Bachelor Thesis

The influence of leadership roles and management instruments on public service motivation

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I.   Summary

The topic of this study deals with public service motivation and its (potential) relationship with different leadership roles. The impact of leadership on motivation was not that often examined but by looking at the performances of public organizations, it seems that there is a relationship between these two variables. According to the different leadership roles, it would be interesting to have a closer look at the behavior of public managers and their instruments that are used to enhance motivation of public sector employees.

It is problematic to transform the theoretical findings into practices which managers could use in order to improve their employee's motivation. Furthermore, it is not clear how and to what extent leadership influences public service motivation. Therefore, it should be concentrated on how this problem could be solved and which measures have to be taken in order to make it easier for public managers to influence and enhance the motivation of their staff. First of all, the topic will be introduced with its relevance and theories and it will be also explained how the research of this study was conducted in order to get the findings that are needed to conclude and answer the research question.

II.   Introduction

Employees are an indispensable component in organizations, especially in order to fulfill organizational goals. Therefore, it is necessary that employees perform in a highly efficient and productive way. The importance of people is often taken for granted but it is a necessity to be aware of the fact that organizations are made of people and it is people who provide leadership, stewardship and follower-ship. They also constantly learn new and innovative things that help to support organizations to achieve great goals (Warigon, 2012, p.1). Employees are supposed to contribute to the goals of an organization and there is a high significance of understanding how employee's behavior influences an organization.

It is a matter of fact that the performance of employees is generally influenced by their motivation and there are several reasons why motivation is such an important issue in public management. In general, managers have the task of achieving organizational goals by increasing the efficiency and effectiveness of their employees (Re'em, 2011, p. 8). In order to perform well, employees do not only have to be skilled for their job but they also have to understand what they are required to do (Re'em, 2011, p. 8). That means that motivation is needed to make employees perform more effectively and efficiently because if the motivation of an employee is equal to zero, even the most talented worker will not be a supportive part of an organization. Another meaningful aspect of motivation is that motivated employees are more committed to the organization they work for and they show less grievance and insubordination which is supportive for the atmosphere at the workplace but also important according to the contact between clients and the employees of an organization (Re'em, 2011, p. 9). Furthermore, energized and highly motivated workers can reach good performance even though there could be some knowledge gaps (Re'em, 2011, p. 9). Thus, motivated employees are the greatest asset that an organization can have (Re'em, 2011, p. 9).

It is also important to know which factors have an influence on motivation. In general, the individual characteristics of workers influence their motivation, whereby these characteristics are those which are brought to the work situation like the types of individual needs that are satisfied or not satisfied by the activities that occur with the work in public organizations (Perry& Porter, 1982, p. 90). Additionally, the job characteristics also affect motivation because it relates to what a person is actually doing at work which implies the nature of the job and the collection of tasks that the individual has to do (Perry& Porter, 1982, p. 90). The characteristics of the work environment do also have an influence on motivation. They can be divided into two categories: immediate work environment characteristics and organizational actions (Perry& Porter, 1982, p. 90). Organizational actions include the provision of system rewards, provision of individual rewards and the creation of an organizational climate whereby the immediate work environment characteristics relate to transparency of organizational success for employees, personal significance reinforcement or stability of expectations (Perry& Porter, 1982, p.

91-92). Additionally, the external environment characteristics also play an important role for public service motivation. They cannot be controlled by the organization directly and they relate to the socionormative, political, demographic, economic and technological changes that also influence the work in public organizations (Perry& Porter, 1982, p. 93).

One important factor according to motivation is leadership. Leadership gives managers the ability to affect the behavior of their employees in an organization. As it was mentioned before, motivated employees are one of the most important results of effective leadership and thus successful managers are also successful leaders because they have great influence on their employees in order to help accomplishing organizational goals (Naile& Selesho, 2014, p. 175). The achievement of organizational goals is not enough in order to keep employees motivated but helping them to accomplish their own personal and career goals is an important part of their motivation (Naile& Selesho, 2014, p. 175). To sum it up, there is a kind of circular flow: the more motivated the employees are, the more effective is the leader and the more effective the leader is, the more motivated are the employees (Naile& Selesho, 2014, p. 175). Even though there is already a basic understanding of the impact that leadership has on motivation, it would be useful to have an even better understanding to have recommendations on how motivation and therefore also performance and goal achievement can be increased. For that reason, the topic of this study concerns the relationship between management and motivation by asking: What do managers in the public sector do to increase the motivation of their staff and how does this change amongst the different roles of leadership?

This issue has been discussed a lot in the past decades and its relevance applies to both, the private and the public sector. In this study, the focus is on the public sector because there has been more research conducted according to the private sector. There are several challenges that public organizations have to face nowadays and that is why it is so important to have well performing and thus highly motivated public sector staff. The aim of this study is to find out about how motivation can be influenced by managerial activity and to what extent these activities change the level of motivation amongst the different leadership roles.

III.   Research Question

The research question that will be dealt with in this study is 'How do the different leadership roles and the included managerial instruments influence the level of public service motivation of employees?'. Accordingly, the dependent variable in this research will be 'public sector motivation' and the independent variable will be 'leadership role' but relating to this, the variable 'management instruments' is also examined.

This means in general that there is the focus on the different roles of leadership and their behavior but additionally, the focus will also lie on the managerial practices that are conducted by the different roles of leadership and how they affect public service motivation. So to say, the combination of leadership roles and their practices will be examined and how these two issues affect the level of motivation in the public sector. To avoid misunderstandings, it will be concentrated on the motivation level of public sector workers and not on the motivation of their managers. The sub-questions which will be answered during the further procedure in this study are mostly 'What is public sector motivation?' but also 'What is the competing values framework and which leadership roles are included in this theoretical framework?' to get information about the main variables in this study. Furthermore, there will be answers given to the questions 'Which practices are conducted by public managers related to enhance motivation of employees?' and 'How do managers with a high evaluated PSM behave and how do managers which practices conduct managers with a low expected PSM?'. At the end of this study, it will be tried to give an answer to the question 'Did this study get reliable results and what should be respected in future research?'.

IV.   Theory and Concepts

Public service motivation can be defined as the predisposition of an individual to respond to motives grounded primarily or uniquely in public institutions and organizations (Perry& Wise, 1990, p. 368). The main aspect is that the individual is doing well for others and shapes the well-being of society (Vandenabeele, 2014, p. 153). The PSM theory by Perry and Wise shows in an explicit way of what public service motivation 'consists'. The motives that are already mentioned in the definition can be categorized in three different areas: rational, norm-based and affective motives. Rational motives involve actions grounded in individual utility maximization such as the participation in the process of policy formulation in an organization or the commitment to a public program because of personal identification with the program (Perry& Wise, 1990, p. 368). The norm-based motives refer to actions generated by efforts to conform norms like the desire to serve the public interest or the loyalty to duty (Perry & Wise, 1990, p. 368-369). In contrast, affective motives refer to impulses of behavior that are grounded in emotional responses to various social contexts like the patriotism of benevolence or the conviction about a program because of its social importance. These kinds of motives exist because of personal attitudes and feelings towards public programs and do not really relate to norms or rationalities. Thus, a variety of these motives might explain public service motivation but it is also important to emphasize that all public employees are really driven by their needs.

Management plays an important role in motivating public workers. Whereby the theory by Perry and Wise gives general ideas about what public service motivation is, it is still not precise in order to find management instruments that enhance motivation. In order to fill this gap, the researcher Yair Re'em conducted a broad set of practical tactics which enhance motivation (Re'em, 2011, p. 49). This set refers to different categories: rewarding, recognition, feedback, relatedness/commitment, responsibility/ autonomy, achievement/challenge/goal setting, career advancement, training, how interesting and important work is, participation, interpersonal relationships, working environment, fairness and work-life balance (Re'em, 2011, p. 49). Within these categories there are different tactics mentioned that managers can use to have an impact on motivation. For example according to rewarding, Re'em suggests that a manager should give rewards that should be closely tied to behavior and performance and related to feedback, managers should focus more on the future performance than on eventual past mistakes. Besides, it is also important to provide informal recognition to employees because it has a huge impact on their well-being and motivation and it does not cost anything for the manager (Re'em, 2011, p. 49). Re'em gives a broad range of suggestions what managers can do but according to different leadership roles, there are no explanations at all. For this research the suggestions of Re'em are not broad enough because the aim of this paper relates not only to management instruments but also to the leadership roles of managers and how they have an impact on motivation.

As an alternative and a more comprehensive approach, this study will relate to the competing values framework. This model is based on the basic values that highly determine the effective functioning of organizations (Baráth, 2009). Besides, it shows the trade- offs, tensions, contradictions and paradoxes inherent in organizations and their leaders (Lavine, 2014, p. 194) and it comprises two dimensions which demonstrate the competing values or the tensions that characterize organizations in general (Lavine, 2014, p. 194). One axis represents the continuum between flexibility next to stability or control whereby the other axis articulates the continuum between efficient internal processes like human resources practices or internal control systems versus external positioning related to stakeholders like competitors, clients or customers (Lavine, 2014, p. 194). Every continuum shows the performance criteria which are opposite from that of the other ending of the continuum: internal versus external orientation on the horizontal axis or flexibility versus stability on the vertical axis (Lavine, 2014, p. 194).

