

The Public Service Motivation of Mayors and High-Ranking Public Managers in Danish Local Government

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Abstract:

This paper provides a comparative analysis of the public service motivation of the mayors and high-ranking public managers in local government.

Public service motivation has been a very successful concept within Public Administration research in recent decades in terms of being utilized and analyzed in a number of papers in an increasingly international and sophisticated literature – both in terms of empirical and theoretical sophistication (James L Perry, Hondeghem, and Wise 2010).

In spite of its initial formulations (James L Perry and Wise 1990) intending to cover the entire public sector, it has however primarily been examined at the level of public sector street-level bureaucrats such as teachers, physiotherapists, dentist, etc. and rarely at the top of the hierarchy of the public sector.

In this paper, we explore how hierarchy and the long but different career paths of top politicians and top civil servants may influence their public service motivation. We review the sparse literature on both the link between public service motivation and hierarchical position, and the public service motivation of high-ranking political and administrative officials in the public sector.

We then analyze the antecedents of public service motivation of mayors and high-ranking public managers in Danish local government by means of survey data from 2016 (Bertelsen and Hansen 2016a, 2016b), descriptive statistics and multivariate regression analysis.

The most important findings in the study are that the level, nature and antecedents of public service motivation do not differ significantly between political and administrative local government elites.

On the contrary, our results point to a high degree of consensus among the political and administrative elites in local government in regards to what motivates them. Both mayors and high-ranking public managers display comparatively high levels of the "Commitment to public interest" and "Attraction to policy making".

Outline:

1. Introduction
2. Theory and previous research
3. The Context of Danish Mayors and Top Civil Servants
4. Research design, data and methods
5. Findings
6. Discussion and tentative conclusion

Introduction

This paper provides a comparative analysis of the public service motivation of the mayors and high-ranking public managers in local government. We ask how public service motivation differ between politicians and public managers – i.e. among the persons working at the apex of public organizations. Mayors and high-ranking public managers in local government are the political and administrative leaders of public organizations and their motivation is crucial for good public service (Ritz 2015).

Public service motivation has been a very successful concept within Public Administration research in recent decades in terms of being utilized and analyzed in a number of papers in an increasingly international and sophisticated literature – both in terms of empirical and theoretical sophistication (James L Perry, Hondeghem, and Wise 2010).

In spite of its initial formulations (James L Perry and Wise 1990) intending to cover the entire public sector, it has however primarily been examined at the level of public sector street-level bureaucrats (Ritz 2015) such as teachers, physiotherapists, dentist, etc. and rarely analyzed at the top of the hierarchy of the public sector.

We argue that hierarchy and the long but different career paths of top politicians and top civil servants will influence their public service motivation significantly.

We review the sparse literature on both the link between public service motivation and hierarchical position, and the public service motivation of high-ranking political and administrative officials in the public sector.

We then analyze the antecedents of public service motivation of mayors and high-ranking managers in Danish local government by means of survey data from 2016 (Bertelsen and Hansen 2016a, 2016b), descriptive statistics and multivariate statistical approaches. Finally, we discuss our findings and possible conclusions from the analysis.

Theory and previous research

Scholars elaborating and examining work motivation theoretically and empirically has in recent decades increasingly pointed to the importance of context and mediating factors (Latham and Pinder 2005) for understanding work motivation. The concept of public service motivation (PSM) fits nicely into this general trend of theory development, since it explicitly relates motivation to the specific context of public institutions and organizations (James. L. Perry 2000; James L Perry and Wise 1990). Building on earlier work by Rainey (1982), Perry and Wise defined PSM as "an individual's predisposition to respond to motives grounded primarily or uniquely in public institutions and organizations" (1990 p. 368). Distinguishing broadly between rational, norm-based and affective motivations they suggested eight types of public service motivation and argued a) that people motivated by these factors were more likely to apply for jobs in the public sector, b) that these public service motives would be positively related to performance in public organizations and c) that organizations with employees with high degree of PSM would be less dependent on utilitarian incentives to manage individual performance effectively. Since then an increasing number of studies in public service motivation has been conducted and the research has in recent years increasingly been transnational. Later approaches has adjusted the PSM definition somewhat, but consensus seems to have emerged about a formulation of PSM as "the motivation people have to contribute to society" (Perry and Hondeghem 2008; Vandenabeele, Brewer, and Ritz 2014:779). The general literature on PSM has been thoroughly reviewed elsewhere (James. L. Perry 2000; James L. Perry and Hondeghem 2008; James L. Perry, Mesch, and Paarlberg 2006; Ritz, Brewer, and Neumann 2016; Vandenabeele, Brewer, and Ritz 2014) and we refer to that literature for a more extensive examination of the PSM literature, but a few interesting characteristics and research issues from this literature should be noted here.

First, the broad definition of PSM "to contribute to society" is given a few – usually four or five – sub-dimensions which refers to different types or motives for contributing to society based on Perry and Wise's groundbreaking work (J. L. Perry 1996; James L Perry and Wise 1990). In this paper, we use four sub dimensions: A) Commitment to the public interest (CPI) is about the motivation to deliver public services to serve society, based on values and duty. B) Compassion (COM), is about empathically based motivation to do good for others by improving public services. C) Attraction to Policy-Making (ATP) is about to improve decision-making concerning public services to help others and society. D) Commitment to the Welfare State (CWS) is about a dedication to the services of the universal welfare state (Vandenabeele 2008) not included in the

initial formulations of PSM. The specific measurement of these PSM dimensions will be elaborated in the method section.

