TOWARDS A PUBLIC SERVICE MOTIVATION THEORY FOR BRAZIL

DOLORES TEIXEIRA DE BRITO
ORIENTADOR: Dr. Fabio Caldieraro

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DOLORES TEIXEIRA DE BRITO

TOWARDS A PUBLIC SERVICE MOTIVATION THEORY FOR BRAZIL: CONSTRUCTING A NATIONAL PARADIGM.

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ASSINATURA DOS MEMBROS DA BANCA EXAMINADORA

Fabio Caldieraro
Orientador (a)

Monica de Maria Santos Fornitani Pinhanez

Fátima Bayma de Oliveira

Andre Ofengejm Mascarenhas

James Perry
TOWARDS A PUBLIC SERVICE MOTIVATION THEORY FOR BRAZIL

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To my mother Maria de Fátima, who has always encouraged me to go further, never spared no efforts to support me on my journey and to whom I dedicate all my achievements.
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“All success cloaks a surrender”
Simone de Beauvoir
ABSTRACT

Although Public Service Motivation theory (PSM) has been widely studied since Perry’s 1996 seminal work, including studies in different countries, there are still gaps in the literature regarding the emergence of PSM (wright 2008), its implications for public-sector employees recruitment and intake process, and its potential effects on job performance, particularly in an emerging country such as Brazil. In order to study public service motivation in Brazil, and its evolution from recruitment through retention, we carried a quantitative and qualitative research in a Brazilian regulatory agency, the Brazilian National Agency of Petroleum, Natural Gas and Biofuels (ANP), a public sector organization, and in a hybrid organization, Petrobras, an oil and gas company, a previously state-owned enterprise. Although Petrobras has now opened its capital and the hiring regime differs from public sector organizations, its capital is still majoritarily in the hands of the state and the agency ethos is still predominantly a public sector one. Therefore, this paper explores how the PSM construct, as proposed by James Perry (1990), applies to the Brazilian reality and suggests new elements for a new construct for a Brazilian PSM concept. Indeed, the data collected bears evidence that PSM as initially proposed in the cited study is not relevant to determine public service recruitment and entry motivation in Brazil. Values such as mission are not the reasons why Brazilian employees feel attracted to the public service. Nevertheless, once in the job, retention of such employees might result of a socially developed motivation and belief in the values regarding the mission of public organizations. This study also shows that the conditions of entry, as well as the progression paths before and after the recruitment are unique and peculiar to the Brazilian public sector entry mode. This study used a two-folded methodological approach: first, the author applied a survey to employees in both organizations using Perry’s proposed survey instrument to test whether the PSM construct applied to the Brazilian case. Second, in-depth semi-structured interviews were carried out with employees in both organizations in order to collect data about specific features of motivation. This paper then concludes that the PSM concept must be redefined for the Brazilian case and that public service motivation is socially constructed on the job. Finally, the findings show that there is a unique dynamic in the Brazilian public service: given how competitive public examinations are, before recruitment, employees go through several competitive exams, erratically. They initially apply to very competitive and highly paid positions and, if they do not pass, they apply to lesser and lesser competitive positions until they pass. This characterizes a downward selection process. Conversely, once they have passed the examination, they start to compete for jobs that are higher paid, in an upward progression mode. Chosen jobs are not necessarily along the same profession lines. However, during the upward progression within the public sector, motivation and identity with the public sector emerges.

Keywords: public service motivation, identity, organizational identity, public management, Brazil, oil and gas industry, and hybrid organization
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1 INTRODUCTION

Public service motivation (PSM) is defined as an individual's predisposition to respond to motives grounded primarily or uniquely in public institutions (Perry and Wise, 1990). James Perry, coined the term Public Service Motivation and created a new field of study when he initiated the systematic research of a framework to understand what motives drive people to become public servants and to be committed to public service nearly 30 years ago. His 1996 seminal paper proposed a construct to measure PSM. Since then, researchers have been using Perry's scale as a foundation to better understand how this construct works in different settings. Studies on this topic, initially concentrated in the U.S, have followed a path of internationalization. The use of Perry's scale outside the United States (Kim et al, 2012) raise questions whether it is possible to have an international measure for PSM or whether differences in culture and language would render an international measure unfeasible.

The relevance of studying PSM lies in the impact of public service performance to society and to the national economy. It is additionally a crucial issue to public managers and politics. According to Perry (2008), the construct sits at the divide between important issues in public and organizational life and thus justifies the attention it is receiving by researchers, who are looking into three of these divides. The intellectual divides approached by researchers involve models of human nature, organizational incentive systems, and institutional designs. Despite being indistinct in practice, these divides provide a way to organize the research on PSM. Furthermore, common-sensical belief claims that public managers cannot rely on the same extrinsic incentives, such as steep career progression and pecuniary compensation as offered by the private sector and thus should rely on more intrinsical motives, such as values and a sense of mission. This makes the topic of motivation in public service all the more important, in order to promote motivation among public servants and therefore improve services provided to society.

This is particularly important in Brazil, where there are approximately 11 million public servants and the expenses with them amount to approximately 39% of the government expenses, which represents 5,3% of the GDP and stereotypical beliefs about public servants, such as, beliefs that public servants are lazy, unmotivated, self-serving, and misguided are commonsense (Pinhanez 2013, pp. 307-309). Anecdotes portray public servants as the clerk that checks in to work at 9 pm, hangs his suit in his chair, leaves the office to carry on private errands, and then returns at the end of the day to pick up his suit abound. Therefore,
considering the extension of the sector and the outreach in all corners of the public and private life, it is of utmost importance to understand what motivates public servants and how to make them perform better.

PSM theory is based on the idea that some people are intrinsically motivated to work for society and thus in order to fulfill this desire, are more likely to pursue jobs in the public sector (Perry, 1990). This idea is based on the identification of individuals whose work motivation reflect a commitment to serving the public interest, achieving social justice and carrying out one’s civic duty. The association between PSM and choice for employment sector is however still a matter of dispute among researchers (Wright, 2010). After empirical tests and several revisions, Perry (1996) defined a PSM scale that includes four dimensionss: Attraction to policymaking, Commitment to the public interest, Compassion, and Self-sacrifice. Stability is perceived in the common sense as a strong factor of attraction to public sector, though instrumental incentives, such as remuneration and flexibility do not integrate the concept of PSM. However, the way in which these types of incentives are framed may stand out when the employee chooses to work in the public sector, in detriment of intrinsic reasons.

This study intends to evaluate to what extent does this framework apply to Brazil. Are Brazilians drawn to public service by the possibility of working for collective goals? Despite the amount of research on PSM, this construct has hitherto been little explored in Brazil. Therefore, this study is an initiative to promote the discussion about the framework of PSM in the Brazilian public service environment as well as for building a path of research on PSM in this country. It also sheds light on how a construct first developed in the United States by Perry (Perry and Wise, 1990) and further studied in other countries' realities (Kim et al, 2012) suits the Brazilian society. Thus, this study will additionally contribute to advance the international agenda on PSM, including the Brazilian perspective into the discussion.

To achieve these objectives, the study took place in two Brazilian organizations: the Brazilian National Agency of Petroleum, Natural Gas and Biofuels – ANP and the Brazilian National Oil Company - Petrobras. ANP is a government agency and its employees are civil servants. Petrobras is a hybrid organization whose employees are subject to the same work regulation as employees from the private sector, yet, despite this feature, Petrobras for the past 60 years, was the most important state-owned enterprise, was responsible for the domestic energy policy, conducted broad research, financed energy research in the country, influenced oil price
setting, and was considered the cradle and the stronghold of Brazilian soul. It was a public agency in essence. Its employees were the bureaucrats and technicians that guarded and were invested of these public values. Therefore, it was a quintessential public agency, even after the IOP and market sharing initiatives in the past decade.

Through a two-folded methodology, data was collected along the year of 2015. The methodology included a quantitative and qualitative phase. In the qualitative phase, a survey was administered and in the second phase, interviews were accomplished. This study uses quantitative and statistical analysis that points out that the PSM original scale does not fit the context of the two organizations studied. Then, we carry out a qualitative analysis using semi-structure interviews to evaluate the formation, education, identity, leading to the motivation of public servants. We particularly look at the public officials’ motivation to enroll in public service and their trajectory ex-ante and ex-post such entrance. This analysis supports the idea that public officials become motivated and responsible for envisioning the public service mission on the job, i.e., after they enter the career. This in turn leads to strengthen public sector’s institutions, what was crucial for creating a public identity, ownership, and a sense of mission.

In the next session, the paper revises the literature on PSM, how it has developed and the current debate in the research community. That formed the basis we used to analyze our data and draw our conclusions. In the third part, the research method and data sample is presented. Section 4 presents the model of PSM in the context of the two organizations studied. In section 5, the framework on PSM and its implications. In the discussion, this paper discusses the research findings, this study’s limitations and presents suggestions for further research.

2 LITERATURE REVIEW

In the 90’s, Perry and Wise (1990) paper ‘The motivational bases of public services’ inaugurated a field of study on Public Service Motivations – PSM. Before this, work motivation was studied without taking into account differences between the private and public sector. During the XX century, researchers developed a diversity of relevant motivation theories. Each of them contributed in its own way for our understanding of the phenomenon of human motivation and how it can be applied to the work environment. Maslow (1954) introduced the importance of understanding individual needs in order to understand
motivation. Herzbert (1974) developed the two-factor theory, identifying factors related to dissatisfaction, called hygiene factors and others associated with satisfaction such as achievement, recognition and responsibility. Vroom’s (1964) expectancy motivation theory showed how the individual’s perception about a goal, regarding the effort, the relevance of the result and the capacity to reach it influences motivation.

Robbins & Judge (2013) define motivation as the processes that account for an individual’s intensity, direction, and persistence of effort toward attaining a goal. While general motivation is concerned with effort towards any goal, in this paper, the focus is concerned with the organizational goals in order to reflect the singular interest in work-related behavior. For this study we are particularly interested in concept of motivation developed by Perry and Wise (1990) to approach public service ethos. We will use the PSM construct as the theoretical framework for this study.

Recently, Perry and Hondeghem (2008) presented PSM as “an individual’s orientation to delivering services to people with a purpose to do good for others and society”. Vandenabeele’s (2007) definition goes a step further because for him, PSM is “the belief, the values and attitudes that go beyond self-interest and organizational interest, that concern the interest of a larger political entity and that motivate individuals to act accordingly whenever appropriate” (p. 549). In spite of this variety, what unifies all definitions is the idea of providing “meaningful public service” or serving the community. Yet, there is still no agreement pertaining the universal applicability of this measure, and although many authors such as Giauque et al (2011) defend its universality and other authors claim the need for more intercultural research, most research teams face problems when operationalizing PSM outside of the US (Kim et al, 2012).

As Wright (2001) observed, the very structure of public organizations hinders the realization of altruistic or higher order needs. Such motivations are present among higher-level staff who have a greater hand in goal setting and who, by virtue of their role as order givers and their ability to obtain a strategic overview of the organization can more easily discern its goals and identify personally with them. It is important to remember that this category of public servants is a minority in public service.