When the two axis of the competing values framework are brought together, they form four quadrants. They have been named the human relations, open systems, rational goal and internal process quadrants (Kalliath et al., 1999, p. 145). In the literature of competing values it is suggested that the content of these four quadrants reflects the primary value orientations of organizations (Kalliath et al., 1999, p.

145). Furthermore, the four dimensions depict underlying values that guide the environmental management and internal integration of organizations but it is a matter of fact that the dimensions are not mutually exclusive but every organization expresses each dimension to some degree which means that some organizations emphasize some of the dimensions more than other (Kalliath et al., 1999, p. 145). That means that for example organizations that emphasize trust and belongingness tend to show a higher significance in the human relations quadrant whereupon the leadership style in such organizations relies on teamwork, participation, empowerment and concern for employee ideas (Kalliath et al., 1999, p. 194). If an organization is more dominant in adaptation to the external environment then it tends to be located in the open systems dimension. People that lead such types of organizations mostly value and support strategies of flexibility, growth, innovation and creativity (Kalliath et al., 1999, p. 145). Different organizations which set value on efficiency, performance, task focus and goal clarity are mostly dominant on the rational goal dimension which means that leaders in these kind of organizations value a task focus and goal clarity because they think that these values foster productivity and efficiency (Kalliath et al., 1999, p. 145). According to the last dimension, the internal process dimension, it is conspicuous that organizations which are located there, stress routinizations, centralization, control, stability, continuity and order (Kalliath et al., 1999, p. 145). On the basis of these values, employees are rewarded for obeying the rules and leaders protocol and measure various aspects of work because they believe that formalization and routinization lead to stability, order and continuity (Kalliath et al., 1999, p. 145).

The four core dimensions, in the following called 'quadrants', include different focusses, purposes and practices but also different leadership roles. The quadrant which is placed on the top right side of the model has the core dimension 'create' (Lawrence, p.9). The focus in organizations that see a high importance in the 'create' dimension is the idea of having a vision of something. This is supported by the purpose of innovation and growth which means that the practices are for example encouraging radical thinking, launching new ventures and change initiatives but also the renovation of old ways of doing things (Lawrence, p.10). The two leadership roles in this quadrant are the 'Innovator' and the 'Broker' and they have different main types of behavior. The 'Innovator' relates much on creativity which means that this type is living with change, thinks creatively and creates also changes (Baráth, 2009) . Compared to this role, the 'Broker' sees a high importance in building and maintaining a power base, negotiating general agreements and commitments and also in presenting ideas (Baráth, 2009).

The quadrant which is located on the bottom right side of the model contains the core dimension 'compete' which means that organizations which relate to this dimension focus mainly on goals and how to reach them (Lawrence, p. 10). Practices that are conducted here are mostly the managing performance through objectives, the investing for increasing rates of return and also the quickly confrontation with problems (Lawrence, p.10). It can be differentiated between two managerial roles in this quadrant, the 'Producer' and the 'Director'. The role of the 'Producer' relates highly productivity because it is important for this type to work productively, to manage time and stress and to foster a productive work environment. The 'Director' sees the main approaches in visioning, planning and goal setting but also in designing and organizing (Baráth, 2009).

The next quadrant is at the bottom left side of the competing values framework and has the core dimension 'control'. In organizations that are highly related to control, the focus lies on processes that are achieved whereby the purposes of work are efficiency and quality (Lawrence, p. 10). The practices that are executed are mainly the implementation of large scale technology and system as well as applying of continuous improvement processes and the adhering to standards. The roles in this quadrant are the 'Coordinator' and the 'Monitor'. The main tasks of a 'Coordinator' are managing projects, designing work and managing across functions. The 'Monitor' role sees the main objectives in monitoring personal performance but also managing collective and organizational performance (Baráth, 2009).

The last quadrant that is located at the top left side has the core dimension 'collaborate'. The focus here lies on values that are shared in an organization and the purposes of work here are community

and knowledge. Practices that are mostly conducted are building teams and developing communities, training and coaching, creating shared visions and values and also the creation of a harmonious work environment (Lawrence, p. 10). Communication and well-being are issues of high importance in organizations that relate to this dimension. The leadership roles that are contained here are the 'Facilitator' and the 'Mentor'. The first one aims in building teams, using participative decision making and managing conflicts whereby the 'Mentor' concentrates on understanding self and others, communicating effectively and the development of subordinates (Baráth, 2009).

In general, it is expected that the way a public organization unit is guided by a manager influences the level of public service motivation. Because not much research has been conducted on this topic, it is not possible to derive clear expectations (or hypotheses) of what exactly the relationship between PSM and management roles will look like. In other words, based on the presented theories we assume that there is a relationship between PSM and management roles and practices, but the direction of this relationship is unclear. This will be the main objective of the study: what are given the empirics of this study the expectations about the relationship between PSM and managerial roles. Can we find patterns that suggest that a particular style of management leads to a higher or lower levels of PSM? Thus, first we want to investigate if different roles of leadership lead to different levels of PSM, and second what does this relationship look like. Instead of testing hypothesis we intend to inductively develop expectations about the relationship, to be presented in the final parts of this study.

V.   Research Design & Case selection

In this study, a cross- sectional research design was used which means that several variables were measured at the same moment in time according to a set of units. In this case, the different units were different managers of public institutions and the variables were the different leadership roles with their subordinate variable, the management instruments.

With the help of literature, the competing values framework and existing management tactics, it will be examined how and if different leadership roles influence the level of motivation in the public sector and which instruments are used within these different roles. With the help of interviews, it will be also examined what managers actually do to enhance motivation and how they influence it by their leadership role. There will also be some impressions of what kind of leadership role which manager conducts and if there is a relationship between the different leadership roles and their practices and the level of motivation.

Seven different public institutions were researched whereby these institutions are mostly located in different areas of the public sector. The study was conducted with public institutions which are located in two German cities and therefore the interviews were held in German. There were two managers interviewed who are directors of administrative agencies of two universities. Another manager that is also part of this study directs an agency in the employment sector whereby there is another manager which guides a department in the health care sector. Additionally, there are two managers who lead different public-law institutions and one who manages an organization which is responsible for self-employed workers. In total, seven managers were surveyed in this study, five men and two women.

This study was conducted as exploratory research which means that the interviews will give information in order to get a certain kind of 'in-depth' understanding of the manager's behavior and how they see the motivation of their employees. After conducting the interviews the information was evaluated and analyzed in order to have appropriate findings to get information about an eventual relationship between leadership and motivation.

VI.   Operationalization and data collection methods

For getting information about the level of public service motivation, it has to be measured in an appropriate way. Perry developed a measurement scale for public service motivation which implies four dimensions: attraction to policy making, commitment to public interest, compassion and self-

sacrifice (Sangmook, 2009, p. 149). With the help of these components, several researchers tried to develop a modified version of it and finally, the former 24-item measuring scale by Perry was reduced into a 14-item scale (Sangmook, 2009, p. 154). This change was conducted because Perry's scale was criticized to not represent the rational base of PSM enough. The scale implies three or four statements per dimension, three statements each for the dimensions 'Attraction to policy making' and 'Commitment to the public interest' and four statements each for the dimensions 'Compassion' and 'Self-sacrifice' (Sangmook, 2009, p. 157). In former research, civil servants who evaluated the statements had to respond with a 5-point Likert-type scale from one to five where one means 'strong disagreement' and five 'strong agreement' (Sangmook, 2009, p. 155). Some examples of the statements are 'I am interested in making public programs that are beneficial for my country or the community I belong to' or 'Meaningful public service is very important to me' (Sangmook, 2009, p. 157).

Within this study, some aspects of the explained research were overtaken to get to know how managers see the level of motivation of their employees. They had to fill out a questionnaire with ten statements that relate to the four dimensions of Perry's measurement scale. Related to the dimension 'Attraction to policy making', there were two statements given: 'My employees engage a lot in public programs.' and 'My employees feel greatly satisfied if they see that people get benefits from the public program that they have been involved in.'. Additionally, there were three statements that should be ranked according to the dimension of 'Commitment to public interest'. These statements were 'Public service in general is very important to my workers.', 'The employees see a higher importance in public service being a civil duty than in their own interests.' and 'For my employees, it matters a lot if public official do what is best for the whole community.'. The third dimension 'Compassion' was evaluated with the statements 'My employees show some kind of a passion for their employment.' and 'During the working hours, my employees are not that enthusiastic'. Sometimes, negative statements were given in order to see if the managers fill out the questionnaire attentively and to check if they give the appropriate attention to the statements. Finally, three statements to the last dimension 'Self-sacrifice' were also responded: 'The willingness of my employees to sacrifice for the common good, is not high.', 'The workers serving other citizens would give them a good feeling even if they would not be paid for it.' and 'Making a difference in society means more to my employees than personal achievements.'. These statements were ranked by the different managers from one to five to give information about their impressions of public service motivation of their workers.

