for a cause bigger than myself.
v) Serving citizens would give me a good feeling even if no one paid me for it.
w) I feel people should give back to society more than they get from it.
x) I am one of those rare people who would risk personal loss to help someone else.
y) I am prepared to make enormous sacrifices for the good of society.
z) To me, work is nothing more than a way to make a living.
aa) I want to do the best in my job, even if it means sometimes working overtime.
bb) My work is a central part of my life.

12. Why did you choose to work for municipal government? (Check all that apply)

___ Close to home
___ Job security
___ Salary
___ Career advancement
___ Ability to contribute to public service
___ Other (please state: _____)

13. Would you continue to work for the municipality if you had enough money not to?

__Yes
__No

14. Of the following characteristics, **rank which three are the most important** to you.
(1 = most important, 2 = second most important, 3 = third most important)(select three only):

__ Accreditation (professional designations, affiliations, etc.)
__ Education and/or learning opportunities
__ Professional development and/or training opportunities
__ Greater work-life balance
__ Flexible work hours
__ Annual salary increases
__ Vacation time
__ Meaningful work tasks
__ Status (title, management, etc.)
__ Career advancement opportunities

15. Of the following characteristics, indicate the **least important to you** (check one):

__ Accreditation (professional designations, affiliations, etc.)

__ Education and/or learning opportunities
__ Professional development and/or training opportunities
__ Greater work-life balance
__ Flexible work hours
__ Annual salary increases
__ Vacation time
__ Meaningful work tasks
__ Status (title, management, etc.)
__ Career advancement opportunities

16. In terms of motivators, different people value different things. Below is a list of statements that reflect some of these. Please read each statement and **indicate how important that motivator is to you**: (strongly disagree, disagree, neutral/indifferent, agree, strongly agree)

    a) A job where I have more than 2 weeks vacation
    b) A job that leaves a lot of time for other things in my life
    c) A job where I can learn new skills
    d) A job where I can see the results of what you do
    e) A job that uses my skills and abilities
    f) A job where I have the ability to be creative
    g) A job that gives me an opportunity to be directly helpful to others
    h) A job that is worthwhile to society
    i) A job that has status and prestige
    j) A job that most people look up to and respect
    k) A job that provides me with a chance to earn a lot of money
    l) A job where the chances for advancement and promotion are good
    m) A job where tasks are challenging
    n) A job that offers employment security
    o) To me, work is nothing more than a way to make a living
    p) I want to do the best in my job, even if it means sometimes working overtime
    q) My work is a central part of my life.

17. What might your employer offer you that is not currently offered that would motivate you to improve your contribution to public service?

_____
_____
_____
_____

18. If your employer were to offer what you requested above, how long do you think that incentive would last in increasing your motivation?

____ up to 3 months
____ 4 to 6 months
____ 7 to 9 months
____ 10 to 12 months
____ 13 to 18 months

___ 19 to 24 months
___ Greater than two years

19. Are you a director, manager, or supervisor?

    Yes ___ No ___

20. If yes, what do you do to motivate your subordinate staff? (If no, go to question 21).
    _____
    _____
    _____

21. If you left your current position, where would you go?

    ___ Non-profit sector
    ___ Public sector
    ___ Private sector
    ___ Entrepreneurial
    ___ Retirement
    ___ Other (please explain _____)

22. If you have any comments, suggestions, or additional information related to public service motivation and attributes that motivate you personally, please include them here:
    _____
    _____
    _____

Thank you for your time.