Several other theoretical contributions feed into the research on the determinants of work motivation in the public sector. Wright (2001), for example, presents two main streams: one
that focuses on employee characteristics and the other that focuses on the organizational environment.

Currently, one of the most well accepted theories of motivation is the Self-Determination Theory developed by Deci and Ryan (1985). It refers to assumptions on individuals’ behavior, such as: (a) behavior is not only goal oriented and instrumental but also expressive of feelings, attitudes, and concepts; (b) people are motivated to maintain and enhance their self-esteem and self-worth; (c) people are motivated to retain and increase their sense of self-consistency and can thereby obtain meaning; (d) self-concepts are composed of identities; and (e) self-concept behavior is not always related to clear expectations or to immediate and specific goals but sometimes to imagined possibilities and faith. (Doyle, 2003).

Deci and Ryan (2004) distinguish themselves from other motivational theorists by analyzing motivation in terms of a continuum, rather than thinking in terms of a dichotomy (e.g. Bandura 1997). On this continuum, motivation is graded from non-autonomous or controlled motivation at the one end to autonomous motivation at the other end. The first two types of extrinsic motivation, external regulation and introjection, are considered to be controlled types of motivation. Here, the individual has not fully grasped the significance of the action and the locus of causality is external to the self (Vansteenkiste 2005). The third and fourth type of extrinsic motivation, identification and integration, are considered to be autonomous types of motivation (similar to intrinsic motivation). Here, there is a sense of volition because individuals have fully internalized the value and they are personally committed to it (Vandenabeele, 2007).

Accordingly, innate psychological needs determine the content or direction of work motivation, that is, the types of rewards that people seek to obtain from work, whereas the social environment determines the relative importance of such motivations, that is, the extent to which people will seek one reward as opposed to another (Deci and Ryan, 2004).

Cultural studies also contribute to understand what motivates individuals. People in different cultures exhibit similar reward preferences and these rewards are sources of happiness in different cultures (Inglehart & Welzel, 2005). If human beings have innate needs, then their orientations to work may initially arise in response to such needs rather than as a result of social influences. Ritual rewards such as deference, group belonging, and compliance involve a deeper level of the self than utilitarian rewards and are potentially more powerful than the latter. Egoistic, altruistic, and idealistic forms of moral involvement correspond to the rewards
of status, social acceptance, and a sense of meaning, respectively. For example, only one third of workers in Britain would continue in their present employment if it were financially unnecessary for them to work (Argyle, 1987).

Although work is an economic necessity for most people, it is not undertaken solely for economic reasons. Many people say that they would continue to work even if it was financially unnecessary for them to do so. One of the most important noneconomic reasons for undertaking work is to obtain social status. This information allow us to infer that many people might not be fulfilled in their current job, though they would continue working regardless of financial needs, were they in a fulfilling job.

As Bellah et al (2007) have argued, people can have three distinct relations to their work, namely, jobs, careers, and callings. The first and second of these correspond to the instrumental and bureaucratic orientations, respectively. The third corresponds to Reed’s vocational orientation. Wrzesniewski, McCauley, Rozin, and Schwartz (1997) found that people displayed these three orientations in roughly equal numbers and that they were independent of each other. A sense of vocation can be found among the members of professional, political, and public service organizations.

Amidst these distinct approaches, Perry’s definition of Public service motivation (PSM) emerged, providing a strong construct based on motives for joining public service or for working within the context of a public organization. This type of motivation refers to a set of public values, which are closely tied to the operation of public institutions (Jorgensen & Bozeman, 2007; Perry & Wise, 1990). The idea of public servants who have a drive to contribute to the general interest has been around for ages (Horton, 2008). Nevertheless, it was not until Perry and Wise (1990) defined public service motivation as “an individual’s predisposition to respond to motives grounded primarily or uniquely in public institutions”, that it became a more formally established concept in its own right.

It has been empirically related to various types of organizational behavior, such as, attractiveness of employers (Lewis & Frank, 2002; Vandenabeele, 2008a), retention of employees in public organizations (Bright, 2008), performance on individual and organizational levels (Bright, 2007; Kim, 2005; Naff & Crum, 1999; Vandenabeele, 2009), and ethical behavior (Brewer & Selden, 1998). Therefore, it can be considered an important motivator in a public sector environment.
Public service motivation (PSM), therefore, is a needs-based approach to motivation. People may state this need in different ways, applied both to direct government service or other types of services addressing the social and public needs. Clerkin and Coggburn (2012) for example, investigated the relationship between individuals’ PSM and their work sector (public, nonprofit, or for-profit) preferences. Their research on whether “PSM affect an individual’s preference for the sector of the economy in which they would ideally be employed” yielded findings indicating that PSM, measured in dimensional form, is a moderate indicator of an individual’s sector preference: as PSM increases (particularly, the Self-Sacrifice dimension), the attractiveness of working in the public and nonprofit sector, relative to the for-profit sector, also increases. They concluded that PSM is a need people have prior to entering the workplace, and it may indeed drive whether an individual works in the government, nonprofit, or for-profit sector. As such, to the extent that PSM is associated with an individual’s desire to work in a particular sector of society, managers in those sectors can potentially use PSM-based measuring instruments as part of the recruitment process.

Concurrently, Perry and Wise (1990) argue that an individual’s level of PSM is something an individual has prior to joining a public serving organization, but it can also be affected by the values and culture of their workplace organization. This points to an important concern about workplace studies of PSM: namely, the extent to which observed differences in motivations are more a product of the work-place socialization than an individual’s predisposition (Wright, 2001, 2008). Considering the case of Brazil, where recruitment of public sector employees is done through public entry examinations, this implication of PSM theory might not apply. Whenever in need for new public servants, each public organization opens a public selection, which is composed of generic knowledge tests, sometimes concurrent with a curriculum analysis. No interview or psychological tests are allowed as part of the selection process, making it difficult to choose servants with higher PSM. To know that PSM can be socially developed or fostered on the workplace is useful information to public managers in Brazil. Even if the selection process does not allow for choosing individuals with high PSM, public organizations would be able to promote PSM on the newcomers through job tasks and management practices. Because as PSM increases – particularly, the Self-Sacrifice dimension - the attractiveness of working in the government and nonprofit sectors, relative to the for-profit sector, also increases.

Another central idea in the study of PSM is that highly public service motivated individuals perform well because they are working to provide services that they perceive as meaningful
for the community (Brewer, 2004; Brewer & Selden, 2000; Francois, 2000; Perry, 2000; Rainey & Steinbauer, 1999). PSM would work as an intrinsic motivator. Intrinsic motivation involves people doing an activity because they find it interesting and derive spontaneous satisfaction from the activity itself. Extrinsic motivation, in contrast, requires an instrumentality between the activity and some separable consequences such as tangible or verbal rewards, so satisfaction comes not from the activity itself but rather from the extrinsic consequences to which the activity leads (Gagne and Deci, 2005). However, due to the constraints such as bureaucracy, excess of controls instead of a result-based relationship, many public servants who were initially motivated to join the sector find themselves unmotivated afterwards. Extrinsic motivators such as salary and stability are not enough rewards to keep employees motivated.

Another dimension related to motivation is brought about by theories on identity, which addresses the question of how individuals bring different interpretations to the roles they hold in society. The concept of role identity helps to clarify the meaning of “public interest” by considering individual interpretations of what the public interest is. Thus, the insights gained from introducing identity theory can help us to shed light on the question of what it means to be public service motivated and, in turn, which behavior can be expected from a highly public service motivated individual (Schott et al, 2014).

Hogg, Terry, and White (1995) define role identity as “self-conceptions, self-referent cognitions, or self-definitions that people apply to themselves as a consequence of the structural role positions they occupy”. Role identities are the interpretations that individuals bring to the roles they hold in society. Roles, in this context, can be seen as “the cultural expectations tied to social positions in the social structure that actors try to meet” (Burke & Stets, 2009). The “role” concept in identity theory shows strong similarities with “social identity” as defined in self-categorization theory, which was built upon Tajfel’s (1972) social identity theory. From this perspective, individuals “are perceived as, are reacted to, and act as embodiments of the relevant in-group prototype rather than as unique individuals” (Hogg et al., 1995). They tend to classify others and themselves into social categories that serve as guidelines in ordering the social environment and enable individuals to position themselves in complex social settings (Leisink & Steijn, 2008).

Finally, the effect of PSM is measured most often by self-reported outcome variables such as job satisfaction (Bright, 2008; Wright & Pandey, 2008), organizational commitment
(Camilleri, 2006; Crewson, 1997; Leisink & Steijn, 2009), interpersonal citizenship behavior (Pandey, Wright, & Moynihan, 2008), organizational performance (Kim, 2005; Brewer & Selden, 1998), and individual performance (Alonso & Lewis, 2001; Frank & Lewis, 2004; Leisink & Steijn, 2009; Naff & Crum, 1999; Vandenabeele, 2009).

Currently, there are ongoing efforts to improve the PSM measurement instrument through testing for the validity and reliability of the Perry measurement scale across different cultures (Kim et al., 2012; Vandenabeele, 2008). There have been frequent attempts to check the international generalizability and cross-validation of study results in international settings (Andersen & Pedersen, 2012), as well as efforts to promote further experimental research on PSM (Wright & Grant, 2010). In order to investigate and understand aspects of identity (and identity roles) that may have an impact or contribute to PSM (Johnson, 2012).

In sum, the development of the PSM concept is an attempt to identify specific motives that drive people to enter and stay in public service. So far researchers have been able to associate high levels of PSM with a better fit to public service. Within the Brazilian reality, where public service jobs offer better working conditions to people who are entering the work market, individuals might be drawn to public job for extrinsic rather than intrinsic motives. There may be other reasons accounting for Brazilians choice for sector of employment and PSM might not even be relevant for this choice in this context. The definition of PSM that we adopted for this study was Perry and Wise (1990), for which public service motivation is “an individual’s predisposition to respond to motives grounded primarily or uniquely in public institutions”, that it became a more formally established concept in its own right.

3 RESEARCH METHOD

The initial aim of this research was to understand how PSM theory applies to the context of the two Brazilian organizations studied, to find out whether Perry's instrument could be used for measuring PSM in the given context, the relevance of PSM in the decision of Brazilians to become public servants and its relevance after entering public service. Through a two-folded methodology, quantitative and qualitative methods were used. First, we replicated Perry's 1996 measurement instrument on a survey to evaluate the level of PSM on the individuals from the sample. Despite having been previously validated by Buiatti (2007) with a sample composed of mostly civil servants from the Municipal Health Secretary from Ribeirão Preto,
we concluded that this measurement tool did not realize a good fit for the context of the two organizations of present study. We also found evidence that the PSM construct is not applicable to explain why our sample of individuals pursued a job in the public service; further research was carried out through semi-structure in depth interviews. In the sequence, we followed the process of inductive grounded theory building presented by Gioia et al (2013) to construct a theoretical framework on PSM to be in the future tested in other Brazilian public organizations. Data gathered in this phase of the research allowed us to map out the process of entering public service, from the decision to enter the sector to the moment of actually becoming a public servant.