Second, the PSM concept is an example of a concept that transcends distinctions between individual, organizational and societal perspectives on motivation, but there is a delicate tension in the PSM literature between approaches emphasizing individual or institutional perspectives the most and attempts at unifying those approaches into more comprehensive models (Vandenabeele 2007). In this paper, we focus on how the context in the form of institutionalized hierarchical positions in local representative democracy (mayors, city-managers and other senior managers in local government) may have an impact on variations in PSM. Thus, our concept of motivation is primarily sociological and a classical formulation by C. Wright Mills seems appropriate (Meyer et al. 2014; Mills 1940:904): “... rather than fixed elements ‘in’ an individual, motives are the terms with which interpretation of conduct by social actors proceeds.” This formulation points towards a logic of appropriateness and thus builds a bridge between PSM research and the new institutionalism as formulated in the writings of James G. March and Johan P. Olsen (March and Olsen 1984, 1989, 1995) and of John W. Meyer and W. Richard Scott (J. W. Meyer et al. 1997; J. W. Meyer and Rowan 1977; Scott 2014).

Third, according to a recent review Denmark is the country with the second-most published PSM studies in the world (30 publications) only surpassed by USA (123 publications), while very few PSM studies has been published from Africa (11 publications) and South America (10 publications) (Ritz, Brewer, and Neumann 2016:Table 2, page 419). Thus, one may ask why we need another study from the Danish context. The reason is that country bias is not the only bias in the PSM literature and this study confronts another gap in the PSM literature – the lack of studies focusing on politicians and top civil servants. PSM research has so far focused almost exclusively on public employees, often street-level bureaucrats, and neglected politicians (Ritz 2015; van der Wal 2013). Furthermore studies that compare the motivation of senior politicians and administrators – the government “elite” – are almost completely absent (van der Wal 2013).

We proceed to provide a review of the sparse literature on the relationship between hierarchical position and PSM and the few studies we have been able to find which focus on the PSM of senior politicians and administrators in representative democracy.

Public Service Motivation and hierarchical position

The public sector is characterized by heterogeneity (i.e. public service missions, policy tasks, organizational context, and working conditions) (Anderfuhren-Biget, Varone, and Giauque 2014). Hence, several have questioned if PSM is evenly distributed in public organizations and whether the concept is applicable on all categories of public employees (Desmarais and Gamassou 2014; Gabris and Simo 1995). Thus, the link between organizational hierarchical positions as an aspect and antecedent of PSM is a relevant research object. However, in spite of its relevance this link has been widely neglected in the literature (Desmarais and Gamassou 2014). The few studies that have examined PSM and hierarchical position affirm an existing and positive relationship between hierarchical position and PSM indicating that high hierarchical levels are associated with high PSM and lower hierarchical levels to lower levels of PSM (Desmarais and Gamassou 2014:132). Bright (2005) analyzes the relationship between level of PSM and location of the public employee in the public organization (in regards to managerial responsibility: public employees being managers or non-managers) and finds that managers have significantly higher levels of PSM than non-managers, while controlling for various competing explanations (age, education level, gender and minority status). Management level was even found to be a stronger predictor of PSM than personal characteristics. Managers having higher levels of PSM can according to Bright (2005) be either because managers' tangible needs are satisfied by their greater levels of salary or because managers are socialized through their years of public sector experience to highly value public service work. Also Camilleri (2008) finds – when examining antecedents affecting PSM – that job grade has a moderate positive correlation with the PSM dimensions. Together these findings suggest that public employees who have high levels of PSM are those working at the highest levels within public organizations. However, research on the preponderant dimensions of PSM according to hierarchical positions is in particular limited (Desmarais and Gamassou 2014).

In an analysis of both quantitative and qualitative differences between different categories of public employees in terms of PSM, Desmarais and Gamassou (2014) do not – unlike the studies above – find differences in overall levels of PSM distinguishing between different categories of public employees according to hierarchical position. Rather they point to the complexity and the diversity of the motivations of public sector employees: Their results show differences in motivation according to hierarchical position indicating that public employees working as blue-collar workers or direct supervisors are more motivated by compassion than middle managers, who seem to be

more motivated by commitment to public interest. According to Desmarais and Gamassou (2014) this can be explained by the fact that “*workers and direct supervisors are more exposed to the users and their problems*” (Desmarais and Gamassou 2014:144) than middle managers are.

In a study by Anderfuhren-Biget, Varone and Giauque (2014), the relationship between the policy environment of civil servants, i.e. policy domain and stages of the policy cycle (tasks related to either policy formulation, policy implementation or internal services), and four dimensions of public service motivation is analyzed. It is hypothesized that civil servants working in different policy domains and stages of the policy cycle are diversely motivated by the four sub-dimensions of PSM: E.g. that civil servants in charge of policy formulation have a higher level of “Attraction to policy-making” and “Commitment to the public interest”, whereas civil servants in charge of policy implementation have a higher level of compassion and commitment to the public interest. In accordance with their expectation, Anderfuhren-Biget, Varone and Giauque (2014) find that civil servants who mainly perform tasks in relation to the formulation of public policies are those who are most attracted by politics (Attraction to policy-making), whereas civil servants working in the welfare sector show the greatest level of “compassion” compared to civil servants working in others policy domains.