Leadership roles are the independent variable of this study and also a crucial part of the competing values framework. In general, the competing values framework contains of the dimensions 'create', 'compete', 'control' and 'collaborate' whereby each dimension contains the typical characteristics, the management skills and models as well as the leadership roles and behaviors (Lavine, 2014, p. 197). In the 'create' dimension, there are two leadership roles included, the 'Innovator' and the 'Broker'. Typical leadership behaviors for these roles contain thinking creatively and the creation of change whereby these attributes are typical for the role of the 'Innovator' (Lavine, 2014, p. 197). The characteristics of the 'Broker' are building a power base, negotiating of agreement and the presentation of ideas (Lavine, 2014, p. 197). In the 'compete' dimension, the leadership roles which are included name the 'Director' and the 'Producer'. The 'Director' shows behavioral skills like delegating efficiently, designing and organizing but also envisioning and planning whereby the 'Producer' concentrates more on working productively, fostering a good work environment and time management (Lavine, 2014, p. 197). Within the third dimension, the roles of the 'Monitor' and the 'Coordinator' can be found. The first leader role sees a big importance in managing the personal, collective and organizational performance whereupon the 'Coordinator' manages projects and designs work (Lavine, 2014, p. 197). Additional leadership roles can also be found in the last dimension, the 'collaborate' dimension which contains the 'Mentor' and the 'Facilitator' role. The first one develops subordinates, communicates effectively and fosters interpersonal and self-understanding, the 'Facilitator' however, manages conflicts, fosters participative decision making and teambuilding (Lavine, 2014, p. 197).

All leadership roles that are within the competing values framework were also part of the questionnaire that the managers had to fill out in preparation for the interview. In order to get information about which roles they think are the most important ones and which they identify most with, eight different boxes were created. Each box had a number of statements related to a leadership role from the CVF. But the boxes did not name the specific role by name, only the three key aspects were named and the managers had to choose three out of eight.

After the questionnaires were send back to the interviewer, they were evaluated to prepare the questions for the interview. The questions were conducted with regard to the boxes that were chosen by the managers and should help to find out which management practices the managers execute. For example, if the box chosen that contained the characteristics 'Teamwork, decentralized decision-making and conflict management', to the interviewer it was clear that this is the box that fits to the leadership role of the 'Facilitator'. As it was already explained, the 'Facilitator' manages conflicts, fosters participative decision making and teambuilding which means that the questions in the interview were for example 'How decentralized is the decision making process in your institution/department and what are you actually doing in this process?' or 'How important is teamwork in your daily work life? Are you actively participating in teamwork or do you delegate it more from the outside?'. All interviews were recorded with a recorder to make it possible to transliterate the interviews. Thus, the questions that were used in the interview were conducted based on the leadership roles and their management skills from the competing values framework.

VII.   Data analysis: Survey and Coding

This study concentrated on finding data and information about the level of public service motivation, different leadership roles of managers relating to the competing values framework and also about the management instruments which are used in each role.

The survey contained two sections: the first section included ten different statements which relate to the four dimensions of public service motivation. These statements were evaluated by the managers to show their impressions of the staff's motivation. With the use of a 5-point Likert-type scale, they evaluated motivation, whereby one was the position for 'I do not agree' and five was the position for 'I totally agree'. The rankings of the statements were then summed up and shown with a 'traffic light color' for the table which shows how they see their employee's motivation relating to that dimension. The 'green' value indicates that the manager has a quite positive impression about the PSM level, 'orange' means that the impression is neither positive nor negative, it seems to be quite neutral then. The 'red' value shows that the manager does not think that employees are motivated in this dimension or that there is only a little less motivation.

The second exercise of the survey was related to the leadership roles and the management practices within these roles. Eight different boxes were part of the survey whereby each box had a number of statements related to a leadership role from the competing values framework. The managers chose three out of eight boxes to show which skills and characteristics they think are the most important ones and with which they identify. The first two boxes in the survey were related to the 'create' dimension of the competing values framework. Box no. 1 included the key words 'flexibility, creativity, change' and referred to the leadership role of the 'Innovator'. The second box in the same dimension contained the words 'power-base, negotiating, presentation of new ideas' and showed therefore the skills of the 'Broker' role. With respect to the second dimension of the competing values framework, the 'compete' dimension, the third box included the key aspects 'productivity, time and stress management, productive work environment' and therefore clearly represented the 'Producer' role. Within box no. 4 the key issues were 'visionary leadership, efficiency and organization' and they corresponded to the role of the 'Director'. According to the 'control' dimension of the CVF, the fifth box which referenced to the 'Coordinator' role, included the issues 'managing projects, delegation of different functions, job design'. The second role of this dimension, the 'Monitor' role is distinguished

by the key aspects of the sixth box which were 'monitoring personal management, control, clear (hierarchic) roles and structures). Referring to the 'collaborate' dimension, the roles of the 'Facilitator' and the 'Mentor' were also transformed into boxes in the survey. The seventh box which related to the 'Facilitator' included the aspects of 'teamwork, decentralized decision-making, conflict management' whereby the eight and last box, referring to the 'Monitor', included 'communication, understanding, common values and norms'.

In the interviews, the questions that were asked related to the chosen boxes in the survey because the survey gave a first impression which leadership roles the manager prefers but it was also necessary to get information about the particular instruments which the managers conduct. Therefore, the questions in the interview were created in order to get information about the instruments and to understand what they are actually doing in their position.

The analysis process of the independent variable 'level of public service motivation' started with evaluating the data given in the survey. The managers had the possibility to rank the different statements from one to five whereby one meant 'I do not agree' and five was the position for 'I totally do not agree'. There were ten statements, two relating to 'Attraction to policy making' and three each relating to 'Commitment to the public interest', 'Compassion' and 'Self-sacrifice'. The ranks that the managers gave to the statements were evaluated and analyzed with the help of a table and three different colors which relate to the traffic lights system. The color green symbolizes that the manager has the impression that PSM in the specific topic is positive and strongly existing whereby the color orange means that the motivation level is from his/her point of view quite neutral. The red color shows that the manager thinks his/her employees do not have motivation in this area at all or at least only a bit.

To get an overview about the PSM results, a chart was conducted which shows the four dimensions and the manager's positions. With the help of this chart it is possible to see the general or overall degree of public service motivation that is seen from the eyes of the manager. If the column of one manager contains more green words than orange or red words, then the general impression of the manager is quite positive, if orange or red are overbalanced in one column, then it is visible that the manager's impression is not that positive. Furthermore, this table shows which dimension has the most positive PSM evaluations and which dimension is seen more negatively by the managers.

For analyzing the dependent variable 'leadership roles', there was also a chart made to get a general overview of which leadership roles were chosen more often or which leadership roles were not chosen at all. The horizontal row at the very top of the chart contains the eight different leadership roles of the competing values framework: the Innovator, Broker, Producer, Director, Coordinator, Monitor, Facilitator and Mentor. Furthermore, each row relates to one of the seven managers that filled out the surveys and that were interviewed. Then it was evaluated which three leadership roles were chosen by which manager and in the respective column, an 'X' was made. This method made it possible to show which leadership role was chosen mostly and which roles were chosen by the different managers.

In order to analyze the interviews, the procedure was more time consuming and costly in terms of labor. First of all, all interviews were transliterated in order to get the information of the conversations in a truthful way and to have the possibility of referring to them if it is necessary. Then, the interview transcripts were coded manually with the help of different colors which marked statements in the interview that related to certain variables. Because of that, it was easier to see which variables were mentioned how often in an interview. The next step was the creation of a big table containing 24 variables which were all mentioned in the interviews with the managers and which relate to the leadership roles of the competing values framework. Therefore, all variables were ranked with the help of a special scale that was conducted. It went from '++' which shows that there is a high importance of this variable until '- -'which indicates that the manager sees no significance of this variable at all. If the manager is not really sure of how to evaluate this variable, there was a '0' given. With the help of

this table, the interviews were better internalized and it gives a general overview about which variables are preferred by each manager.

VIII. Findings

1. Public Service Motivation

Four different categories were used to evaluate the staff's motivation from the manager's points of view. The summary of the findings which regard to the four dimensions can be found in the next table. Below we will elaborate on this table.

Table 1: Results of the manager's evaluations on PSM

	Attraction to Policy making	Commitment to the Public interest	Compassion	Self-sacrifice
Manager A	green	orange	green	orange
Manager B	green	green	green	orange
Manager C	orange/green	green	orange	red
Manager D	orange/green	green	orange	orange
Manager E	orange/green	green	orange/green	orange
Manager F	orange	green	orange	green
Manager G	orange/green	orange	orange	orange/red

The first dimension that should be evaluated was 'Attraction to policy making'. Two statements were chosen: 1) 'My employees really engage in participating in public programs.' and 2)'Seeing people get benefits from the public program my employees have been deeply involved in, brings them a great deal of satisfaction.' Because we used multiple statements for measuring this dimension the interpretation could not always be straightforward. Therefore, in some cases there are 'combinations of colors'. The outcomes show that six of the seven managers have (inter alia) the 'green' value in their columns. Four of them have a combination of the 'green' and the 'orange' value and only one manager has 'orange' as the single value in this dimension. Those six managers who have 'green' values in their columns believe that their staff is attracted to policy making. For two managers this is absolutely clear, while four managers have some small reservation. There is only one manager who has some doubts about his staff in this dimension. All in all it is clear that with respect to this dimension of PSM that almost all of the managers in this study hold the belief that their staff is attracted to policy making.

Another dimension that was evaluated in the survey was 'Commitment to the Public interest' which included three statements that have been appraised: 1) 'Public service is very important to my employees.', 2) 'My workers see a higher importance in public service as their civic duty than in their

own interests.' and 3) 'My employees prefer seeing public officials do what is best for the whole community, even if it harms their interests.' The results indicate that five of seven managers have 'green' as the single value in this dimension and only two managers have 'orange' as the single value which means that five managers think that their employees show a high degree of commitment to the public interest and that they have a high level of motivation in this dimension. Two managers have the impression that their staff is not that enthusiastic and motivated in this dimension, they seem to have some doubts about motivation. In general, this is the dimension with the most positive results of motivation and it indicates that almost all of the managers think that their staff is highly motivated in commitment to the public interest.