3.1 Research Context and Sample

We chose to look at ANP and Petrobras, the oil and gas company, respectively a regulatory agency and a hybrid state owned oil company. Despite differences with respect to the working regimen and the ownership of both organizations, they are similar in what regards carrying out national public policies defined by the direct Administration for the oil and gas sector.

They each provide a different employee regimen. Respectively, job stability to the government agency and regular employment rules applied to the hybrid enterprise. A person who works for Petrobras is a public employee and can legally be dismissed at whatever time. However, this is very unlikely. Someone who works for ANP is a civil public servant and cannot be dismissed unless by committing a very serious fault. These different working regimens might affect individuals’ motivation to join the sector. Secondly, the oil and gas industry has a very important role in the country's development. The choice for Petrobras was a rational one. Despite not currently being under public governance, Petrobras was for 60 years a big state company responsible for carrying out public policies. The company was founded in 1953 under the slogan “the oil is ours”, behind which there is a very strong feeling of patriotism. Third, Brazil had recently discovered the pre-salt layer, which was a promise of resources to invest in the country. The whole sector was overflowing with enthusiasm about the pre-salt layer possibilities. The work in this sector in the public sphere involves a very strong social appeal for the country and that made it a very favorable environment to study PSM.
The data for this study was collected from a sample of 800 public servants of the National Agency of Petroleum, Natural Gas and Biofuels - ANP and 2400 public employees from the Brazilian National Oil Company - Petrobras. The data collection phase consisted of two phases: a quantitative and a qualitative one. In the first, a survey was administered to the sample and in the second, self-selected respondents from the quantitative phase volunteered to participate in an individual one-on-one interview.

The quantitative phase of the study took place in June and September of 2015, at ANP and Petrobras respectively. The goal of this phase was to measure the amount of PSM among recently admitted civil servants and public employees. The instrument used to measure PSM was a translated version of the original 24-item multidimensional scale validated by Perry (1996), which includes items to measure the four dimensions that make up the construct for PSM: attraction to policymaking, commitment to the public interest, compassion, and self-sacrifice. Both versions are in the appendices 1 and 2, respectively. We randomly distributed the original PSM items plus additional items about issues on public policies and voluntary work we added as checking items within each dimension. We also added a block with 5 items of a social desirability scale to the instrument. We also included questions about individuals age, education, parent's education, academic background, length of service, existence of relatives in the public service, reasons that motivated him/her to pursue a job in the public service, identification with the organization, identification with public service (for Petrobras, we included the option of identification with private sector) and if he/she considered that his/her work contributed to society.

The original instrument was in English and we then had to translate it into Portuguese, for which we used the procedure recommended by Brislin (1986). All translators were bilingual. Specifically, a bilingual individual translated the original items from English to Portuguese. Another individual revised the translation. Still two other individuals independently translated the survey back to English. In the survey questionnaire, we used a five-point Likert-type scale (1 = strongly disagree, 5 = strongly agree). This scale is one of the most used response formats in empirical investigations within the social and behavioral science in which there are no correct or incorrect responses (Spector, 1992). At ANP, the respondents received a prenotice e-mail letter informing them about the study and requesting their cooperation in completing a pending questionnaire. Approximately a few days after the initial alert letter, the survey was e-mailed to the respondents. The accompanying cover letter outlined the study objectives, indicated the voluntary nature of the study, requested participation, and provided
research coordinator contact details for further information needs and clarifications. A week later, the email was resent to whom had not yet answered the survey and this was repeated every week for the three week period the survey was available. Petrobras preferred to send the email with the link internally and not have it sent by the research software. They considered this was an appropriate way to show the company supported the initiative. The questionnaire ended by asking the respondent if he agreed to be contacted in the second phase for an individual interview. The sample comprised all civil servants at ANP and all the employees admitted to Petrobras in the last two years.

In order to achieve methodological rigor, a case study must fulfill validity criteria. Construct validity is supported by employing multiple data collection methods (Benbasat et al. 1987; Yin 1994) as well as by using multiple sources data (Yin, 1994). In the present study, we used two data collection methods: survey and interview, which allowed us for a method triangulation.

Reliability is demonstrated by the appropriate use of case study protocol (Yin 1994). The methodology is describing all the steps of how the research was conducted. For this study, each organization was considered as a case study. Conducting multiple case studies allows the researcher to validate the data emerging from one study (Eisenhardt, 1989; Yin, 2004).

For the qualitative phase of the research, data was collected with semi structured one-on-one interviews and held from July to November 2015. The interviews were the only source of qualitative data. They were conducted with 23 civil servants from ANP and 08 employees from Petrobras, all of which were admitted within the last two years. We conducted semi-structured individual interviews (scripts on appendix 3). The interviews were held either in loco at their work place or remotely by skype. Both ANP and Petrobras have a big capillarity and its employees and servants are spread throughout the country and in Petrobras’ case even abroad.

The same person conducted all interviews. Their average length was one hour and the interview protocol was mostly standardized, with adjustments to Petrobras employees, regarding its hybrid character and changes resulting from the qualitative analysis that we started simultaneously. The interviews were all recorded, unless requested otherwise by the interviewee. All interviews were recorded and transcribed but one. For reasons of confidentiality requested by our interviewees - we numbered our interviewees and refer to them by this number. The interviewees had been previously informed about the objectives of
our research when they answered the survey, however in the beginning of each interview they were reminded of the objective of the study and if they could be contacted again in the future.

The interviews involved questions regarding their career choices, interest to work in the public sector, thoughts on the role of public service to society, organization and public sector identification, reasons for work demotivation, intentions to work for a different public organization or to leave public sector.

The interviews were our main data source, but we also relied on secondary sources such as the company's portfolios, company's websites and conversations with managers.

The structure of the interviews allowed us to identify patterns across informants, as well as to track trace elements of PSM in their speech. Additionally, the patterns show that there are phases in the process of becoming a public servant in the Brazilian context. For each of these phases we identified the predominance of a group of motivators, whether extrinsic or intrinsic. The predominance of each motivator's group changes along the process. This change allowed us to distinguish how motivation is transformed in the process that starts with the decision of pursuing a job in the public sector, goes through the challenging and competitive process of admission into a public organization and ends once you start working after being admitted. For the purpose of this study, we considered the end as the first two years that represents the familiarization of the new servant with the organization and for some of them even with public sector. Wiley (1997) research comparisons reveal that employees’ motivational preferences vary over time. It is likely that our interviewees work motivation will continue to undergo changes along their professional life. We intend to do a second and third follow up in around two and four years, respectively. But for the matter of this work, we identified the motivation that led people to public sector and their motivation for work in the time range of the first two years of their career in the organization. We then tracked the presence of PSM during this trajectory.

3.2 FINDINGS RESULTS: Data Analyses

3.2.1 1st Phase: Testing Perry PSM Measurement Instrument

In the quantitative phase of this research, we used Perry's 1996 instrument to measure the four dimensions that compose the PSM concept. We attempted to measure the concept’s four dimensions: attraction to policymaking, commitment to the public interest, compassion, and self-sacrifice. A total of 200 participants completed the questionnaire at ANP. To check for
internal consistency, we calculated the Cronbach’s alpha. To complete the statistical analysis, we carried a factor analysis. The result of the Cronbach’s alpha was unacceptable to the dimensions attraction to policymaking (3 items; $\alpha = .47$) and commitment to the public interest (10 items; $\alpha = .78$) and reasonable to the dimensions compassion (11 items; $\alpha = .7$) and self-sacrifice (10 items; $\alpha = .78$), indicating that the scale initially validated by Perry could not be reproduced without adaptation in the specific case of the regulatory agency studied. In the sequence, we conducted a factor analysis (Principal component analysis was used for loading estimation) in the 25 items of the instrument with an orthogonal rotation (varimax) in a sample of 200 participants. The Kaiser–Meyer–Olkin measure demonstrated that the sample was reasonably adequate for the analysis (KMO = 0.75). The Bartlett’s sphericity test [Chi-square (300) = 1135,827, p-value < 0.001] indicated that the correlations between the items are suitable to accomplish the analysis. However, according to the factor analysis results, this study demonstrated that it is not possible to group the items in the questionnaire, nor in the pre-established dimensions or in any other dimension. This means that this group of items, in the researched context, is not adequate to measure the dimensions we are studying.

The data analysis from Petrobras was no different. The result of the Cronbach’s alpha was unacceptable to the dimensions attraction to policymaking (3 items; $\alpha = .42$) and commitment to the public interest (10 items; $\alpha = .38$) and reasonable to the dimensions compassion (11 items; $\alpha = .75$) and self-sacrifice (10 items; $\alpha = .78$), indicating that the questionnaire initially validated by Perry could not be reproduced without adaptation in the specific case of the regulatory agency studied.

We then conducted a factor analysis (Principal component analysis was used for loading estimation) in the 25 items of the instrument with an orthogonal rotation (varimax) in a sample of 447 completed questionnaires. The Kaiser–Meyer–Olkin measure demonstrated that the sample was adequate for the analysis (KMO = 0.82). The Bartlett’s sphericity test [Chi-square (300) = 2231,102, p-value < 0.001] indicated that the correlations between the items are suitable to accomplish the analysis. Once again, the factor analysis results demonstrated that it is not possible to group the items in the questionnaire, nor in the pre-established dimensions or in any other dimension. Thus this group of items proved inadequate, in the researched context, to measure the dimensions we were investigating.

These results suggest that the adaptation or development of another instrument is necessary to measure the dimensions proposed by Perry in the context of this research.
The researched group at ANP was mostly formed by people in the age group between 25 and 44 years old (70.5%), whereas in Petrobras most people researched were between 18 and 34 years old (82.6%). Most people at ANP had either a master or a doctor degree (68%) and at Petrobras 22.8% had one of these degrees. Another difference was that Petrobras selected more people with only secondary school (23.9%) against a lower number selected by ANP (2%). Most people’s academic background in both organizations was engineering (ANP: 36.5%; Petrobras: 49.4%). In both organizations, most people came from the private sector (ANP: 46%; Petrobras: 51%). This descriptive statistics is shown on Table 12 (Appendice 4).

3.2.2 1st Phase: Added elements

a. Ranking of reasons to enter public service

In addition to the original 24 item instrument to measure PSM, we added a question in which the respondent was asked to rank, in order of importance, the reasons for which he/she chose to join public service. They were given four initial options: work for society, remuneration, stability, life quality and an additional open alternative for any other reason they wanted to add. The respondent could check as many reasons as he wanted. According to Table 1 below, stability was the most cited reason among respondents from both organizations. In the sequence, ANP respondents ranked remuneration as the second most important reason, life quality as the third, working for society as the fourth and other reasons as fifth. On the other hand, respondents from Petrobras ranked life quality as the second most important reason to join public service, remuneration as third and work for society concurred with ANP results as fourth, followed in the ranking by others as fifth. One point to be noticed here is that not only working for society was ranked as the least important reason when choosing to join public service but it also had the lowest percentage.