Thus, in general the literature suggest a link and a positive relationship between PSM and hierarchical position in an organization – firstly suggesting that overall level of PSM is higher for those public employees working at the apex of public organizations, and secondly suggesting a diversity of forms of PSM according to hierarchical position. Based on these findings, what does then characterize PSM of the persons at the highest echelons of public organizations? Moreover, do we see any differences when we compare political and administrative elites in public sector organizations?

Public Service Motivation of high-ranking politicians and civil servants

So far, based on preliminary search, we have found only one paper that focus on and explicitly compare the PSM of political and administrative elites (van der Wal 2013). Besides that we found two papers focusing on the PSM of local councilors in Denmark (Pedersen 2014) and Switzerland (Ritz 2015).

Van der Wal’s study (2013) of public service motivation differences between administrative and political elites is based on 94 qualitative interviews with senior politicians and administrators in the

Netherlands, EU and USA, and elicits, ranks and compare initial and current sector motivation among politicians and public managers. In terms of current job motivation both the political (39 interviews) and administrative (55 interviews) elite has as their two top priorities “to contribute to, improve or “serve” society” and “the functions complexity, challenges, and relevance (“interesting work”)” (Table 3 page 754). The first of these resembles the Commitment to the Public Interest (CPI) dimension in PSM (see above). However, the study also suggest motivational differences across the two elite groups: While political elites are motivated by being in power and in the spotlight, administrative elites are motivated by being close to power and operating behind the scenes. Furthermore, administrative elites’ motivations seems slightly more extrinsic compared to political elites (van der Wal 2013).

Pedersen’s study (2014) of Danish local government councilors is based on a survey of 1,336 local council members (excl. mayors) in Denmark and analyzes the relationship between two pro-social dimensions (Commitment to Public Interest (CPI) and User Orientation (UO)) – and behavioral outcomes (hours spent on working in the political councils and political influence). Both dimensions of pro-social motivation are focused on doing good but differ in regards to whom the pro-social motivation (doing good) is directed towards: CPI is directed towards the public at large, whereas UO is directed towards specific individual others (Pedersen 2014). Pedersen finds that the two different dimensions of pro-social motivation have different behavioral outcomes. CPI is stronger associated with behavioral outcomes than OU: Councillors with high CPI tend to spend more time on work related to the local council and have more influence in the councils than councillors with high UO. Furthermore, according to Pedersen this association is moderated by the fit between the characteristics and attitudes of the councillors and the working environment (Person-Environment fit) (Pedersen 2014).

Ritz’s study (2015) of Swiss local government is based on a survey of 8,111 local government councillors in Switzerland. The study analyzes whether self-interested motives (Attraction to Policy-Making and career orientation) play a distinct role concerning behavioral outcomes (working hours spent per week on executive work, for party activities and for volunteering activities, and politicians intention to run for re-election) of politicians when compared to other-interested motives (Commitment to the public interest). Generally, the study finds that various motives guide

politicians and have implication for behavioral outcome of politicians – both self-interested and other-interested motives (to be elaborated).

In sum, with the exception of the study of van der Wal (2013) studies explicitly comparing public service motivation of political and administrative elites are completely absent. In addition, existing studies have focused primarily on PSM at the level of public sector street-level bureaucrats (often in comparison with street-level bureaucrats employed in the private sector) and have rarely analyzed PSM at the top of the hierarchy of the public sector among top civil servants and even less among politicians.

Aim and hypotheses

Thus, the initial aim of this paper is to analyze the ability of the concept of PSM to describe the motivational orientations of public sector political and administrative elites. Is the concept of PSM – which has primarily been examined at the level of public sector street-level bureaucrats – applicable to administrative and political members of the top of the hierarchy of the public sector as well?

Furthermore, if the concept shows to be applicable to the two governmental elites, we particularly want to analyze what motivate political and administrative elites. Furthermore, do we see some differences? E.g., do administrative elites display a higher level of PSM than the political elite do? In addition, do these potential tendencies differ depending on antecedents such as gender, education and hierarchical position of the political and administrative elites?

Furthermore, are some of the four PSM dimensions more widespread among political and administrative elites than other dimensions? (For example, are the CPI and ATP dimensions of PSM more widespread among political and administrative elites than COM and CWS?)

Since we have so little previous research in the importance of hierarchical position and of the differences between politicians and administrators in terms of Public Service Motivation, our approach is exploratory. Nonetheless, a few hypotheses seems plausible and render themselves testable by means of the data of the current study.

H1: The higher in the administrative hierarchy, the higher degree of PSM related to attraction to policy-making (ATP). Thus, we expect;

H1a: city managers to have higher ATP motivation than sector-managers

H1b: sector-managers to have higher ATP than lower ranking managers

H2: Mayors will have higher ATP motivation than any of the managers in the administration

Concerning the PSM dimension of Commitment to Public Interest (CPI) we have an expectation that CPI is high for both mayors and managers. However, we do not have any relevant arguments regarding as to why the level of commitment to public interest (CPI) should differ between these two groups. Thus, we expect that;

H3: Commitment to public interest (CPI) is high for both mayors and managers

We also expect that the PSM dimension of compassion (COM) is stronger related to the lower levels of the hierarchy working closer to the users of the welfare services of local government.