The third dimension of PSM was 'Compassion' which included again only two statements: 1) 'The employees show a certain kind of passion in their occupation.' and 2) 'During working hours, the staff is not that enthusiastic.' Within this dimension, only two out of seven managers chose 'green' as a single value and only one manager has 'green' in combination with 'orange'. Furthermore, four managers chose 'orange' as their single value. Compared to the other dimensions, this one shows a quite low amount of 'green' values which means that only two managers are totally convinced about their staff being compassioned at work. Most of the managers have doubts about their employees having motivation in compassion whereby one of them is somewhere 'in between'. This means there are some little reservations of this manager towards his staff's motivation. In total, this dimension indicates that most of the managers have some disbelief against the compassion of their staff in doing work in the public service and only two think that there is compassion.

The last dimension 'Self-sacrifice' contains the statements: 1) 'Serving other citizens give my workers a good feeling even if no one would paid them for it.', 2) 'My employees are not really prepared to make enormous sacrifices for the good of society.' and 3) 'Making a difference in society means more to my staff than personal achievements.'. There is only one manager who has a 'green' value in this dimension, whereby the most chosen value is 'orange' which was taken by three managers as a single value. Two managers have 'orange' as a value combination, once with 'green' and once with 'red'. One of the managers even has the 'red' value in this dimension which is the only one amongst all dimensions. Most of the managers in this dimension have doubts about the self-sacrifice of their employees, whereby one also thinks that there is a positive tendency of his staff but another one sees an even more negative tendency. Only the one manager with the 'green' value thinks that his staff has a high motivation in self-sacrifice and another one even has quite negative impressions about that and evaluates the self-sacrifice as almost not existing. Thus, in this dimension of PSM it is clear that almost all of the managers have doubts of their staff being self-sacrificed and even one is quite sure that there is no amount of self-sacrifice.

The overall impression of PSM that can be received is that most of the managers chose the 'orange' value which indicates that they are in general thinking positive about their staff's level of motivation, but there are also some doubts about it. The 'orange' value was voted 17 times either as a single value or in a value combination and therefore it can be said that the position of the managers towards public service motivation is quite neutral, not positive but also not negative at all. The 'green' value that shows a positive impression of the managers was chosen 15 times in total. This is a bit less than the 'orange' value but it implements that the tendency of the manager's impressions has a direction towards the positive attitude. Even though there are some more 'orange' values, the 'green' values indicate a general positive attitude of most of the managers in this study towards PSM. This impression is also supported by the fact that the 'red' value which indicates a negative impression was only chosen twice in the whole study. This shows that almost no manager had a very negative impression of employee's motivation.

2. Leadership roles

The managers were asked to rank three out of eight boxes with which he/she identifies most with and which he/she thinks contain the most important issues based on leadership roles. Each box had a number of statements related to a particular leadership role from the competing values framework. The labels of the leadership roles such as 'Mentor' or 'Broker' were not mentioned, implying that the manager could really concentrate on the issues inside the box without being distracted from 'fancy labels'. The outcome of this exercise in which the managers chose the leadership roles can be found in the next table.

Table 2: Overview of leadership roles and their occurrences

	'create'		'compete'		'control'		'collaborate'	
	Innovator	Broker	Producer	Director	Coordinator	Monitor	Facilitator	Mentor
Manager A			X				X	X
Manager B				X		X		X
Manager C			X	X		X		
Manager D					X		X	X
Manager E	X						X	X
Manager F					X		X	X
Manager G			X	X	X			

Leadership roles of the 'collaborate' dimension were chosen by most of the managers: five out of seven managers considered to the 'Mentor' role and four of them considered to the 'Facilitator' role. In contrast, the leadership roles which are included within the 'create' dimension are roles which got the fewest 'votes' by the managers. This means in detail, the 'Innovator' role was only chosen by one manager and the 'Broker' role was not chosen at all. The 'compete' dimension which included the 'Producer' and the 'Director' role, is the dimension which got the second most votes: both leadership roles were voted by three managers. The results for the 'control' dimension were quite similar to the results of the 'compete' dimension. The 'Coordinator' was chosen three times, the 'Monitor' role only twice. Thus, the managers in general valued the key aspects of the 'Facilitator' and the 'Mentor' role most, whereby the characteristics of the 'Innovator' and 'Broker' were not really favored by them.

Another aspect which attracts attention is the fact that leadership roles which 'relate' to each other because they are located in the same dimension of the competing values framework and also have the same or similar numbers of rankings by the managers. In the 'create' dimension, the roles have one and zero votes, the 'control' dimension roles have three and two and finally, the 'collaborate'

dimension has four and five votes of the managers. In the 'compete' dimension, even both leadership roles have exactly the same numbers of votes: each role has three.

By ranking the leadership roles, the managers also gave their preferences towards them. This means that the role that was chosen firstly is also the most important one or the one they mostly identify with. If the first preferences of all managers are compared it is possible to see which leadership role is preferred in general and if there is maybe another leadership role which was not chosen that often but maybe has more first preferences than other roles. The following table gives an overview of the leadership roles and their preferences given by each manager.

Table 3: Summary of the manager's preferences in leadership roles

	First Preference	Second Preference	Third Preference
Manager A	'Mentor'	'Producer'	'Facilitator'
Manager B	'Director'	'Mentor'	'Monitor'
Manager C	'Producer'	'Director'	'Monitor'
Manager D	'Mentor'	'Facilitator'	'Coordinator'
Manager E	'Innovator'	'Facilitator'	'Mentor'
Manager F	'Mentor'	'Coordinator'	'Facilitator'
Manager G	'Producer'	'Director'	'Coordinator'

Three out of seven managers chose the 'Mentor' role as their first preference, followed by two managers who chose the 'Producer'. The 'Director' and the 'Innovator' were chosen once. This shows that the 'Mentor' is the most dominant role of the managers because in comparison to the other leadership roles it was chosen by most of the managers as the first preference. This fact supports the former impression that the 'Mentor' role is the most 'popular' one because it is also the most chosen role. It is surprising that the 'Facilitator' role which is the second most chosen role in the whole study was not chosen at all as a first preference. In contrast, the 'Producer' was only chosen three times in the whole study and twice chosen by managers as their first preference. These results give the impression that the 'Producer' and not the 'Facilitator' role seems to be the second most important role after the 'Mentor'. But all in all it does not seem to be enough to only compare the first preferences or the amount of votes that every role received in order to know which roles are more favored in this study.

Another way of interpreting the results and of getting a recessed impression of the manager's preferences is to attach weights to the different rankings. This means that every role which is a first preference gets three points per choice, every second preference gets two points and every role which is a third preference gets one. All of the leadership roles have then a certain number of points that show which roles have the highest preferences by the managers. But it is also important to include the numbers of votes which every role received in this study because these numbers show how often a leadership role was voted and if it was generally favored by the managers. The preference points only show how important or significant a role is to the managers who voted it. Thus, both approaches should be considered by summarizing the number of votes in this study and also the number of

preference points which each role received. Then a total score can be created which makes it possible to create a ranking list of all leadership roles.

It could be possible that there is a leadership role which was chosen only three times but has a high score of preferences and it is also possible that a role which was chosen very often only has a low score of preference points. Therefore it will be interesting to see if the evaluation of preferences supports the first assumption that the 'Mentor' and the 'Facilitator' role are still the favored roles in this study. The given preferences as well as the amounts of preference points and votes and the total scores can be found in the table below.

Table 4: Final results referred to leadership roles

	Preferences	Number of preference points	Number of votes in general	Total score
'Mentor'	1st preference: 3 2nd preference: 1 3rd preference: 1	12	5	**17**
'Producer'	1st preference: 2 2nd preference: 1 3rd preference: 0	8	3	**11**
'Director'	1st preference: 1 2nd preference: 2 3rd preference: 0	7	3	**10**
'Facilitator'	1st preference: 0 2nd preference: 2 3rd preference: 2	6	4	**10**
'Coordinator'	1st preference: 0 2nd preference: 1 3rd preference: 2	4	3	**7**
'Monitor'	1st preference: 0 2nd preference: 0 3rd preference: 2	2	2	**4**
'Innovator'	1st preference: 1 2nd preference: 0 3rd preference: 0	3	1	**4**
'Broker'	--	--	--	--

a) The 'Mentor'

The role which comes in first is actually the 'Mentor' role. This role received by far the highest score of preference points as well as the highest score of votes in general, which means that many managers favored this role in the study but also that they all see a high importance and significance of this role.

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Therefore, their management instruments mostly relate to his role and the five managers which chose this leadership role showed some similarities in their management practices.