Table 1. Reasons to enter public service work

<table>
<thead>
<tr>
<th>Reasons to pursue a public service job</th>
<th>ANP (200)</th>
<th>Petrobras (447)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Percentage</td>
<td>Ranking</td>
</tr>
<tr>
<td>Stability</td>
<td>67.5%</td>
<td>1</td>
</tr>
<tr>
<td>Remuneration</td>
<td>46.5%</td>
<td>2</td>
</tr>
<tr>
<td>Life quality</td>
<td>43.5%</td>
<td>3</td>
</tr>
<tr>
<td>Work for society</td>
<td>38.5%</td>
<td>4</td>
</tr>
<tr>
<td>Other</td>
<td>17.5%</td>
<td>5</td>
</tr>
</tbody>
</table>
As for the category “other”, for which respondents could specify an additional reason that was not yet listed, individuals from ANP reported mostly work opportunity, isonomy and interest for the oil and gas sector.

On the contrary, respondents from Petrobras reasons were predominantly focused on the organization itself such as admiration for the company, pride, wish to be part of Petrobras “family”, identification with the company, the impact it has on society, working for a very structured big company, career development and a few people mentioned they had the dream of working for Petrobras. For them, the issue of the national pride was prominent.

The category others represented only 13.2% of the answers, however they revealed evidence of an identification with the image of the organization prior to the respondents’ entry in the company, which could not be observed in the answers from ANP.

b. Relations regarding Identity

In the end of the questionnaire, we added a group of items regarding identity. The respondents were asked first if they identified with their own organization, then with public service in general and at last if they considered their work contributed to society. Due to Petrobras’ hybrid character, we also added an extra item only for them in order to verify how strongly they identified with the private sector as well. To better analyse the results from the answer to these items, we organized them in tables 2 and 3 below, one for each organization. The results will also be developed separately under the name of each organization. The data in the table show that most of the answers are concentrated in ‘partially agree’ and ‘totally agree’, that means that most of the individuals who answered these items identify not only with the organization per se, but also with public service and most of them have the perception that their work contributes to society. Because the mission of public organizations is in the end to work for society, it is expected that individuals who show high PSM will also identify with the organization as well as with its mission regarding working for society, however this does not happen automatically. The organization has to provide the appropriate conditions for the development of the work in a way that this will allow the individual to perceive the contribution of his work to society and thus identify with the organization. When the conditions are not there, he may even identify with public service, though the identification with the particular organization will no happen.

To further identify relations between these variables, as for example if there is a statistical relation between identification with the organization and identification with public service, we applied chi-square and correspondence analysis, which results are described below the tables.
Table 2. Identification with work sector (ANP)

<table>
<thead>
<tr>
<th>ANP</th>
<th>Statistics</th>
<th>Totally disagree</th>
<th>Partially disagree</th>
<th>Neither agree nor disagree</th>
<th>Partially agree</th>
<th>Totally agree</th>
<th>Total (200)</th>
<th>Weighted Mean</th>
</tr>
</thead>
<tbody>
<tr>
<td>I identify with ANP (A1)</td>
<td>Percentual</td>
<td>5,5%</td>
<td>7,0%</td>
<td>14,0%</td>
<td>39,0%</td>
<td>34,5%</td>
<td>100,0%</td>
<td>7,25</td>
</tr>
<tr>
<td>I identify with public service (A2)</td>
<td>Percentual</td>
<td>4,0%</td>
<td>13,5%</td>
<td>7,5%</td>
<td>41,5%</td>
<td>33,5%</td>
<td>100,0%</td>
<td>7,18</td>
</tr>
<tr>
<td>I consider my job contributes to society (A3)</td>
<td>Percentual</td>
<td>2,0%</td>
<td>3,5%</td>
<td>5,5%</td>
<td>38,5%</td>
<td>50,5%</td>
<td>100,0%</td>
<td>8,30</td>
</tr>
</tbody>
</table>

Table 3. Identification with work sector (Petrobras)

<table>
<thead>
<tr>
<th>Petrobras</th>
<th>Statistics</th>
<th>Totally disagree</th>
<th>Partially disagree</th>
<th>Neither agree nor disagree</th>
<th>Partially agree</th>
<th>Totally agree</th>
<th>Total (447)</th>
<th>Weighted Mean</th>
</tr>
</thead>
<tbody>
<tr>
<td>I identify with Petrobras (P1)</td>
<td>Percentual</td>
<td>3,4%</td>
<td>6,9%</td>
<td>7,4%</td>
<td>35,8%</td>
<td>46,5%</td>
<td>100,0%</td>
<td>7,88</td>
</tr>
<tr>
<td>I identify with public service (P2)</td>
<td>Percentual</td>
<td>8,3%</td>
<td>20,4%</td>
<td>18,3%</td>
<td>32,7%</td>
<td>20,4%</td>
<td>100,0%</td>
<td>5,91</td>
</tr>
<tr>
<td>I identify with the private sector (P3)</td>
<td>Percentual</td>
<td>10,1%</td>
<td>16,8%</td>
<td>20,1%</td>
<td>39,8%</td>
<td>13,2%</td>
<td>100,0%</td>
<td>5,73</td>
</tr>
<tr>
<td>I consider my job contributes to society (P4)</td>
<td>Percentual</td>
<td>2,7%</td>
<td>5,4%</td>
<td>9,8%</td>
<td>32,7%</td>
<td>49,4%</td>
<td>100,0%</td>
<td>8,02</td>
</tr>
</tbody>
</table>

**ANP**

In order to test if there was association between each combination of 2 categorical variables from the block of questions about identity (see tables 2 and 3), we calculated a Chi-square. We subsequently accomplished a correspondence analysis to then identify the association found between each combination of two variables from tables 2 and 3. The results of these two analyses are explained in the sequence, separated by organization.

The results of the Chi-squares and the Correspondence analysis can be seen in Appendix 5. Our findings showed that there was an association between ‘identification with ANP’ and ‘identification with public service’ in a way that the more a respondent identified with ANP, the more it identified with public service. There was also an association between the variables ‘identification with ANP’ and ‘the person’s perception of how much his/her work contributes
to society’ in a way that both of them increase in the same direction such as the more someone identifies with ANP, the more they consider their work contributes to society, not necessarily in this order, because it was not possible to establish a causal relationship between the variables.

The last combination of variables for the data from ANP also showed association between the variables ‘identification with public service’ and ‘the person’s perception of how much his/her work contributes to society’ and they associated in a way in which the more someone identifies with public service, the more they consider their work contributes to society.

**Petrobras**

We used the same tests for the equivalent variables from Petrobras. We found an association between the variables ‘identification with Petrobras’ and ‘identification with public service’ in a way that both variables increase in the same direction: the more a respondent identified with ANP, the more he/she identified with public service in general.

The next combination of two variables showed there was also an association between ‘identification with Petrobras’ and ‘identification with public service’. We can say then that both variables increase in the same direction: the more a respondent identified with Petrobras, the more he/she identified with private sector.

The analyses of the previous two combinations of variables showed that respondents who work for Petrobras identify both with the private and public sector. We then tested these two variables to verify if this identification happened simultaneously. We found that these variables do not increase in the same direction: the more a respondent identified with public service, the least he/she identified with the private sector. From the perspective of PSM, this shows that whenever one tends to identify with the values and philosophy, which are the bases for the concept of PSM, they tend to distance themselves from the business values that permeate the private sector. There was also an association between the variables ‘identification with Petrobras’ and ‘perception of work contribution to society’ in a way that the more a respondent identified with Petrobras, the higher was the perception of his/her work contribution to society. The last combination showed there was an association between the variables ‘identification with public service’ and ‘perception of work contribution to society’.
in a way that both variables increase in the same direction: the more a respondent identified with public service, the higher the perception of his/her work contribution to society.

Our data did not allow for us to find any causal relationship among the above variables.

3.2.2 2nd Phase: Qualitative

In the qualitative phase of the study, we interviewed individuals from two different organizations and because the character of the organization (plain public or hybrid) could affect our research question, we had each organization as a case study. Our unit of analyses were the public servants and public employees interviewed.

We started our analysis simultaneously with the data collection, following the guidelines for methods of naturalistic inquiry (Lincoln and Cuba, 1985) and constant comparison techniques (Glaser and Strauss, 1967). We chose a few interviews that we considered to be very insightful and began identifying the initial concepts in these interviews and grouping them into categories (open coding). In the sequence, we engaged in axial coding, at which point we searched for links between and among these categories, which aided gathering them into higher-order themes. Ultimately, we assembled similar themes into dimensions that make up the ground of the emergent framework.

The initial coding disclosed what motivated individuals to pursue the public sector as an employer as well as what motivated them or not after they were within a public organization. The analyses of the data brought up a process that depicted the path individuals followed once they made the decision to become a public servant and the motives behind this decision as well as how intrinsic or extrinsic motives became more salient according to the phase of the process they were at. These first interviews allowed us to draw an initial frame draft of the process of motivation in the public oil and gas sector. We then extended the analyses to the next interviews and verified that they contained the initial concepts observed so far and also that the path towards public sector employment taken by the other interviewees fit the draft frame we had initially drawn, with some adjustments and new insights into the process. Each interviewee had its own professional history, though their speech had similarities in certain points regarding work motivation and professional identity. We carefully repeatedly indexed and grouped the results under different categories as expectation, dedication, intrinsic and
extrinsic motives, demotivation, identification with the organization, identification with the public sector, consequences, and career to construct a model and framework grounded in the data (Charmez, 2006). Once we reached a more robust model to explain public service motivation in the context studied, we returned to the data to verify if there were divergences in the framework. This arduous process based on Gioia et al (2013) enabled us to build the constructs, their interactions, and the propositions that we will discuss in the section.