H4: The lower in the administrative hierarchy, the higher degree of PSM related to compassion (COM)

Finally, we find it plausible that commitment to the universal welfare state (CWS) will be somewhat stronger related to the public managers than to the mayors. While politicians may be motivated to work in politics for a number of reasons and some of them may be to reduce the size and importance of the welfare state, we suggest that administrative public managers on average are likely to be more dedicated to the services of the universal welfare state. Thus, we suggest that;

H5: Mayors' PSM are less strongly related to commitment to the universal welfare state (CWS) than administrative public managers

The Context of Danish Mayors and High-Ranking Public Managers in Local Government

Danish municipalities are multi-purpose organizations taking care of a number of services of which the three major public service areas are a) technical services (e.g. public roads and parks), b) education and culture (e.g. primary schools and libraries) and c) social services (e.g. senior care and care of physically and mentally disabled citizens). In our study, we focus on and include mayors and top civil servants in Danish local government – the latter comprising city managers and top managers in charge of the three major public service areas (see above). The city manager (Danish: Kommunalirektør) work in close cooperation with the mayor and is by and large an equivalent to a CEO. Together with the mayor, these managers (level 1 and 2) form the administrative board of directors in most Danish municipalities.

Research design, data and methods

The analysis carried out draws from data from two online surveys; one survey conducted among the mayors in Danish municipalities and another survey conducted among top managers in Danish municipalities. We conducted both surveys in May to June 2016 among all 98 Danish local governments. The respondents of our survey of Danish mayors included mayors of 97 Danish municipalities¹. The respondents of our surveys of top managers included 1,097 top administrative managers in Danish local government including city managers (level 1), top administrative managers (level 2) in charge of the three most important service areas in terms of size and salience (technical services, social services, and education and culture) and managers at level 3 in the municipality as well as some other managerial positions.

The survey of top managers is a follow-up on previously conducted surveys (1980, 1992, 1955, 2006 and 2008) of top managers in Danish local government. The survey of Danish mayors is part of an international comparative research project *Political Leaders in European Cities*. A multi-item battery measuring public service motivation was added to the survey of Danish mayors allowing a comparative analysis of the public service motivation of the mayors and top manager in Danish local government.

Both questionnaires were pretested by mayors and top managers, respectively. The questionnaires were administered electronically by means of SurveyXact (Rambøll Management) and distributed by email informing the respondents about the scientific investigation and providing them with a link to the online survey. The collected data from both surveys were transferred to the Statistical Software STATA in order to carry out the data processing.

Among the 97 mayors 53 % (n=51) have answered the questionnaire (Bertelsen and Hansen 2016a). Among the 1,097 top managers 59 % (n=649) have answered the questionnaire (Bertelsen and Hansen 2016b). Among these are 94 city managers. 66 out of the 94 city managers have answered the questionnaire, resulting in a response rate of 70 % for this specific group. The data does not contain systematic imbalance regarding gender, population size and geographical position, with the exception of a slight under-representation of the largest Danish municipalities (Bertelsen and

¹ Denmark consists of 98 municipalities (Danish: kommuner) which, in principle, gives a population of 98 mayors. However, one mayor passed away in the days immediately after the questionnaire was administered. Thus, this gives a real population of 97 mayors in the relevant period.

Hansen 2016a, 2016b). The number of responses to the measure of PSM included in the present analysis range from 569 to 590 respondents.

Measures

In this study we analyze four central sub-dimensions of PSM: Attraction to policymaking (ATP), Commitment to public interest/civic duty (CPI), Compassion (COM) and Commitment to the Welfare State (CWS) based on a 15 item measure of public service motivation. Table 1 presents an overview of the 15 questionnaire items and how they these items are associated with the four different PSM dimensions in the study.

Table 1. PSM dimensions and questionnaire items

PSM dimension	Understanding of dimension	Questionnaire item
Attraction to Policy Making (ATP)	Motivation to improve decision-making concerning public services to help others and society	1. I generally consider politics positive
		2. I find the political decision-making process interesting
		3. It motivates me to help improve public services
Commitment to the Public Interest/civic duty (CPI)	Motivation to deliver public services to serve the relevant society, based on values and duties	4. I unselfishly contribute to the society
		5. Meaningful public service is very important to me
		6. I prefer that civil servants act for the benefit of the society even though this may harm my personal interest
		7. I consider public service my civic duty
Compassion (COM)	Emotionally (empathically) based motivation to do good for others by improving public services	8. It is hard for me to get intensely interested in what is going on in my community
		9. It is difficult for me to contain my feelings when I see people in distress
		10. I am often reminded by daily events about how dependent we are on one another
Commitment to the Welfare State (CWS)	Dedication to the services of the universal welfare state	11. I have little compassion for people in need who are unwilling to take the first step in helping themselves (reversed)
		12. Most welfare state programs and activities are indispensable
		13. Everyone is entitled to a good service even if it costs a lot of money
		14. Even in the case of major crisis, public service should be maintained
		15. It is important that public servants account for all the costs they make

Responses to all questionnaire items were in a 5-point Likert agreement scale in which 1 = “strongly disagree” and 5 = “strongly agree”². The overall question was: “Senior civil servants in the public sector might have different perceptions and are in their work motivated by different aspects of their job. Below is presented a number of claims which we ask you to indicate to what extent you agree or disagree with.”