All managers who chose the 'Mentor' leadership role emphasized that communication is a fundamental value in their organizations. For that reason team meetings are held and some managers emphasized that they convene meetings daily with all employees and other managers claimed that once a week a team meeting is conducted. In general, they all use communication in order to be always up-to-date and to be informed about changes. Also a general understanding of each other is an important issue to all managers who chose the 'Mentor' role. They all described themselves as pretty understanding towards their employees regardless of the situation the understanding was needed. Some managers described that relating to special cigarette or coffee breaks hey are quite flexible by accepting them as well as flexible working times if this is requested by the workers. But all of them also emphasized in matters of understanding that they also expect the employees to work on their tasks adequately and that deadlines have to be obeyed. As long as this is considered, the managers have a big understanding towards their employees. Furthermore, common values and norms also have a high significance in the daily work life of these managers. The values and norms differ a bit amongst all institutions: in some organizations reliability and accessibility play an important role as well as openness, political correctness and honesty. But some values are quite similar in all of these organizations for example transparency, appreciation and also the fact that some of the managers see themselves as a kind of a 'prototype' for their coworkers. To support these values, for example transparency, the managers try to provide absolute honesty from the employees by demanding it from them. But they also underline that it is not their intention to force values upon employees and that it is not possible that all together share the same values in exactly the same way. For all that, it is important to share some basic values at least to some extent.

  b) The 'Producer'

The 'Producer' has the second highest total score in the table which is at the first sight a quite surprising result because it was only chosen by three managers. Two of the three managers that chose the 'Producer' see this role as their first preference which means that these managers showed a high importance of this role. Therefore, the 'Producer' has the second highest amount of preference points. In general, it indicates that the three managers also see a high significance in the management practices of this role and use them a lot in their daily work life.

A fundamental aspect in the 'Producer' role is productivity and a productive work environment. All three managers see productivity as crucial and do different things for fostering it. One of them emphasizes that the formulation of common organizational goals and the communication about it is very important as well as providing software programs which support the employees. Another manager claims that there are periodic times of the year in which his employees are not that productive because the workload increases. In these difficult situations, he fosters the productivity by showing his presence and providing good basic conditions, for example in summer he provides some ventilators or ice cream but also some additional employees are hired to share the workload amongst more people. Furthermore, there are special employee talks in which he has conversations with every single employee in order to be informed about personal and professional concerns and to evaluate the performance. These conversations do not only support the productivity but also create a certain kind of trust between the employee and the manager. Another manager who chose the 'Producer' as a first preference, it is fundamental to describe important procedures very clearly and if there are new procedures then they also have to be clearly evaluated and defined. Additionally, transparency is important and having fun and laughing together at work is also very useful in order to foster productivity.

c) The 'Facilitator' and the 'Director'

These leadership roles which are on the third and fourth position in table are the 'Facilitator' and the 'Director' role and both have the same total score of 10. Not only the total score but also the numbers of preference points and votes are quite similar according to these two roles, they only differ by one point in each category. The 'Director' shows a little higher amount of preference than the 'Facilitator' but this role has one more vote in general than the 'Director'. This means that even though the 'Director' has one less vote than the 'Facilitator' but one more according to the preference points, the three managers who chose the 'Director' role see a relatively high significance in this role and its focuses. The 'Facilitator' was chosen by one more manager which indicates that it is in general a bit more favored than the 'Director' but the amount of preference points is a bit lower than the amount of the 'Director'. Therefore, the four managers who chose the 'Facilitator' do not see such a high importance of the role as the three managers who chose the 'Director' do. Although they have the same total score in the ranking list, the management practices of both leadership roles concentrate on different things.

Four of seven managers chose the 'Facilitator' role which inter alia includes the importance of teamwork. All of them support the assumption of teamwork being to some extent an important issue in their organizations. Some of them explain that if employees are absent because of illnesses or they are on vacation, it is only possible with teamwork to get the whole workload of the department done. This means that more than just one person needs to be able to do different tasks so that one task can be shared by many employees if this is necessary. The manager's task related to teamwork is mostly to delegate it from the outside and to provide an unobstructed working procedure and not being involved actively. Only one manager claimed that teamwork is fundamental in his organization because every team in every department is an interdisciplinary team of different employees doing all different tasks and therefore the significance of teamwork is even higher in this organization compared to the others. With respect to decision making processes in the different organizations, all managers set value on decentralization. Even though the single procedures differ a bit, the general processes are quite similar in all organizations. In situations, in which a decision needs to be made or a task has to be done, the managers activate it in the team meetings and encourage their workers to give some suggestions. Based on these suggestions, the 'result' is designed by the employees as long as the manager does not have any objections or recommendations for improvement. Important in this process is that the managers gives a lot of autonomy to the colleagues but they always have a look over their shoulders. Finally, the draft of the result is presented to the managers and in the end they are the only ones that have the competence to 'make' the final decision but this is based on the work of the employees.

Dealing with conflicts is also an issue which all the 'Facilitator'- Managers share but the starting point of solving a conflict differs between them. They all think it is best if the parties which are involved in the conflict firstly try to solve it by themselves. If this is not possible, then the managers have talks with each party and try to get an objective overview of the situation by really considering all major aspects of it. Then, a solution is suggested by the manager and in most cases the parties of the conflict accept it, but even though they would not do that the manager would come to a decision. One manager emphasized that he has a kind of 'harmony addiction' but he claims that having a high concentration on keeping the harmony inside the department is a tried and tested strategy. Another manager explained that if there is the case that the conflict parties do not come to a solution, then he is making a decision but always with a big respect of justice because he thinks that keeping justice in the department also keeps the peace in there.

One central issue of the 'Director' leadership role is a visionary leadership. Two managers explained what they think visionary leadership looks like and how they implement it. The first one explained that

visionary leadership should carry and strengthen the workers and also support and postulate them. In his organization, all this is regulated with self-monitoring of his employees. The other manager described visionary leadership as a good connection to the middle, upper and lower management and that all levels do not forget about the main organizational goals, even though this is not that easy in the everyday work life. Therefore, she provides a good communication between all of these levels and tries to keep the organizational goals in her employee's minds.

Efficiency is another key aspect of the 'Director' role. One manager thinks that a high transparency is crucial for providing efficient work and to be sure about the goals the organization should achieve. Also the guarantee of motivation and the fostering of it is a support for high efficiency as well as clear basic conditions which should be created. Another manager explains that to her, efficiency is very important because it means saving costs. Therefore, her employees work with the latest IT software in different working areas. These software items represent a high quality improvement in efficiency because personnel costs can be saved. A different manager thinks efficiency is hard to provide because in her organization there are not the conventional administrative tasks conducted which means that there are no procedures that always recur. Thus, efficiency is not an important issue in this organization.

    d)   The 'Coordinator'

The fifth position in the ranking list has the 'Coordinator' role with a total score of seven. Compared to the other roles, the 'Coordinator' had no really satisfactory results in this study. The 'Mentor' role in the first position has even ten points more than the 'Coordinator'. The amount of preference points and votes in general do not really differ from each other, there is only one point distinction. In the preference part, this role has one point more than the amount of general votes which indicates that the three managers who chose the 'Coordinator' also see a certain degree of importance in this role. The amount of preference point is indeed not that high as in the four superordinate positions but in relation to the number of votes that this role received it is quite satisfying. Therefore, the three managers which chose the 'Director' see not a really high importance in conducting the practices of this role but they relate to this role to some extent in their management practices.

The management of projects is one of the fundamental issues in this role. All managers indicated that projects are part of the daily work life, to some managers more and to some less. One of them emphasized that project management is a main tasks in her organization and that her department mostly deals with the introduction of new projects. According to that, she delegates her employees and counts on their autonomous work behavior to plan and design the projects. Another manager examines that projects are also a part of the work life but are not that important in this organization. Mostly, projects are conducted with external partners who do not work in his organization but there are also some projects which are arranged by his employees. He sees his task in delegating these procedures from the outside and letting his employees work on that. The third manager in this section claims that projects are not that often the case in his daily work life but in his organization, an operational healthcare management should be introduced soon.

The delegation of employees with different functions is important to all managers that chose this role. One of them explains that her employees work independently but that she generally delegates the functions. In some cases when another director or manager needs some special exercises that need to be done, she has to delegate who of the employees is appropriate for this task. It gets more difficult if new tasks occur and it is not clear, even to the manager, who is able to do the new task. Another manager explains that in general, everyone in his organization has a task and a function but there are several tasks which many employees should be able to work with because of sharing the workload in

special situations. This manager also claims that he delegates much more than his precursor because he has worked for 16 years in the free market economy and learned how to delegate efficiently. Therefore, he overtook some of the skills from his former job and uses them now in the public institution he is working in. To another manager delegating workers autonomously is quite difficult because he has to obey strict laws and rules. There are always a few employees which have one function and which are able to work only in this function. He therefore has no freedom in delegating his workers.

e) The 'Monitor' and the 'Innovator'

The lowest amount of total scores have two roles, the 'Monitor' and the 'Innovator' role. Both have a total score of four but the composition of these scores are quite different. The 'Monitor' was chosen twice and has the same value as amount of preference points. This means that the preference of the managers who chose this role is very neutral, they consider this role and relate to a low extent to it, but they do not seem to have a high preference for it because it was twice chosen as a third preference. Therefore, the management practices included in the 'Monitor' role are considered but do not play a very important role. In contrast to that, the 'Innovator' role was only chosen once by a manager but this was his highest preference which indicates that he totally relates to this role and sees a high significance of it in his work life. This also indicates that the practices of this manager relate to a high extent to the practices which are part of the 'Innovator' role.