4 PUBLIC SERVICE MOTIVATION MODEL

The data collected in the public Brazilian oil and gas sector allowed us to understand the entrance in the public service in Brazil as “a process of becoming a public servant”, (see figure I). We identified how extrinsic motivators play a predominant role in this initial decision and how the extrinsic motives may become less important and provide room for the predominance of intrinsic motives, including PSM, once the person is within a public organization. This finding differs from the original PSM theory that postulates PSM as an important factor in the decision for employment sector (Perry, 2008). The following excerpts from interviewees show that the public organizations’ mission of working for the common good did not influence most interviewees’ choice for employment sector:

"And the option for the public service was always for the stability” (I19)

“It was a matter of balance between personal and professional life. I was looking for quality of life, I also got married, the issue of having children, I wanted to be able to dedicate myself with quality, to have time with the kids, that was the main reason.” (I20)

"...my motivation, if I am to tell you, is to have stability, it is for the salary, to begin with and later I would also think about the next steps.” (I6)

"Today, let’s say today. Me, as a chemistry engineer, recently graduated, with less than two years of experience, I wouldn’t make the same salary in the private sector, I wouldn’t have the same working conditions in the private sector, with no doubt.” (I8)

"...It was more for the opportunity, good remuneration, work conditions, I did not have any idea what it was like to work in the public service and when they finally ended up calling me, because of the financial situation itself, I quit my master degree and came here." (I10)

The fact that reasons regarding the dimensions that make up the concept of PSM (Attraction to Public Affairs, Commitment to the Public Interest, Compassion and Self-Sacrifice) was
usually not even one of the factors mentioned as weighting in the decision to join public sector does not mean that public servants do not show dimensions of PSM such as compassion and self-sacrifice. They are just not relevant in most cases for this initial decision. The importance of extrinsic factors as compared to intrinsic factors as determinants for this choice has been contradictory according to Van de Walle, S. & Steijn, B. & Jilke, S. (forthcoming) research findings. It seems public sector preference variances among countries reflect both the country's economic and cultural differences. Van de Walle and Steijn cite research by Norris who found preference ratings that varied from around 20 per cent in New Zealand to over 80 per cent in Bangladesh. In France, the state has long been perceived positively and state officials still constitute an extremely prestigious elite, specifically trained for this purpose, whilst the USA attitudes to government and public service have generally been less positive. Particularly the federal government has been seen as a potential threat to individual freedom and initiative (Leach, 2008). Our data showed that in the Brazilian context, extrinsic motivation prevails when deciding for a job in the public sector, though PSM did matter to a few individuals. One interviewee reported it strongly influenced his decision:

"Well, it wasn’t because of the public service, I didn’t have this vision “the public service”, I was really thinking about the work to be performed. Then I started to find it interesting for these aspects, because it has this more dynamic proneness to really deliver a service to society. I began to think about this, well, I would feel perhaps more useful, do you understand? Performing that function to society, to see that, oh, I am fixing something, helping to improve the country, in a way. That started to motivate me. It was not for salary reasons, “ah, I am going because of stability”... Did I evaluate these issues? I did too, but the determining factor was the kind of work that I was going to do.” (I15)

This previous excerpt is very revealing. We chose to cite it first because even though it was an exception, the interviewee reasoned PSM so clearly. Second, because it also revealed that the person had been reflecting about his occupation and about work itself. It took him a while to realize that working for society could be interesting, that it would motivate him. This leads us to a very important issue that we found in the data: previous knowledge about public service. Barely any interviewee had a clue about what public service had to do with when they decided, mostly based on extrinsic reasons, to work in the sector. This lack of knowledge is clearly declared when they talked about their image of the sector and their expectations about the work:
“The image I had before getting in is that it didn’t work properly, right?, which is what everybody talks about: “ah, public service is a trash”, this is what everyone says, people who are outside say this, they have this view. Today I think it has gotten much better, I can see it, but this is the view that we come with, and it is strong, this public thing that nobody cares for, because it is public.” (I5)

“I actually wasn’t expecting much, to be honest. However, as soon as I got in, I was surprised. I though it was more interesting than I had pictured it. (I14)

“I didn’t think it could be an interesting thing, I imagined that it would be just another job, just to make money, that maybe I’d work less, it’d be lighter. (I13)

These speeches acknowledge the predominance of extrinsic motivators drawing people to public service. First, knowing how the process of admission in the Brazilian public sector is designed will facilitate the understanding of the model we built. After the Constitution of 1988 was enacted, anyone willing to become a public servant is submitted to a public exam. Each public organization has its own career and defines and announces its selection period. The selection is opened to anyone who wants to participate. All phases of the process are done collectively. There are very strict rules for public selection processes. It is a very competitive process and once the final result is published, the admissions have to follow the classification ranking. Notwithstanding the time of dedication each candidate requires to pass one of these exams, the Administration may take a while longer to call the selected candidates in cases the selection process is legally questioned or because of budget issues in the government.

Second, the work positions that require the candidate to study constitutional and administrative laws allow the candidate to acquire a better understanding of the sector, however many of the available work positions are very technical and require barely any of these two subjects in the program. Thus, many new servants enter the sector without previous knowledge about public service.

The process of admission may take a long time. Some people spend several months and sometimes years studying to pass these exams and additional time waiting to be called. An interviewee described her dedication as follows:

"...I studied about three months, but not to pass, I was classified but still out of the vacancies, and this motivated me, it lifted my ego too, I said: ‘wow, now then, I want any position, I want to get to the top’ and then we find out it is not quite like that, the world of public exams is very complicated, it is very competitive, it is wearing out, for me it is a mental work, it is psychological, because discipline I always had it, I don’t
lose my discipline, I am focused, but the psychological, when you think that your friends are in other projects, getting married, having children, improving their careers and all, that gave me the sensation that I was stagnated.... I studied non stop, totally focused until the last minute for one year and nine months, within this period there were the milestones, three months I was classified, after 4 months I classified for another one, then my focus changed to pass within the number of available vacancies ”(I6)

The long trajectory that sometimes precedes becoming a public servant in Brazil leads some candidates to change their first career choices in the sector and make their options more flexible, as declared by one interviewee (I2): “...I studied for public exams and worked, focused on some specific public careers. ...I did this for quite a while,... then I broadened for any lawyer position in the government, it didn’t matter for which organization.” (I2)

We identified this as a phenomenon that can happen either outward downward, when the person is still a candidate; or outward upward, when already a public servant. Another interviewee (I4) gives an example of outward upward career trajectory:

"...it was so, I wanted to leave where I was, financially I didn’t make much, then I was applying for any exam that came out...when I got in the Judicial Court it was not to work in my area of knowledge, and this produced dissatisfaction on my part and that is why I started to focus on my field of work... I thought no, now I’ll go...to do it just for doing it, to work on something I will not be satisfied with, I ended up choosing for my area. (I4)

These excerpts show that many public servants build individual careers outside the formal career path they belong to. They climb from a less interesting career to a more interesting one along the years. We consider two main reasons to explain this phenomenon. First, the wage differences in the Brazilian public sector mimics the inequalities found in the country. The top careers pay drastically more than the ones that are not as recognized or that have less political strength to bargain for higher raises and improvements in the career. The criterion to establish wages is more political than technical and this allows for the existence of similar positions with very different remuneration. Second, there is a career for each public organization and the mobility among public institutions is very restricted. It is allowed in some situations, but as exceptions. There are general vacancies in different careers for which the position would need mostly the same job requirements but since it is in a different organization, the servant has to go through another admission process and that as we have explained may take years to be concluded. An additional reason that can influence the phenomenon is the lack of previous knowledge about public service and about the organization the person was admitted. During the process of trying to be admitted in the sector, they apply for different organizations without actually thinking about the work they will have to perform in a more profound way,
as clearly stated by this interviewee (I5): “When I started, I didn’t target any specific one, I just did whichever was available, specially because of financial reasons, I had to support myself, I was doing any exam that came up.” and corroborated by this other interviewee’s statement (I6): “The “concurseiro” (“the exam taker” is an expression used in Brazil to describe people who are in this phase of dedication, taking several exams, some people specialize in taking exams to enter a public organization) goes, depending on his possibility, he goes to the first organization that calls (after taking several exams). Well, you are a while without work, you need to start working.”

Hitherto, we have identified that people are moved to the public sector mostly by extrinsic motives. Even people who show traces of PSM in their speech cite mostly extrinsic reasons for the decision. We can say that the extrinsic and intrinsic motivation coexists and the best chances a public organization has to maintain its workforce is to find a balance between intrinsic and extrinsic factors. Klein and Marcarenhas (2016) analysis show that evasion is related to extrinsic factors regarding remuneration, while satisfaction relates not only to extrinsic factors, but also mainly to intrinsic and symbolic factors regarding the nature of the work.

4.1 Identification of specificities in organizations and its implications

The noble job that provides services for the common good and should ideally attract people intrinsically motivated to work for society is instead drawing its workforce by extrinsic reasons as most other jobs in the market. What is the difference then? Should public servants be more altruistic than non public servants? Considering public service should be engaged in elaborating public policies and managing the common resources for the common good, yes it is desirable that public servants place the collective wellbeing above their own individual good when performing their work activities. The role of public service to work for the common good is not so clear to some newly admitted public servants as they do not recognize the implications embedded in this characteristic that is inherent to a public function, as declared by one interviewee (I8):

“That is true, no, no. I think it is important for us to always think about society, but I am not that idealistic “oh, I am going to public service to serve society”, no. I think that when a professional performs his work well, always trying to improve, he is
contributing to society in any sphere in which he is, be that in public service in the sense of facilitating, improving the market conditions for it to produce more, or in the private sector, or still doing research. By improving the processes, generating more income, better quality of life to society in general. That is the goal. Whoever works well, in whatever place one is, he will contribute to society. My role is this, my view is to improve society. That is really an engineer thing, like, production, production. I think I am a little like this maybe even due to my engineering background.”

To ignore this difference is to deny the very reason why public service exists. Private sector works on their own behalf, gathering efforts to increase profit to a group of individuals and many times regardless of the consequences to everyone and public service is there to think collectively. However, even when not clear beforehand, public service environment provides constant work related opportunities for an individual to understand and internalize this difference. Interviewee (I10) explained this very accurately:

“...within a few months you start to understand that things in the public sector, the way of working is a little different. ...You have a sequence of facts and documents that clearly show in a logical way why a decision was made. Then, in the beginning I saw a few things happening in a more dynamic way, as in the private sector, in the everyday of enterprises, but when we are talking about public service, we are dealing with interests that belong to the whole society. In a private company, it is the company’s interest, even when there is an intention of a good to the whole society. The Law of the public service requires that in the public service we look at all interests of society. You have to be careful to make the work you are doing transparent so that people can understand why you are doing this and that. It took me a few months, maybe 3, 4 or 5 to understand and start acting the way public service requires...”

If the role of public service and the meaning it carries is not clear to most to new public servants, it may indicate that wether public service is not properly fulfilling its role before society, or is not satisfactorily communicating what it is doing, or maybe both reasons are accountable for this reality. Additionally, the way the public service selection process is framed in the Brazilian context appeals to extrinsic reasons as a lure to attract new servants. The meaning and the mission of public service are never emphasized during the recruitment period. The new servant will most likely only be in contact with the mission of public organizations once he is working in one, especially when he is applying for a very technical position. As mentioned before, administrative positions require the candidates to have a more
profound knowledge about constitutional and administrative Law, subjects, which per se already provide the candidate with good knowledge about the function of public service and the state.

The interviews from ANP were analyzed first as they were conducted earlier in time. The interviews from Petrobras brought a different perspective to the frame. The interviews from the state oil company did not exactly fit the framework we had built based on interviewees from ANP. We conducted fewer interviews at Petrobras and it might be necessary to accomplish a greater number of interviews in order to confirm the difference in the results because the findings from the survey regarding the motives to join public sector were similar to the ones from ANP, however the interviews from Petrobras pointed otherwise.