Furthermore, the analysis includes a number of control variables: gender, position and education.

Table 2 presents descriptive statistic for each of the 15 PSM items and the control variables.

Table 2. Descriptive statistics for variables

Variable	N	Mean	S.D	Min	Max
1. I generally consider politics positive	590	4.38	0.84	1	5
2. I find the political decision-making process interesting	590	4.65	0.69	1	5
3. It motivates me to help improve public services	586	4.75	0.58	1	5
4. I unselfishly contribute to the society	573	3.93	0.88	1	5
5. Meaningful public service is very important to me	583	4.73	0.55	1	5
6. I prefer that civil servants act for the benefit of the society even though this may harm my personal interest	570	4.44	0.75	1	5
7. I consider public service my civic duty	583	2.39	1.30	1	5
8. It is hard for me to get intensely interested in what is going on in my community	579	2.07	1.05	1	5
9. It is difficult for me to contain my feelings when I see people in distress	583	3.57	1.02	1	5
10. I am often reminded by daily events about how dependent we are on one another	573	3.84	0.94	1	5
11. I have little compassion for people in need who are unwilling to take the first step in helping themselves	574	2.25	0.99	1	5
12. Most welfare state programs and activities are indispensable	572	3.55	1.04	1	5
13. Everyone is entitled to a good service even if it costs a lot of money	574	3.12	1.10	1	5
14. Even in the case of major crisis, public service should be maintained	569	3.36	1.15	1	5
15. It is important that public servants account for all the costs they make	574	4.56	0.80	1	5
Gender	1193	1,3	0.49	1	2
Hierarchical position	742	3.20	1.14	1	5

² Response categories: 1=Strongly disagree; 2=partly disagree; 3=neutral; 4=partly agree; 5=strongly agree (+ don't know).

Education					
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Findings

Firstly, in our analysis we examine whether the concept of public service motivation is applicable to mayors and high-ranking public managers in local government, see table 3.

*** Around here Table 3 ****.

Table 3 shows that all items (except three items) have sufficiently large factor loadings on the four dimensions. All four PSM dimensions can – to a different extent – be found among mayors and high-ranking public managers. Thus, generally our analysis suggest that all of the four PSM dimensions applied in this study can be used on mayors and high-ranking public managers. The three items with insufficient factor loading are highlighted in the table. We suppose this is due to the specific wording of the items, and that these formulations is not fit for a Danish management context. A relatively high percentage of respondents answering “don’t know” in these specific items further confirms our supposition. Consequently, these three items are excluded from succeeding analysis.

Secondly, we analyze what motivates political and administrative elites. Are some of the four PSM dimensions more widespread than others are? To do so, we have constructed four indexes based on the factor analysis shown in table 3. As each index is based on three Likert scaled items ranging from 1 to 5, the minimum value of each index is 5 (very low degree of the particular motivation) and the maximum is 15 (very high degree of the particular motivation). Figure 1 shows the frequency distribution between the four PSM dimensions.

Figure 1.

As figure 1 clearly shows the PSM dimensions Commitment to Public Interest (CPI) and Attraction to Policy-making are much more widespread among mayors and public managers than are Compassion (COM) and Commitment to the universal welfare state (CWS).

In general, respondents report very high level of CPI and ATP and comparatively low levels of COM and CWS. This partly support our hypothesis 1, as the high-ranking public managers in general to a large degree are motivated by CPI and ATP.

Thirdly, we analyze if any of our explanatory variables (gender, education and hierarchical position) can explain the general differences in motivational dimensions. Figure 2-5 present the result of our analysis.

Figure X-X.

The four figures give rather similar pictures. For all four models, there are little or no effects of position and gender on the PSM dimensions. In model 1 (figure 2) the relatively small effects are significant but do not support our hypothesis. In the remaining three models there are very little effects and they are insignificant. We can therefore not find support for our hypothesis in the models.

When assessing the model fit of the four models, it is clear that the models do not fit the data sufficiently (see table 4). Even though all models are significant none of the four models meet the minimum criterions for good fit on Root Mean Squared Error of approximation (RMSEA), Comparative Fit Index (CFI) or the Standardized Root Mean squared residual (SRMR). This means that models and the hypothesis relating to the models needs further revision and adjustment and therefore cannot be used in the present form.

Table 4: Hypotheses compared to findings	
Hypotheses	Support from findings
H1: The higher in the administrative hierarchy, the higher degree of PSM related to attraction to policy-making (ATP). Thus, we expect H1a: City-managers to have higher ATP + CPI and motivation than sector-managers H1b: Sector-managers to have higher ATP + CPI than lower ranking managers	H1: Partly supported H1a + H1b: Not supported
H2: Mayors will have higher ATP motivation than any of the managers in the administration	Not supported
H3: Commitment to public interest (CPI) is high for both mayors and managers	Supported
H4: The lower in the administrative hierarchy, the higher degree of PSM related to compassion (COM)	Not supported
H5: Mayors PSM are less strongly related to commitment to the universal welfare state (CWS) than administrative public managers	Not supported

Discussion and tentative conclusion

In this preliminary draft, we have presented some initial results from our first analyses. We continue working with the data.