A typical issue which is related to the 'Monitor' role is a clear and hierarchical structure within the organization. One manager examined that because of a fusion of his company with another one some years ago, clear roles and structures were determined and therefore all employees know their function and their role in the organization. It is also necessary that everyone knows the focus of his function and in order to provide this it is important to deal transparently with it so that all information about the roles and structured are available for everyone. The other manager also explains that maintaining the hierarchy of her company is needed because otherwise it would not be clear who has which responsibilities and who has which competences. With regard to this, it should also be provided that employees are not overstrained. The task of the manager is to provide that the hierarchy is maintained by providing rules and structures to her subordinate departments. She also examines that 90% of her employees wish to have clear roles and requirements in order to know what they are allowed to do. Control is another aspect which is part of this leadership role. In order to provide control in his organization, one of the managers claims that he has clear requirements and demands according to his employees and that they are discussed in a meeting at the end of each year so that the employee is informed about them. In these meetings it is discussed which organizational goals should be achieved and the results of the employees can always be apprehended and checked in the controlling department of the organization.

Only one manager chose the role of the 'Innovator'. According to flexibility which is included in this role, he explains that his agency is quite flexible, even though they have to obey a strict legal framework. But how special things are regulated for example how employees are applied or where there are the focuses in their work, this is up to him and his colleagues.

Creativity is also necessary to this manager because he thinks that a certain degree of creativity belongs to an agency with a strict legal framework in order to further develop the whole organization. From his point of view, some procedures have to be reconsidered and tasks which were conducted for many years should be changed. Creativity is also important to preserve the motivation of his employees because if people do the same tasks every year, motivation will definitely decrease and this is something he wants to prevent. His organization has for example an unique department which only

a few in Germany have. Additionally, the dealing with changes in this organization is not that flexible, it depends on the situation. Because the manager has a lot of experiences in working in this kind of organization, he sometimes tries to change some processes. In some situations, the employees were not that convinced and did not understand why a change in this situation could be helpful. But later on they realized that concentrating on changes and new things is absolutely positive. Furthermore, he thinks that organizations need to go through changes because otherwise the procedures get too old fashioned.

IX.   Analyses

Evaluating the findings of this study, it is obvious that the 'Mentor' role is the most favored role amongst all managers. But this result should also be pulled together with the results of PSM of the different managers and their choices of leadership roles in this study. The table below shows the hierarchy of managers according to their estimated PSM level of their staff and also their choices of leadership roles with the corresponding preferences.

Table 5: Confrontation of PSM results and preferred leadership roles

	PSM hierarchy of managers	Choices of Leadership Roles with preferences
1.	Manager B	1) Director 2) Mentor 3) Monitor
2.	Manager D	1) Mentor 2) Facilitator 3) Coordinator
3.	Manager A &	1) Mentor 2) Producer 3) Facilitator
	Manager E	1) Innovator 2) Facilitator 3) Mentor
4.	Manager F	1) Mentor 2) Coordinator 3) Facilitator
5.	Manager C	1) Producer 2) Director 3) Monitor
6.	Manager G	1) Producer 2) Director 3) Coordinator

The managers within the first three positions of the PSM hierarchy all chose the 'Mentor' role, two of them even as their first preference. The last two positions in the PSM hierarchy did not chose the 'Mentor' at all which means that these positions with the most negative expected PSM level see no relevance in this role. One could get the impression that there is a positive relationship between the 'Mentor' role and a high expected level of public service motivation because in the table it can be seen that all managers with a positive or high evaluation of their staff's motivation relate to the 'Mentor' role. Furthermore, this would imply that the instruments that are used in this role and relate to communication, common values and norms but also to understanding lead to higher motivation. This impression gets supported by the fact that the managers with the most negative impression of PSM do not use see any significance in using instruments which relate to the 'Monitor' role. Therefore, the first hypothesis that can be derived is:

H1: 'The 'Mentor' role and the included management instruments relating to communication, understanding and common values lead to a higher level of public service motivation.'

The 'Producer' was chosen as the second favored leadership role in this study. Because of that we could come to the conclusion that the PSM levels of managers who have a high preference in this role are also quite positive, like it was with the 'Mentor' role. But by looking at the table we can see that the 'Producer' was mostly chosen by these managers who show the lowest PSM level and they chose it even as their first preference. In contrast to that, within the first three positions in the table, this role was only chosen once. This means that the managers with the lowest PSM levels see a very high significance of this role and strongly obtain to productivity. Relating to that, we can suppose that there is a negative relationship between managers that relate to the 'Producer' role and use mainly instruments which relate to productivity and the level of PSM that these managers have. The second hypothesis of this study is:

H2: 'The 'Producer' role and the included instruments which relate mainly to productivity lead to a lower level of PSM.'

If we have a look at the combinations of leadership roles that were chosen by the managers we see that the 'Mentor' and the 'Facilitator' role are often chosen in combination by a manager. Four of seven managers chose the 'Mentor' as well as the 'Facilitator'. These two roles are part of the 'collaborate' dimension in the competing values framework and therefore they relate to each other. If we compare the other results of the leaderships chosen, we also see that the 'Producer' and the 'Director' were also chosen together by two managers. These two roles are also located in one dimension, namely the 'compete' dimension. Related to that, there are no other combinations of roles which are in the same dimension, the 'Coordinator' was never chosen together with the 'Monitor' by one manager and the 'Innovator' was also never chosen with the 'Broker'. In the table it can be noticed that the combinations of 'Mentor' and 'Facilitator' are chosen by the first four positions in the PSM hierarchy which means that managers with a high expected PSM level chose this combination, whereby in contrast the combination of the 'Producer' and the 'Director' was chosen by the two managers who have the lowest level of PSM. This could mean that the 'Mentor' and the 'Producer' role are supported in their effect on public service motivation by their related roles of their dimension and that the roles of one dimension strengthen each other. Therefore, we come to the hypothesis:

H3: 'Leadership roles of the competing values framework which are located in the same dimension have similar effects on public service motivation.'

The last two positions in the PSM hierarchy show the managers with the fewest amounts of PSM levels. The group of managers which was part of this study consisted of five men and two women. By analyzing the different persons and their expected PSM levels it can be recognized that the managers which show the lowest amount of PSM are the two women which were part of the study. Within the interviews they often referred to working productively and to concentrate on efficiency. But from their points of view and compared to the men of this study, these female managers expected the lowest amount of PSM. The men in this study all related to a certain extent mostly to communication, teamwork, conflict management and decentralized decision making whereby the ladies mostly talked about efficiency, visionary leadership, productivity and organization. There could be different causes for the fact that the women mostly concentrate on these issues and not the male managers. One reason could be that women in management positions often have to be more authoritarian in order to be taken seriously and therefore they concentrate more on structure, organization and that the outcomes of the organizations are appropriate. Furthermore it could be the case that the female managers have a more skeptical view and are maybe more realistic than their male colleagues who maybe have a tendency of

'embellishing' the reality and maybe they see their staff's motivation more positive as it really is. But despite these speculations, it seems as if there are differences between male and female implementations of management in general and maybe also different perceptions of motivation. Thus, we come to the hypothesis:

H4: 'There might be differences between the male and female implementation of leadership roles.'

X.   Conclusion

1.   General conclusion

Referring to the main research question of this study: 'How do the different leadership roles and the included managerial instruments influence the level of public service motivation of employees?, the results are not that explicit. The relationship of the variables 'leadership roles' and 'public service motivation' seems to exist somehow but it is not really clear if there is a real negative or positive relationship.

If the results in table five are examined, it is unambiguous that the 'Mentor' role was mostly chosen by managers who evaluated a higher level of PSM. All managers of the first three positions chose amongst others the 'Mentor' role and this leadership role was furthermore the most chosen one in this study. This fact shows that there somehow seems to be a connection between managers who see a high significance in the 'Mentor' role and their high expected level of public service motivation. Another supportive argument for this assumption is the fact that the two managers with the lowest expected level of motivation both do not have the 'Mentor' role in their preferences at all. In the previous parts of this thesis it was also discussed that the 'Producer' and the 'Director' role seem to have a negative impact on public service motivation because they were less chosen by the managers with higher PSM levels and were always the first and second preference of the managers with the lowest evaluated PSM.

By looking more closely at the table it can be noticed that even though these two facts referring to the 'Mentor', 'Producer' and 'Director' role are right, it is also a matter of fact that the roles can be found in the preferences of managers who have a high expected level of PSM. For example, the managers who shows the highest level of PSM has the 'Director' role as the first preference and also one manager who is placed at the third position chose the 'Producer' as the second preference. Furthermore, one manager who seems to have not that high level of PSM compared to the others, chose the 'Mentor' and the 'Facilitator' as first and second preference. This indicates that even though there is a tendency of managers who chose the 'Mentor' role and have a high level of PSM, all leadership roles were chosen by all managers which means it is difficult to determine a certain pattern in these results.

Additionally, it is not really possible to answer the question 'how' the different leadership roles and the managerial instruments influence public service motivation. The managers explained a lot about procedures and practices in the interviews and there were some of the practices were mentioned often by managers and many of them related to the role characteristics of the 'Mentor'. But we do not really know how and which exact management instruments lead to high public service motivation. In this study, we get several ideas of which instruments are used by which managers and if they have a high expected level of PSM or not, but the results do not show that there are one or two specific practices that definitely enhance motivation.

All in all we can indicate that there seems to be a correlation with a positive tendency between especially the 'Mentor' role of the competing values framework and high public service motivation and maybe also a correlation with a negative tendency according to the 'Producer' and the 'Director' role and PSM. But in general, it cannot be clearly examined that there is a positive or negative relationship between leadership roles and public service motivation. What is a definite finding and result of this study is that it can be rejected that there is not relationship between the two variables at all. If this was the case, then no relationship and not tendencies could be examined.