PSM is an important aspect when individuals decide to work for the public sector (Perry, 2008), though the answers from our survey showed that working for society was listed as last important out of the four reasons listed to look for a job in the public sector. The qualitative analyses of the interviews corroborated this result finding from the survey as interviewees from ANP mentioned extrinsic motives for pursuing a job in the public sphere. Interviewees from Petrobras reasons were different. The first big difference is that they did not care much about stability, contradicting the result from the survey. They reported stability as just another characteristic of the job, but not something that attracted them enough to be considered the most important reason to join the enterprise as one interviewee (I6P) put it: “...this is one more enterprise that is hiring me, oh, this company here...the work environment is nice, this is how we classify. I think that was it. It is not like: I don’t leave Petrobras because it is public. It is just a public enterprise, by chance it is.” And at another moment of the interview, he completed with: “...if there was no stability, I wouldn’t go to another enterprise, I would stay here. But this is because I am a career employee, but there is a lot of people who are outsourced employees and who can only see themselves working or providing services to Petrobras. Then, because I am a career employee there is this questioning: oh, the stability, the security, perhaps if you interviewed people who are outsourced, they would have a similar opinion, they would say they wanted to take the exams to Petrobras because they want to continue working here.”

The second difference regards the previous knowledge about the organization. While most interviewees from ANP had barely any previous knowledge about public service or the agency itself and did not focus on one specific organization for instead targeting a list of possibilities, Petrobras candidates showed previous knowledge about the company as well as
specific interest in the enterprise. This fact is acknowledged in the following speech from one interviewee (I6P):

“Petrobras, when I got in, it was already the biggest enterprise in the country. I had thorough knowledge about its participation on the Brazilian GDP, right? A great participation, really. Here in Rio Grande do Norte, for instance, it is accountable for 43% or 47% of the state GDP. So, yes I knew about its importance to Brazil. I already knew that it was one of the companies young people aim to work at, right? It is always there competing with Google, right?”

It would be difficult to be otherwise as Petrobras is in fact a leading enterprise in its area of expertise worldwide. It is even difficult for any public organization to compete with the company’s history and what it represents to the country. However, the public sector has a bad image among citizens and this could be changed with the improvement in the quality of public services offered to society. If people knew better what public organizations were doing, if society was closer to those organizations and their services and the quality of the services was acknowledged by users, perhaps potential servants would focus on specific organizations because of identification with the work itself and mission of the organization. As it is today, candidates choose randomly by salary and status. This leads us to the third difference observed in the interviews from Petrobras. Potential employees did care about the salary, though career development and learning opportunities were just as important when opting for the company. The choice for Petrobras was organization oriented as opposed by the choice for public organizations, reported as unspecific. This may play an important role in the organizations turnover rate. The turnover rate in Petrobras is around 2% (source 2015: Petrobras’ human resources) and ANP’s rate is around 6,7% (source 2015: ANP human resources).

The fourth difference regards the permanence of the individual in the organization. While it was common to find interviewees from ANP already engaged in studying to move to another organization, we did not find this situation in Petrobras. In addition, it was difficult for servants from ANP to imagine a permanent career in the organization, even for the ones who were satisfied with their jobs. In the other hand, interviewees from Petrobras could proudly imagine themselves ending their careers in the company.

The implication of PSM for the Brazilian public service reality lies in the possibilities it may bring to the development of organizational identities among public officials working in
different government organizations. The differences found in the two organizations studied show that the context in which the organization is immersed plays a preponderant role in how it attracts the interest of new comers. The process of recruitment and selection as well as the inequality among careers in the public administration has established a dynamic of attraction that does not favor PSM. This theme will be further developed when we discuss our model in section 5.

4.2 How does PSM apply to the Brazilian context?

Our research findings have shown us that in the context of the study, individuals are driven to the public sector majorly due to extrinsic motives. Whether PSM is a factor of attraction to public service is currently an issue of dispute among researchers. In 1990, Perry and Wise proposed that “the greater an individual’s public service motivation, the more likely the individual will seek membership in a public organization”. Recently, research results (Kjeldsen and Jacobsen, 2012) did not find PSM to be a strong predictor of individual attraction to public or private sector employment for Danish health professionals.

Due to problems with the fit of the instrument we used, we failed to quantitatively measure the degree of PSM among our sample. However, the analysis of our qualitative research was clear about the predominance of extrinsic reasons for which people joined a public organization. Even if those people had a high PSM, their level of PSM was not relevant to their choice of employment sector. If this is the case, how does PSM apply to the context studied? We observed in the interviewee’s speech from ANP that people without prior knowledge about public service began to realize the role of the government and how the work in the sector should be developed simultaneously to the performance of the job tasks. When preparing for the selection process, individuals were so focused on studying for the exams that they did not actually reflect much upon the characteristics of the job itself. When they were finally within a public organization, there came the moment to understand what and how it was to be a public servant. That is when the possibility of transforming initially extrinsic motives into more intrinsic driven motives emerged. Self – Determination Theory describes this in terms of fostering the internalization and integration of values and behavioral regulations (Deci & Ryan, 1985). Internalization is the process of taking in a value or regulation, and integration is the process by which individuals more fully transform the
regulation into their own so that it will emanate from their sense of self. Thought of as a continuum, the concept of internalization describes how one’s motivation for behavior can range from amotivation or unwillingness, to passive compliance, to active personal commitment. With increasing internalization (and its associated sense of personal commitment) come greater persistence, more positive self-perceptions, and better quality of engagement (Ryan and Deci, 2000). Figure 9 below provides a visual framework for this process.

A person might originally get exposed to an activity because of an external regulation (e.g., a reward), and (if the reward is not perceived as too controlling) such exposure might allow the person to experience the activity’s intrinsically interesting properties, resulting in an orientation shift. Or a person who has identified with the value of an activity might lose that sense of value under a controlling mentor and move “backward” into an external regulatory
mode. Thus, while there are predictable reasons for movement between orientations, there is no necessary ‘sequence’ (Ryan and Deci, 2000).

Once the person becomes a public servant, the initial extrinsic motivation that moved most of the interviewees to go through the strenuous preparation period to finally enter the sector becomes less important and provides room for the organization to promote the development of intrinsic motivation. At this moment of the process, if the conditions for PSM are built, it may be the basis for the development of identification with the organization and perhaps even the sector. PSM can play an important role in the construction of the identity of a public servant. We identified how the intrinsic motivators predominant in the first two years after admission can lead to an identification with the organization and sometimes even with the public sector. The following speech an interviewee (I16) is a good example of this:

“For me, it is something new. So far, I have worked more than 10 years in the area of cartography, but I am beginning to identify myself. I think that in the context of our country, it is one of the main economical activities and it ends up generating a great importance to our country. Then, I think in this point, in the matter that I had previously mentioned about the return we can give, I think this contributes to our identification and search for a positive return to our country.”

However, management works as an instrument to make this process viable through good allocation, the existence of proper conditions for the establishment of a learning environment and autonomy. Bad management will seriously compromise the fulfillment of PSM and thus impede the development of organizational identity. One interviewee (I6) who was not satisfied because he could not find the conditions to accomplish his work as he considered it should be properly done reported his perception regarding this issue: “...I see that many people are also extremely demotivated because they ended up in an area that was not adequate for them.”

5 PSM FRAMEWORK

Our theoretical framework shows if and how PSM applies to the context of the public organizations studied and the implications that exceed the sphere of individual organizations and regards the Administration. In the quantitative phase of this study, we concluded that the original 24-item multidimensional scale developed by Perry (1996) could not be used to measure PSM in the context of this research. Other findings from the quantitative phase also
showed that PSM was not relevant for the respondent’s choice for employment sector. Complementarily, the qualitative phase of the study revealed that despite irrelevant for the decision of pursuing a job in the public sector, PSM plays an important role once the individual becomes a public servant. It may be developed ex post socially through carrying out the job tasks. Another finding regards the importance of PSM to the construction of the organizational identity of public officials. By performing its job in the public sector, the individual starts to reflect on the mission of the work and consequently the mission of public organizations. This process is able to develop a kind of motivation related to the dimensions of the concept of PSM such as interest in policymaking and commitment to the public interest. Higher levels of PSM in its turn would function as a mediator in the construction of the organizational identity. Our findings additionally showed that PSM in a context of careers with very discrepant remunerations will not stop individuals from engaging in an effort to move to better paying careers. Among the careers for people with higher education, nobody is paid as little as professors and doctors. The differences reach 580% when we compare the initial remuneration of a University or technical schools assistant professor in the beginning of their careers, who work 40 hours a week to a Federal attorney. This reflects what already happens in the Brazilian private sector. (Source 2012: http://oglobo.globo.com/brasil/funcionalismo-federal-diferenca-salarial-chega-580-5367367#ixzz4LNgWb2o6). At the Administration level, as long as the Administration continues to withdraw from its responsibility for building a more public service equitable career policy, public organizations will clearly continue to endure a growing and continuous rate of civil servants going in and out of the organizations in an effort to pursue better remuneration by building their careers outward and upward, led mainly by extrinsic motives. High PSM alone is not enough to retain the workforce and stop this phenomenon. At the organizations’ level, each organization can invest in management actions in order to develop PSM among new servants with low PSM and boost PSM among the ones who already have it. This will strengthen PSM and allow servants to identify with a public organization. Our interviewees showed evidence that this will reduce turnover related to servants demotivated with the work itself and not with remuneration issues. Figure 10 below depicts the model our data led us to construct. We divided it in three moments, each of which will be further explained in details in the sequence.
5.1 Attraction to Public Service and Expectations

As previously discussed, people are attracted to public service mostly for extrinsic motivators. That does not mean that these people do not present any level of PSM, but the instrument we used was not able to measure PSM. Our qualitative data though showed evidence that PSM does not play a relevant role in people's choice for employment sector in the context studied. After the enactment of the Brazilian 1988 constitution, public service had to select its workforce by isonomic competitive public exams. The improvement in public careers in the last years has made them very attractive and competition came along with it. Due to the level of difficulty of the selection processes, candidates usually go through a long dedication period. The careers are highly financially unequal, which created a phenomenon we are calling outward upward career building. We observed that candidates opt for entering public service in any career and then build their careers from outside. They climb from a less interesting career to a more interesting career once they are already in public service, this is, even after becoming a public servant, when not satisfied, they continue studying and taking exams in order to change for a better paid career.
5.1.1 The dedication phase

Dedication phase was a data category we identified during the coding process. We defined it as the period after the decision to pursue a career in the public sector. When the individual is in the dedication phase of the process, the potential public servant is mainly motivated by the idea of having employment stability, but also a good salary and quality of life, which the interviewees described as a more fair amount of working ours relative to the private sector, allowing them to balance work with personal life and the serenity of not having to worry about ever becoming unemployed. In Brazil, at the historical moment we carried out this study, public jobs were seen as prestigious and salaries were in average higher than in the private sector. As previously mentioned, entering public service in Brazil is not an easy task. It requires investment regarding effort, time and financial resources to attend specialized preparatory courses and acquire the recommended bibliography as well as for paying for the application fees charged by the organizing entities contracted to carry out each selection process. This is even more critical when we consider the top public service careers, for which people sometimes spend a few years studying. The dedication phase is depicted in figure 11 as the dedication phase. In this phase, extrinsic motives are salient as the candidate here is led by the goal of having stability. Through this period, when the candidate is so focused in preparing and taking exams, there is hardly any room to reflect on intrinsic motives.
Changes brought by the Brazilian Constitution of 1988 that established entrance criteria to work in the public service as a means to fight patrimonialism combined with the public careers’ improvement government policies carried out during the period of 2003 – 2008 and made them financially competitive with the private sector were responsible for the emergence of an industry composed by institutions specialized in carrying out the selection process, preparatory courses, private teachers, landlords who rent properties to individuals who move to bigger cities to prepare for the exams, transportation companies and several other service providers involved in the preparation of candidates for the exams to enter public organizations. These courses are not government schools, they are run by the private sector and move 30 billion reais every year (source 2010: http://istoe.com.br/46397_CONCURSO+O+SONHO+DA+ESTABILIDADE/). In order to enter the top government careers, candidates sometimes spend a few years preparing. Some individuals, as stated by some interviewees, stop working in order to fully dedicate their time to study. If in one hand this industry creates work opportunities for different sectors of the economy, in the other hand the cost of the consequences of such a process should be taken into consideration by the decision makers. They should look into the economical costs regarding the amount of time candidates are only studying to take exams and not actually producing or the fact that this system and in here we are reffering not only to the way the selection process is carried out but also the Brazilian careers’ government policy which allows for the already mentioned remuneration inequality and its impact on public officials retention rate.