Based on these preliminary results we can conclude that the theory of PSM is applicable to administrative and political elites in the public sector, even though the theory primarily has been applied at the level of public sector street-level bureaucrats.

Further, our initial results point to a high degree of consensus among the political and administrative elites in public sector organizations. Generally, both groups have high scores on the PSM dimensions CPI and ATP. This interestingly shows what motivates mayors and high-ranking public managers is commitment to public interest and attraction to policy-making, when compared to the dimensions compassion and commitment to the universal welfare state.

However, based on these preliminary results, no significant differences seem to appear in the analyses of public service motivation between mayors and high-ranking public managers in Danish local government. What characterizes the respondents in this analysis is that they all are leaders of leaders, are very highly positioned in the public organizations and are deeply involved with the management of public organizations. These common features might explain why differences in their hierarchical position are not significantly related to the observed differences in public service motivation. Thus, while we find differences in the public service motivation among our sample of mayors and high-ranking public managers, these differences are not significantly related to hierarchical position in the administration or to the position as mayor. We will further test our findings and explore the possible impact of other variables at the individual and municipal level.

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Figure 1: Frequency distribution between the four PSM dimensions

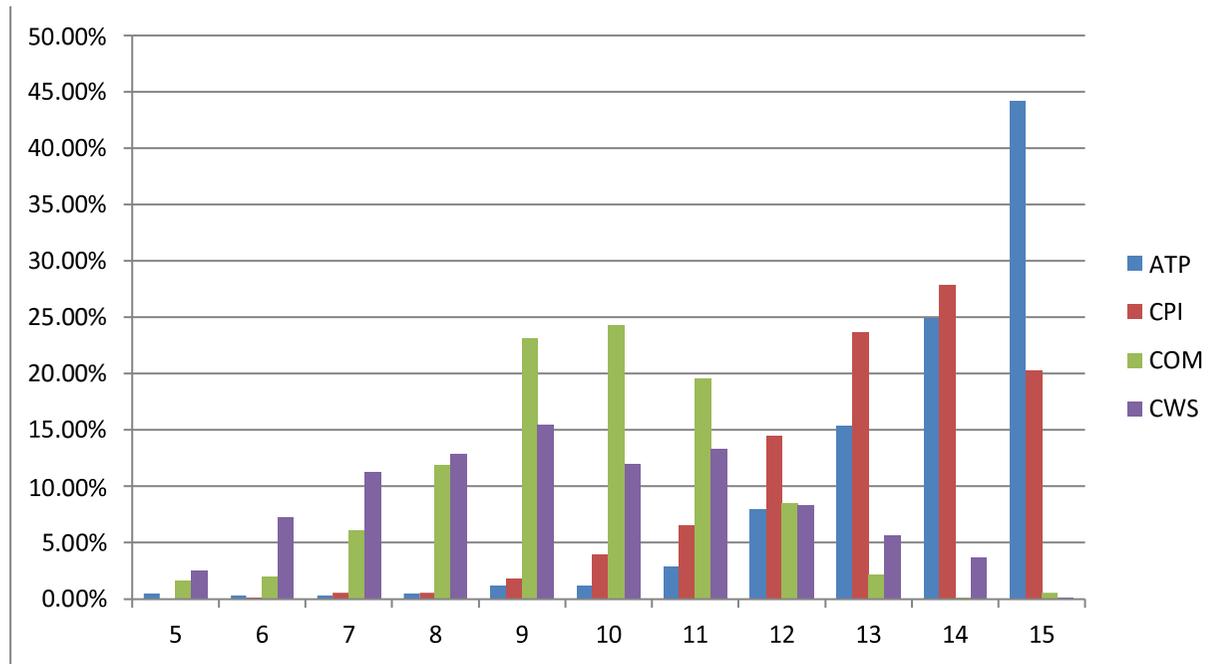


Figure 2: Model 1, Attraction to public policy making

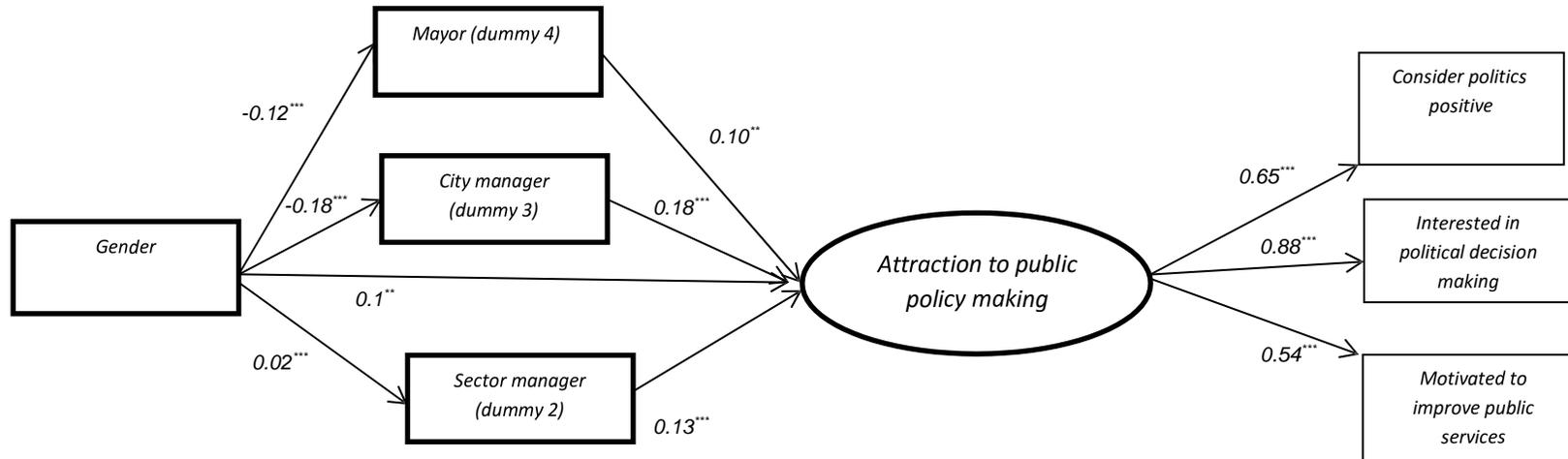


Figure 3: Model 2, commitment to public interest

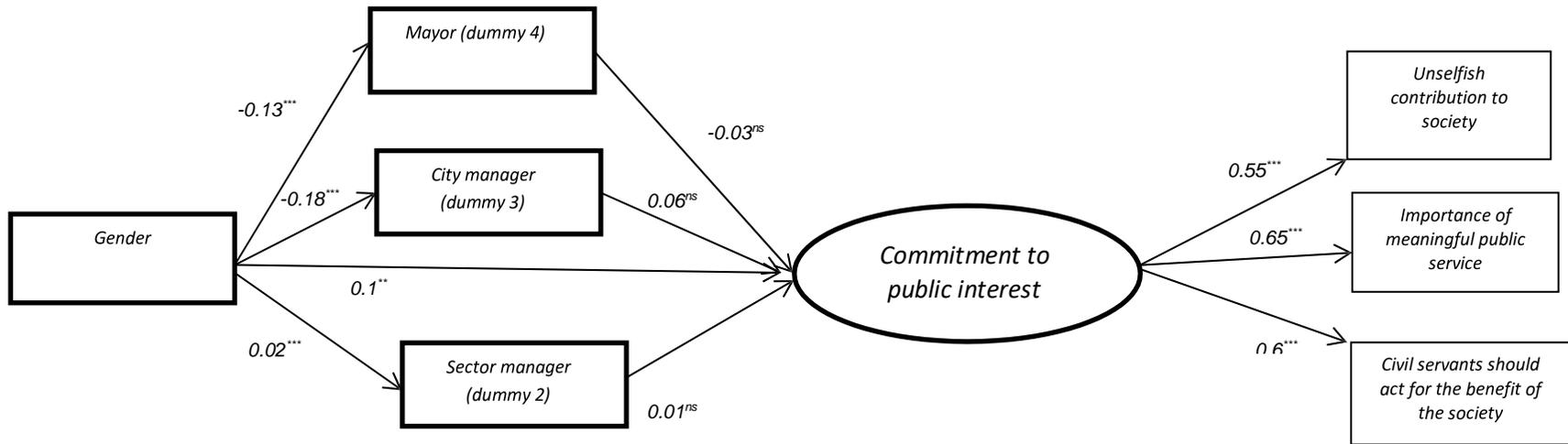


Figure 4: Model 3, Compassion

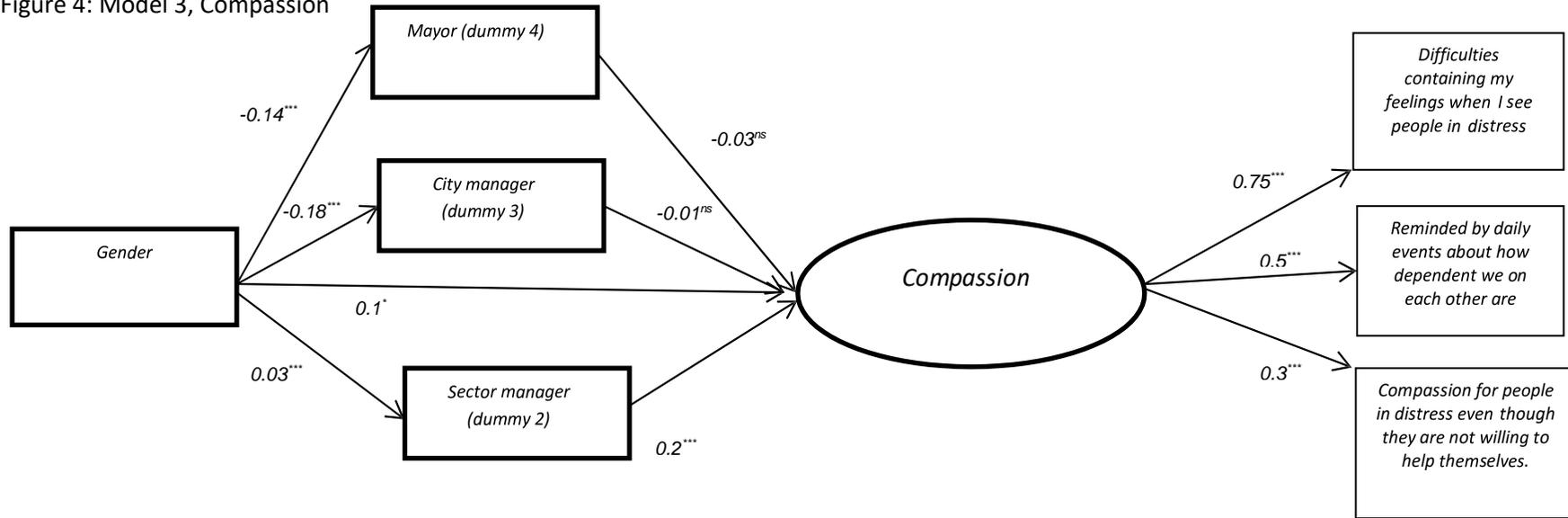


Figure 5: Model 4, commitment to the welfare state

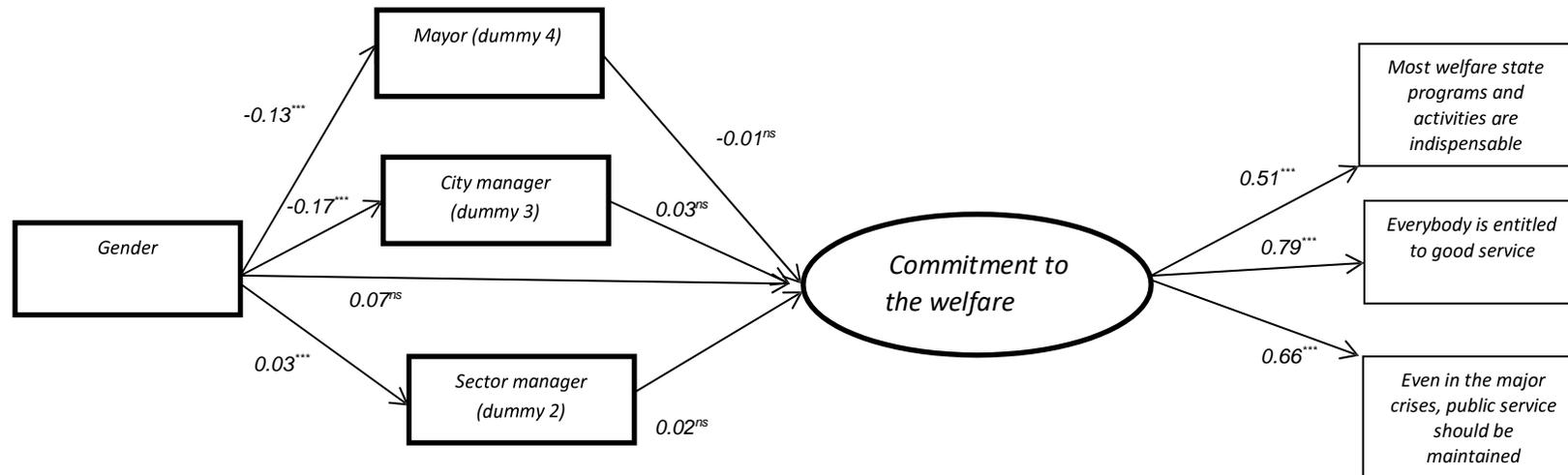


Table 4: Fit statistics and adjusted R² values for the four models

	Model 1, ATP	Model 2, CPI	Model 3, COM	Model 4, CWS	Criterion for good fit
<i>Fit measure</i>					
P>Chi2	0.000	0.000	0.000	0.000	≤ 0.05
Root Mean Squared Error of approximation (RMSEA)	0.096	0.123	0.101	0.088	< 0.05
Comparative Fit Index (CFI)	0.807	0.65	0.67	0.813	> 0.9