2. Reflection of the study

This study gives an overall idea of how leadership roles influence public service motivation but as it was mentioned, the results were unfortunately ambiguous. It could not be examined if there is a real relationship between these variables, but it was possible to get a general impression that there is somehow a tendency of a correlation.

According to the measurement of the PSM levels which have been evaluated by the managers in this study, the dimensions by Perry were used in order to see how they evaluate their staff's motivation according to self-sacrifice, commitment to the public interest, compassion and attraction to policy making. In this study, there was a focus on how managers think about their employees motivation and on what they are doing in order to enhance it. But a fundamental aspect of motivation in general is that it is an individual phenomenon (Re'em, 2011, p. 4). Every employee is unique and has different values, needs, expectations, attitudes and goals which means that a manager cannot assume that the motives that he/she has also motivates the employee and what motivates one employee may not necessarily motivate another (Re'em, p. 4). Therefore, it could have been more useful to not only interview the managers and to ask them about their impressions but also to ask some of their employees of how they see their level of motivation and what they say about management practices that are conducted to enhance motivation. Then there could have been a deeper approach to the whole topic and the individual component of motivation would have been included in this study.

Within this research, the competing values framework was used to conduct if the included leadership roles and their practices somehow influence public service motivation. This framework was very useful because it provided eight different leadership roles, their focuses and also their typical characteristics and behaviors within the different roles. This theory was chosen because the approach by Yair Re'em which also seemed to be useful for answering the main research question was not broad enough for this study. But if these two approaches are compared it can be noticed that one aspect was not included within the competing values framework and also not explicitly mentioned by one of the managers in the interviews: rewarding. Rewarding in general concerns tangible incentives like increases in pay, promotions, superior work assignments and provision of additional responsibility (Re'em, 2011, p. 36). Rewards do not always have to be related to money because often it is not always available in public sector organizations and it may also not be an employee's prior motivator (Re'em, 2011, p. 36). Therefore, it is the manager's task to find out which aspects motivate the staff and to make a match between the desires of employees and the offered reward (Re'em, 2011, p. 36). Rewards seem to play an important role and also contribute to motivation which means that it could also have been included as a supplement in this study to the competing values framework.

The whole research was conducted to get information about an eventual relationship between leadership roles and public service motivation. But it was also an aim of this research on the one hand to get information about PSM by examining what it consists of and how it can be influenced but on the

other hand to conduct which leadership roles from the competing values framework are most represented in the public sector and which management practices are actually conducted. By looking at the outcome of this study we can indicate that even though there were no clear results based on the relationship of the two variables the other aims in this research were all achieved. Furthermore, it gave a new insight and impression of the relationship between leadership roles from the competing values framework and public sector motivation. This knowledge which was gained in this study leads to a more advanced approach in this topic.

3. Recommendations for further research

There are also some recommendations which could be considered for eventual former research which deals with the relationship between leadership roles and public service motivation.

In order to conduct this research, about 45 public organizations in two German cities were contacted and asked if they could participate in this study. Unfortunately, only 15 of them responded in general and only seven organizations agreed on being part of this study. In general it would give more reliable results if there number of participants in this study is much higher so if further research should be conducted, a higher number of participants should be provided.

As it was already mentioned, it could have been reasonable to not only interview public managers about the level of their staff's PSM but also to ask them about motivation and also about the practices and characteristics which their managers have. Then a more authentic impression could have been created. Due to limitations of time and effort it was not possible in this research to add interviews or surveys with employees of the different organizations. For further research it would be advisable that if there is more time available not only the managers and directors but also the employees should be included.

In addition, this study concentrated not only on organizations of the public sector but also on different areas of the public sector. It would be interesting for further research to concentrate maybe only on one particular sector like for example interviewing only managers and employees of universities, hospitals or courts. Then it could be compared if the results show some similarities with the outcome of this research or if there are some significant differences. Relating to that, there is also the possibility to compare different countries for example Germany to the Netherlands and to see if there are different outcomes amongst the two countries or if there are similarities.

As it was shown in the analysis part, this study gave some hypotheses which could explain the relationship between leadership roles and public service motivation and it would be possible to find out in future research if they are applicable.

XI.   References

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Appendix 1) : This is an example of the questionnaires which were sent to the managers. Due to the fact that the research was conducted in Germany, the questionnaire is presented in German.

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University of Twente

Fragebogen in Vorbereitung auf das Interview mit dem Thema:

„Der Einfluss von Management- Typen und deren Praktiken auf Motivation von öffentlichen Angestellten"

Die Beantwortung dieses Fragebogens soll bitte am Computer vorgenommen werden. Geben Sie Ihre Antworten dafür in dieses Dokument ein, speichern Sie es und schicken es mir bitte mindestens einen halben Tag vor dem Interview zurück. Bei technischen Problemen möchte ich Sie bitten, das Dokument auszudrucken und die Antworten schriftlich einzugeben, um es dann einzuscannen und zurückzuschicken.

1) *Im Folgenden sehen Sie zehn Aussagen bezüglich der Motivation Ihrer Mitarbeiter, die Sie bitte bewerten sollen. Die Skala geht von 1 bis 5, wobei 1 für „Ich stimme nicht zu" und 5 für „Ich stimme sehr zu" steht. Die neutrale Position ist in diesem Fall die 3.*
Um Ihre Wahl anzugeben, versehen Sie bitte das von Ihnen gewählte Kästchen mit einem „x". Sollten es Probleme mit der Eingabe geben, wählen Sie einfach mit einem Rechtsklick auf dem Kästchen den Befehl „Text hinzufügen" und geben sie dann das „x" ein.
Bitte bewerten Sie die Aussagen ehrlich und wahrheitsgetreu.

1. Meine Mitarbeiter engagieren sich für öffentliche und politische Programme.

1	2	3	4	5
			x	

2. Die Mitarbeiter sind zufrieden wenn sie bemerken, dass die Menschen von öffentlichen und politischen Programmen, in denen sie aktiv mitwirken, profitieren.

			x	
1	2	3	4	5

3. Der öffentliche Dienst ist für meine Mitarbeiter sehr wichtig.

			x	
1	2	3	4	5

4. Die Bereitschaft meiner Mitarbeiter, Opfer zum Wohle der Gesellschaft zu machen, ist nicht sehr hoch.

	x			
1	2	3	4	5

5. Die Angestellten haben ein gutes Gefühl darin, anderen Menschen behilflich zu sein selbst wenn sie nicht dafür bezahlt würden.

			x	
1	2	3	4	5

6. Die Mitarbeiter sehen eine größere Wichtigkeit in ihrer öffentlichen Pflicht als in eigenen Interessen.

		x		
1	2	3	4	5

7. Die Angestellten haben eine gewisse Leidenschaft für ihre Tätigkeit.

			x	
1	2	3	4	5

8. Während der Arbeitszeit sind meine Mitarbeiter nicht sehr enthusiastisch.

	x			
1	2	3	4	5

9. Für meine Angestellten ist es von Bedeutung, dass Beamte und Politiker zum Wohle der Gesellschaft handeln.

1	2	3	4	5
			x	

10. Es ist wichtiger für meine Mitarbeiter eine Veränderung in der Gesellschaft hervorzurufen als die persönlichen Interessen durchzusetzen.

1	2	3	4	5
		x		

2) *Sie finden unter dieser Aufgabenstellung acht verschiedene „Boxen", die einige Schlüsselwörter enthalten. Bitte wählen Sie die **drei** Boxen aus, die Ihrer Meinung nach die wichtigsten Schlüsselwörter enthalten bzw. die Wörter enthalten, mit denen Sie sich und Ihre Arbeit am ehesten in Verbindung bringen. Wählen Sie bitte auch hier wahrheitsgetreu und ehrlich.*

Box Nr. 1

- Flexibilität
- Kreativität
- Veränderung

Box Nr. 2

- Machtbasis
- verhandeln
- Präsentation neuer Ideen

Box Nr. 3

- Produktivität
- Management von Zeit und Stress
- produktives Arbeitsumfeld

Box Nr. 4

- visionäre Führung
- Effizienz
- Organisation

Box Nr. 5

- Projektmanagement
- Arbeitsgestaltung
- Delegation verschiedener Funktionen

Box Nr. 6

- Leistungsmanagement
- Kontrolle
- Klare Rollenstruktur

Box Nr. 7	Box Nr. 8
- Teamwork - Entscheidungsdezentralisation - Konfliktmanagement	- Kommunikation - Verständnis - gemeinsame Werte und Normen

Bitte listen Sie hier die drei Boxen mit den für Sie wichtigsten Aspekten auf, wobei die zuerst genannte Box ihre höchste Präferenz ist: _____.

Vielen Dank für Ihre Zeit und Mühe!

Appendix 2): This table gives information about all the variables which were mentioned in the interviews and their coding.