5.1.2 The entrance and adaptation in the public service

For this topic, we are setting apart the two organizations studied because their differences already mentioned places Petrobras outside the situation to be now described. The two organizations studied are among the top salaries of the public administration, however the professional histories reported by the interviewees from ANP continuosly revealed the dynamic of public organizations' selection. Their speeches showed evidence that there are two factors influencing the dynamic of mobility in the context of a public organization in which it is immersed. The remuneration inequality in the careers combined with the specificities of the selection process adopted in Brazil competes with the process of identification with the
organization. Instead of having the selection and socialization processes as complementary, they compete against each other. In a more equal labor market circumstance, the new comer would naturally try to identify with the organization. In the framework of the reality described, there is a competing force that functions as a barrier to the newcomer adaptation. At the same time that the individual becomes a part of a public reality and starts to receive all the inputs that regards the specificities of a public job, he is still engaged in pursuing a better position. This is a conflictuous situation for the newcomer. But we are here in a context of a highly paid career. That means that once in this organization, the individual has reached barely the top. We will than discuss the second factor that impacts newcomer’s adaptation: the capacity of the organization to create the conditions and the environment for the individual to perform his work and develop organizational identity. This is what we are calling the second phase. In this phase (depicted in figure 12), in order to foster a good adaptation for the newcomers, the organization should invest in ways to balance the effect of extrinsic and intrinsic motivators.

Figure 4. Intrinsic X Extrinsic motivators

The stronger effect of extrinsic motivators at pre-entry is represented by the darker shade of green in figure 12. Ideally, there would be a balance between the effect of these two types of
motivators, however, our findings show otherwise. At the pre-entry, individuals are drawn to public careers mainly due to extrinsic motivators. Then what happens? Our findings also showed how the balance between both types of motivators could and should be reached after entrance. However, this process does not happen without the proper conditions. When in the process of building this framework, we identified some categories of intrinsic motivators as well as the demotivators that most bothered the interviewees. The categories we identified regarded the learning environment, identification with the work itself, realizing the relevance of the work and having the support to carry on the implementation of new ideas to improve organizational processes. The demotivators were related to factors that impeded the individual from performing a satisfying job such as misallocation or seeing colleagues that were not committed to the work. We then defined management categories, which would promote the motivators and prevent or reduce demotivators. They are also represented in the picture under the greater category of management: learning, leadership, allocation and autonomy. These management tools can be used to promote PSM because this is a public environment. If the organization succeeds in this task and PSM is fostered or developed among the newcomers, they will then develop the public organizational identity.

5.1.3 The role of PSM in creating public service organizational identity and on retaining its workforce

Here we are portraying how PSM can affect the retention of its workforce. In the previous phase, we described the process of balancing extrinsic and intrinsic motivators. They will both always be present at the base of the framework and affect the decision to leave or to stay. The balance of these two components of the motivation will guarantee the retention of the workforce. Nevertheless, individually, public organizations’s capacity to interfere in the government remuneration policy is restricted because as it is now, it is a political decision. The remuneration policy for the public careers is devoid of technical criteria. They are political decisions. Our findings disclose the effect of the identified dynamic on public officials motivation and how it contributes to an unproductive system of recruitment in public organizations. If the organization does not succeed in promoting the necessary conditions to develop or foster PSM, which is based on intrinsic motivators, the individual will leave the organization and go on to what is represented in figure 13 as the ladder on the right side of the picture. But there is no guarantee that this individual will succeed entering another public organization, given the highly competitive selection process. If they succeed, the process starts again in the next organization and so on. If the individual does not succeed, he will be entrenched in the present organization. The word entrenched is purposely used here to emphasize that in such well paid careers, most individuals will hardly be able to find a job in the private sector that pays just as much. Concurrently, the longest an individual works in the public sector, the harder it will be for the private sector to absorb that workforce due to experience.
The impact of PSM on public service retention

The ladders represented on both sides of figure 13 show a dynamic that resembles the theory of internal and external labor markets. It was not the goal of this research to study any link with this theory, however our findings point to a possible relation between the phenomena our framework disclosed and above-mentioned theory.

6 DISCUSSION

Considering the importance of understanding PSM and the incipience of research on the theme in the Brazilian context, we were motivated to investigate how this theory applies to Brazil. Because there was already a validated instrument that had been used in different studies and because our object of study demanded an understanding of context, we considered both administering a survey and using an inductive qualitative research appropriate. Following the guidelines of Gioia and Corley (2013), we conducted 23 interviews with public servants from ANP and 8 interviews with public employees from Petrobras. Due to divergences on wether PSM can lead individuals to public organizations or is a consequence of working in one, we deliberately chose interviewees that had been admitted in both organizations within the last one and two years. Because the qualitative approach depends on a well specified, if rather general, research question (Gioia and Corley, 2013), we framed one:
How does PSM apply to the Brazilian context? The data collected allowed us to present a model for PSM and a theoretical framework for the context studied. Our findings may shed some light on one the unanswered questions about PSM regarding the emergence or origins of PSM and the implications of this for the relationship between PSM and sector of employment. (Wright, 2010). Despite a large-scale effort to develop an internationally valid measure (Kim et al, 2012), there is no such an instrument so far. This may be due to the fact that while there seems to be the existence of PSM in different countries (Houston 2011), there are also cultural and language specificities that provide results in different countries that do not comply with Perry's four dimension framework theoretical expectations. In our case, it was no different. First, we were not able to measure PSM quantitatively because the instrument previously validated by Perry (1996) was not validated in our research context. In the qualitative phase of this research, we could clearly identify speeches that were consistent with PSM. However, our data also showed that very few individuals were driven to public service for reasons related to PSM. The attraction to public service in the context studied is mostly based on extrinsic motivation (tenure, salaries and life quality). Our first conclusion about the group studied, grounded on the qualitative data, was that even among individuals with high PSM, in the economic, political, social and cultural context studied, PSM does not play a significant role in one's choice for employment sector. In relation to the second gap, which regards the potential effects of PSM on job performance, our theoretical model depicts how PSM can foster organizational identity in public organizations. Exceeding the ones who were already in the public sector, the new public servants do not know much what to except. They lack knowledge about how public sector works and their aim is usually not at a specific organization. Most new servants know little about the organization they will work at before they actually start working. Lay opinions about public service are mostly pejorative. Its image is still related to people who do not want to work. They are positively surprised once they find out how qualified their colleagues are and that it is possible to have a learning environment in a public organization, though they are disappointed because of issues regarding misallocation, autonomy and leadership. On the top of these or partially because of these management deficiencies there are some people who in fact do not care much about work. The reasons why these people do not want to work should be carefully studied in future opportunities. Did they have high PSM at any moment and are now demotivated because they can not perform as they think they should and still they feel trapped to this organization because of stability? Or they have low PSM and it is ok for them not to engage in work because know they will hardly be dismissed for performance issues. Our framework shows
that good allocation, effective leadership, a learning working environment and some level of autonomy will provide the conditions for the newcomer to perform his job in a way that he can perceive the contribution of his work, even if indirectly, to society. Because public administration common goal is to manage the public goods and community interests in the three levels of government to reach common good (Pereira, 2009), when public organizations provide the conditions for public servants to perform their work well, regardless of their levels of PSM at the entrance, they provide the conditions to activate or increase PSM in their work force. The interviewees reported insatisfaction with management related issues that could be as well reported by private sector employees. The difference here is the organization's purpose towards society. Then when you promote the proper conditions in a public organization you also promote the means for the individual to relate to the public mission.

One of the limitations of this research is that because the interviewees were self-selected there might be a common characteristic about them that indicated that they would score high on a PSM scale. The intention to help was shared by many interviewees, there was even one of them that offered to ask colleagues to be interviewed. They showed concern to find out if we had already enough data. They wanted to help. This shows evidence of PSM in their behavior and per se is not a problem, but what about people with low PSM? Did they also offer to be interviewed? Are they represented in the data collected? Most interviewees made reference to colleagues that did no work, maybe because of demotivation. Were they ever public service motivated? Is it possible to revert this? Our data showed that some interviewees that were initially misallocated thought they would not adapt to public service and once reallocated they felt motivated and saw a meaning in their work. Another limitation of our work regards the generalization of the findings. Brazil is a very big and heterogenous country and so is the Brazilian public sector. We carried out our research in only two organizations that belonged to the same sector (oil and gas) and yet some of the findings did not apply for both organizations. These were two organizations of the Federal Administration. The culture of state and municipal public organizations are even more distant from the federal public organizations.

Finally, our findings showed that the original PSM 24 item scale did not fit the context of our research, PSM was a residual factor on one's choice for pursuing a public careers and PSM can be socially developed or fostered on the job.
We recommend further research to improve the scale to be used in future studies in Brazil and test this framework in different careers of the Brazilian public sector in order to find similarities and differences and improve the framework.
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Appendices (Tools for data collection and analysis)

Appendix 1:

Public Service Motivation items by dimensions (Perry, 1996)

Attraction to Public Affairs
Politics is a dirty word. (Reversed)*
The give and take of public policymaking doesn’t appeal to me. (Reversed)
I don’t care much for politicians. (Reversed)

Commitment to the Public Interest
It is hard to get me genuinely interested in what is going on in my community. (Reversed)
I unselfishly contribute to my community.
Meaningful public service is very important to me.
I would prefer seeing public officials do what is best for the community, even if it harmed my interests.
I consider public service a civic duty.