Standardized Root Mean squared residual (SRMR)	0.066	0.066	0.057	0.053	< 0.1
Explained variance on dependent variable (adjusted R²)	0.062	0.004	0.047	0.007	-

	Factor loading	Standard error	<i>P</i> value
Public Policy			
Indicators:			
Consider politics positive	0.65	0.05	***
Interest in political decision-making	0.88	0.05	***
Motivated to improve public services	0.54	0.04	***
Commitment			
Indicators			
Unselfish contribution to society	0.55	0.05	***
Importance of meaningful public service	0.65	0.05	***
Civil servants should act for the benefit of the society	0.6	0.04	***
Consider working in the public sector a civil duty	0.14	0.06	**
Engage in local area	0.15	0.05	***
Compassion			
Indicators			
Difficulties containing my feelings when I see people in distress	0.75	0.11	***
Reminded by daily events about how dependent we are on each other	0.5	0.08	***
I have compassion for people in distress even though they are not willing to help themselves.	0.3	0.06	***
Welfare indicators			

Most welfare state programs and activities are indispensable	0.51	0.04	***
Everybody is entitled to good service	0.79	0.04	***
Even in the major crises, public service should be maintained	0.66	0.04	***
Important that politicians and civil servants are held responsible for their expenses	0.14	0.05	***