	Manager A	Manager B
Flexibility	0 no information about that	0 no information about that
Creativity within the job	0 no information about that	0 no information about that

Dealing with changes	+ lots of changes; different times where the work load changes; lots of new clients	fusion some years ago; many changes in employee performance
Presentation of new ideas	- almost no new things; working processes are well-tried	0 no information about that
Working productively	++ appraisal interviews; in times with high work load: marginal conditions are improved; consideration	+ field reports of performance; comparison to last years; Bottom-Up' process
visionary leadership	0 no information about that	+ most important: to carry, strengthen, support and postulate employees
Organisation	0 no information about that	++ very important in order to give a certain structure; permanent exchange of information
Delegating efficiently	0 no information about that	+ high transparency towards clients and employees; high motivation; clear determining factors
Managing projects	0 no information about that	0 no information about that

Delegation of different functions	0 no information about that	0 no information about that
Monitoring personal **performance**	+ appraisal interviews: performance of employee is discussed and compared	++ clear expectations and demands towards employees; once a year individual talk about peformance; controlling reports
Control	0 no information about that	+ controlling reports; field reports that are com-pared
Clear/Hier-archic roles	0 no information about that	+ because of the fusion, roles were clearly defined and determined; focuses of roles; transparency
Teamwork	++ very important; especially according to work-sharing (due to illness of employees)	0 no information about that
Decentralised decision ma-king	++ according to working pro-cesses: director gives sug-gestions and employees give their feedback	0 no information about that
Managing **conflicts**	++ talks with both parties to	++ communicate with each other

	get an unprejudiced impression; if no amicable solution director decides on it	to find causes for conflicts; solution should be found collectively
Importance of Communication	++ team meetings every day; once a year there are appraisal interviews with every single employee	+ regular meetings; common coffee breaks (one of the most important part of communication)
Understanding	+ heterogeneous workgroup; in general yes; but difficult because of different ages	+ generally yes amongst employees; important towards clients
Common merits and norms	+ reliability according to the clients; accessability	+ basic merit: appreciation; important to interact in an appropriate way
Common off-the-job activities	+ works outing once a year; christmas bowling' breakfast at work once a month with everybody	0 no information about that
Motivation of employees	+ especially in times with a high work load: buying ice cream in summer; share the work equitably	+ implementation of coffee breaks with all employees; motivation in general shuold be fostered
Transparency	0 no information about that	+ most important: transparency about the 'goals' of the work- group
Autonomous	0	0

work habits	no information about that	no information about that
Good inter-personal relationship manager/em-ployees	+ activities strengthen the relationship; trust between the dircetor and employees is important	+ the focus on appreciation; coffee breaks support inter-personal relationship

	Manager C	**Manager D**
Flexibility	0 no information about that	++ cooperation with external co-workers; flexibility towards employees; coffee/smoking breaks during working hours
Creativity within the job	0 no information about that	+ work has to be done until deadline; how and when is not that important
Dealing with changes	0 no information about that	0 no information about that
Presentation of new ideas	0 no information about that	0 no information about that
Working productively	++ permanent formulation and discussion about per-formance goals; general verification of productivity	+ independence and breaks support productivity

visionary leadership	++ communication to all mana-gement levels; always be aware of organizational goals	0 no information about that
Organisation	++ all management levels are well organised and structured; responsibilites have to be clear; no excessive demands	+ importance of being up-to date based on operational procedures; and deficiencies	excessive demands
Delegating efficiently	++ saving costs; provision of subject-specific software in order to save personnel costs	0 no information about that
Managing projects	0 no information about that	+ different preparations for special trials; introduction of an internal health care management
Delegation of different functions	+ hiring employees for all different management levels	+ distribution of excercises in different departments; strict rules that have to be obeyed
Monitoring personal performance	0 no information about that	+ work should be done in a certain amount of time; director observes this strictly
Control	0 no information about that	+ control if the work is done in the requested amount of time
Clear/Hier-archic roles	++ at the very top: director;	++ four different departments;

	next level: five department managers; next level: employees; 90% of employees want to have clear regulations	all have different status; every department has a department manager; they are the only ones who are involved into decision-making
Teamwork	0 no information about that	+ close cooperation with the representative; teamwork with the department managers
Decentralised decision making	0 no information about that	+ suggestions for decisions are made through the department managers; director agrees/agrees not
Managing conflicts	0 no information about that	++ different solutions are presented; if no solution can be found -> all departments have to deal with the problem justice is important to keep the peace
Importance of Communication	- no meetings; communication happens mostly when decisions have to be made or problems occur	+ meetings once a week; every two months there is a meeting of the single department managers
Understanding	0 no information about that	0 no information about that
Common merits and norms	0 no information about that	+ basic norms have to be hardly' the same; but individual freedom has to be respected
Common off-the-job activities	0 no information about that	+ once a year: works outing; christmas party; bicycle tours

		work anniversaries are cele-brated
Motivation of employees	+ flexible working hours for employees	+ certain kind of freedom of action for employeess; breaks are permitted
Transparency	0 no information about that	0 no information about that
Autonomous work habits	+ within their competences, employees have smaller or bigger scope for decision-making	+ how the work is done is up to the employees
Good inter-personal relationship manager/em-ployees	0 no information about that	+ importance of good atmosphere in department

	Manager E	Manager F
Flexibility	++ high flexiblity despite strict basic rules; institution can decide how to deal with employees and focuses	++ results and goals have to be reached; freedom in how they are reached
Creativity within the job	++ certain degree of creativity should exist; room for development and impro-vement; unique department was created	+ untightenning of strict structures
Dealing with	++	+

changes	director tries to impleme-nt new ways of managing exercises; sometimes scepticism of employees	if someone is not present, other employees can also absorb the work;
Presentation of new ideas	+ permanent new ideas of director; employees at the beginning sceptical; but usually they accept it	0 no information about that
Working productively	0 no information about that	+ freedom in organizing work supports productivity
visionary leadership	0 no information about that	0 no information about that
Organisation	0 no information about that	+ everyone has his/her function; arranged who works in which are
Delegating efficiently	0 no information about that	+ efficiency increased by actions of director; even though public institutions do not have high attention to efficiency
Managing projects	0 no information about that	+ cooperation with external partners; some projects that have to be planned every year
Delegation of different functions	++ interdisciplinary team of different employees; all of them are involved in	- not rally different functions; every employee is able to do the work of another one

	nearly every procedure	
Monitoring personal performance	+ observation of how goals are reached or should be reached	+ director has an eye on how organizationals goals are fulfilled
Control	+ control about performance	+ stronger' leadership than the director that was there before
Clear/Hier-archic roles	0 no information about that	0 no information about that
Teamwork	+ every department is an interdisciplinary team; separate team of depart-ment managers	- less teamwork inside the institution; sometimes teamwork with external partners
Decentralised decision ma-king	++ decisions are made by department managers who collect ideas of their team; final decision is made by responsible person	+ + employee(s) have to work on decision as independent as possible; director gives his okay on the final version
Managing conflicts	++ department with conflict should try to solve it; if this is not possible: objec-tive and external moderator (sometimes director) helps to solve it	++ involved parties should firstly try to solve it on their own; if not, director is objecitve moderator and finds a sol-ution
Importance of **Communication**	++ daily meetings where the gs ; very close cooperation bet-	++ meeting once a week (all together); once a day the

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	ween the different employees	director visits every employee and has talks with them
Understanding	+ understanding very important towards clients	+ understanding towards employees
Common merits and norms	++ safety, reintegration of clients; social contact is very important	++ openness, transparency and honesty are very important; also political correctness
Common off-the-job activities	0 no information about that	0 no information about that
Motivation of employees	+ employees should not work on the same things for too long	0 no information about that
Transparency	0 no information about that	++ one of the most important values in this institution
Autonomous work habits	+ especially the department managers work autonomously	++ employees work very independently and have a lot of freedom within their task
Good interpersonal relationship manager/employees	0 no information about that	0 no information about that

	Manager G
Flexibility	0
	no information about that
Creativity within the job	0
	no information about that
Dealing with changes	++
	permanent new things; sometimes problematic to reorganize functions of employees; law changes
Presentation of new ideas	0
	no information about that
Working productively	++
	procedures need to be clearly defined and explained; transparency is very important
visionary leadership	0
	no information about that
Organisation	++
	very important; especially because of new things that appear in the daily worklife
Delegating	0

efficiently		no information about that
Managing projects	++	many projects (new ones and projects that appear once a year); different workshops and fairs
Delegation of different functions	+	employees have different functions but work very autonomously; everything is finally discussed with director
Monitoring personal performance	0	no information about that
Control	0	no information about that
Clear/Hier-archic roles	+	formal' hierarchy of a public authority but communication is at all levels; hierarchy only important because of final decisions that are made
Teamwork	0	no information about that
Decentralised decision ma-	0	no information about that

king

Managing conflicts	0	no information about that
Importance of Communication	+	once a week meeting with single employees; all four weeks meeting all together
Understanding	0	no information about that
Common merits and norms	0	no information about that
Common off-the-job activities	0	no information about that
Motivation of employees	+	positive atmosphere supports motivation; also the freedom and independence that employees have
Transparency	++	very important

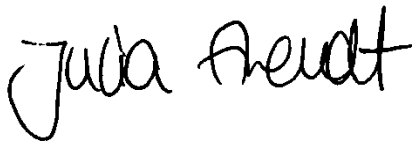|		
Autonomous work habits	++	very independent working behaviour of employees; also relating to long hours and project planning
Good inter-personal relationship manager/em-ployees	+	importance of laughing and having also fun at work; supports productivity

Declaration of Authorship

I hereby declare that the thesis submitted is my own unaided work. All direct or indirect sources used are acknowledged as references.

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