Compassion
I am rarely moved by the plight of the underprivileged. (Reversed)
Most social programs are too vital to do without.
It is so difficult for me to contain my feelings when I see people in distress.
To me, patriotism includes seeing to the welfare of others.
I seldom think about the welfare of people whom I don’t know personally. (Reversed)
I am often reminded by daily events about how dependent we are on one another.
I have little compassion for people in need who are unwilling to take the first step to help themselves. There are few public programs I wholeheartedly support. (Reversed)

**Self-Sacrifice**
Making a difference in society means more to me than personal achievements. I believe in putting duty before self. Doing well financially is definitely more important to me than doing good deeds. (Reversed) Much of what I do is for a cause bigger than myself. Serving citizens would give me a good feeling even if no one paid me for it. I feel people should give back to society more than they get from it. I am one of those rare people who would risk personal loss to help someone else. I am prepared to make enormous sacrifices for the good of society.

9 Appendix 2: The questionnaire used in the survey (Translated from Perry’s 1996 validated PSM questionnaire with additional items)

The questionnaire used in the survey (Translated from Perry’s 1996 validated PSM questionnaire with some additional items)
Pesquisa: Motivação do Serviço Público

Dados do respondente:

1. Qual sua idade?
   a) 18-24  
   b) 25-34  
   c) 35-44  
   d) 45-59  
   e) 60 ou mais

2. Qual é o seu nível de escolaridade?
   a) Ensino Fundamental  
   b) Ensino Médio  
   c) Ensino Superior  
   d) Pós-Graduação

   2.1. Qual sua área de formação? (Fazer um filtro se responder Ensino Médio, Ensino Superior ou Pós-Graduação)

      a) Engenharia  
      b) Direito  
      c) Administração  
      d) Contabilidade  
      e) Economia  
      f) Psicologia  
      g) Outro(s). Qual (is)?

3. Qual é o nível de escolaridade do seu pai?
   a) Ensino Fundamental  
   b) Ensino Médio  
   c) Ensino Superior  
   d) Pós-Graduação  
   e) Não estudou  
   f) Não sei

4. Qual é o nível de escolaridade da sua mãe?
   a) Ensino Fundamental  
   b) Ensino Médio
c) Ensino Superior
d) Pós-Graduação
e) Não estudou
f) Não sei

5. Há quanto tempo você trabalha no setor público?
   a) Até dois anos
   b) De dois a quatro anos
   c) De quatro a seis anos
   d) De seis a dez anos
   e) Acima de dez anos

6. Antes de trabalhar na Petrobrás, você:
   a. Já era funcionário ou servidor público
   b. Trabalhava no setor público, mas não era concursado
   c. Trabalhava no setor privado
   d. Nunca trabalhou antes

7. Existem outros funcionários ou servidores públicos entre os seus familiares mais próximos?
   a. Sim
   b. Não

Extra: Em que área você trabalha?
   a. Atividade finalística
   b. Atividade meio

Extra: Em que cidade do país você trabalha?

8. Quais motivos te levaram a buscar trabalho no setor público?
   a. Trabalhar pela sociedade
   b. Salário
   c. "Estabilidade"
   d. Maior qualidade de vida
   e. Outro(s). Qual(is)?

9. Classifique em ordem de importância (sendo 1 o mais importante) os motivos selecionados por você para trabalhar no setor público

10. Assinale seu grau de concordância com a afirmativa abaixo:

<table>
<thead>
<tr>
<th>Inclinação para o serviço público:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Discordo totalmente</td>
</tr>
</tbody>
</table>


A palavra política tem uma conotação negativa
A troca de favores inerente ao desenvolvimento de políticas públicas não me atraí
Eu não me interesso por política

**Comprometimento com o interesse público:**

<table>
<thead>
<tr>
<th>Discordo totalmente</th>
<th>Discordo em parte</th>
<th>Não concordo nem discordo</th>
<th>Concordo em parte</th>
<th>Concordo totalmente</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eu gosto de realizar trabalho voluntário</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mesmo sabendo que mudanças na aposentadoria são necessárias no Brasil, eu prefiro que não sejam realizadas para eu não ser prejudicado</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Eu escolho os meus candidatos políticos pelas suas propostas de políticas</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A carga tributária precisa ser revista e reduzida, mesmo que implique na redução de programas sociais</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>É difícil eu me interessar genuinamente pelo que acontece na sociedade</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Eu contribuo para a sociedade sem esperar nada em troca</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A boa prestação de serviço público é muito importante</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
para mim

<table>
<thead>
<tr>
<th>Eu acompanho o desempenho dos governantes</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Eu prefiro que os agentes públicos façam o que é melhor para a sociedade, mesmo que seja contra os meus interesses pessoais</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Eu considero o serviço público um dever para com a sociedade</th>
</tr>
</thead>
</table>

### Social desirability items

<table>
<thead>
<tr>
<th>Já senti vontade de me revoltar contra as pessoas com mais autoridade do que eu, apesar de saber que elas tinham razão</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Quando comento um erro estou sempre disposto a admitir que o cometi</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Sou sempre simpático, mesmo se as pessoas são mal-educadas comigo</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Nunca me aborreci quando as pessoas tinham ideias contrárias às minhas</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Ouço sempre com muita atenção todas as pessoas com quem falo, sejam elas quem forem</th>
</tr>
</thead>
</table>

### Solidariedade:

<table>
<thead>
<tr>
<th>Discordo totalmente</th>
<th>Discordo em parte</th>
<th>Não concordo nem discordo</th>
<th>Concordo em parte</th>
<th>Concordo totalmente</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Eu raramente me interesso pela garantia dos direitos dos menos privilegiados</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>A maioria dos programas sociais são vitais demais para a sociedade para abrimos mão deles</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Ver pessoas em dificuldade me incomoda muito</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Para mim, patriotismo implica em preocupar-se com o bem estar dos outros</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Eu raramente me preocupo com o bem estar das pessoas que eu não conheço</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Os acontecimentos do dia-a-dia com frequência me lembram de como somos dependentes uns dos outros</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Eu sou a favor de políticas de igualdade salarial entre gêneros</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Pessoas que precisam de ajuda, mas não estão dispostas a iniciarem o processo de mudança não me comovem</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Programas sociais de combate à pobreza e geração de renda diminuem a desigualdade social e proporcionam inclusão social</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Há poucos programas públicos que eu apoio por completo</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>-------------------------------------------------------</td>
<td>---</td>
<td>---</td>
<td>---</td>
<td>---</td>
</tr>
<tr>
<td>Eu sou a favor de políticas de favorecimento das minorias</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Altruísmo:**

<table>
<thead>
<tr>
<th>Discordo totalmente</th>
<th>Discordo em parte</th>
<th>Não concordo nem discordo</th>
<th>Concordo em parte</th>
<th>Concordo totalmente</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eu realize trabalho voluntário</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Gerar impacto na sociedade é mais importante para mim do que o sucesso pessoal</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Para mim, o dever vem antes de questões pessoais</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Eu contribuo financeiramente com ações sociais</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Eu acho muito mais importante obter sucesso financeiro do que realizar boas ações</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Eu me sacrifico pelo interesse coletivo</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Prestar serviços à sociedade me deixa feliz, mesmo que eu não receba para isso</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Eu acho que as pessoas deveriam contribuir mais do que receber da sociedade</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Eu correria risco de perdas ou danos pessoais para ajudar alguém</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Eu estou disposto a realizar enormes sacrifícios pelo bem</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Identifico-me com a Petrobrás

Identifico-me com o serviço público em geral

Identifico-me com a iniciativa privada

Considero que meu trabalho contribui para a sociedade

11. Você concorda em participar de uma entrevista para coleta de dados qualitativos da pesquisa?
   a) Sim pedir para disponibilizarem e-mail e avisar que Dolores entrará em contato.
   b) Não

10  Appendice 3: Semi structured interview script used in ANP and Petrobras

Semi structured interview script used in ANP

1. What is your academic background?
2. When did you decide to look for a job in the public sector?
3. What motivated you to pursue a job in the public sector?
4. What criteria did you use to choose the public organization in which you wanted to work?
5. What made you choose ANP?
6. What was your previous image of the public sector?
7. How realistic was the image you had when confronted with reality?
8. Were your expectations towards the work fulfilled?
9. Can you clearly identify the impact of your work on society?
10. Are you motivated to your work?
11. Can you cite any demotivators to your work?
12. Are you proud of working in ANP?
13. Are you proud of being a public servant?
14. Do you intend to apply for another job?
15. Do you intend to leave the public sector?

Semi structured interview script used in Petrobras

1. What is your academic background?
2. Do you consider yourself as part of the public sector?
3. What motivated you to pursue a job in the public sector?
4. What made you choose Petrobras?
5. What was your previous image of the public sector?
6. How realistic was the image you had when confronted with reality?
7. Were your expectations towards the work fulfilled?
8. Did you have any idea about the role of Petrobras to the country?
9. Did you know about the figure of the "petroleiro"?
10. Are you motivated to your work?
11. Can you cite any demotivators to your work?
12. Are you proud of working in Petrobras?
13. Are you proud of being part of the public sector?
14. Do you intend to look for another job?
15. Do you intend to leave the public sector?

Appendix 4: Table with descriptive statistics

Table 4: Descriptive Statistics

<table>
<thead>
<tr>
<th>Age group</th>
<th>ANP</th>
<th>Petrobras</th>
</tr>
</thead>
<tbody>
<tr>
<td>18-24</td>
<td>1.00%</td>
<td>18.8%</td>
</tr>
</tbody>
</table>
## Appendix 5: Statistical Evaluation of the identity items

**ANP**

Table 5. Crossed table of Identification with ANP (A1) X Identification with public service (A2)

<table>
<thead>
<tr>
<th>Age Group</th>
<th>ANP</th>
<th>Petrobras</th>
</tr>
</thead>
<tbody>
<tr>
<td>25-34</td>
<td>35,50%</td>
<td>63,8%</td>
</tr>
<tr>
<td>35-44</td>
<td>35,00%</td>
<td>17,9%</td>
</tr>
<tr>
<td>45-59</td>
<td>22,00%</td>
<td>4,9%</td>
</tr>
<tr>
<td>60 or more</td>
<td>6,50%</td>
<td>0,7%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Educational level</th>
<th>ANP</th>
<th>Petrobras</th>
</tr>
</thead>
<tbody>
<tr>
<td>Secondary School</td>
<td>2,00%</td>
<td>23,9%</td>
</tr>
<tr>
<td>Bachelor degree</td>
<td>29,50%</td>
<td>53,2%</td>
</tr>
<tr>
<td>Master or Doctorate degree</td>
<td>68,50%</td>
<td>22,8%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Academic background</th>
<th>ANP</th>
<th>Petrobras</th>
</tr>
</thead>
<tbody>
<tr>
<td>Engineering</td>
<td>36,50%</td>
<td>49,40%</td>
</tr>
<tr>
<td>Law</td>
<td>8,50%</td>
<td>2,00%</td>
</tr>
<tr>
<td>Administration</td>
<td>10,50%</td>
<td>12,80%</td>
</tr>
<tr>
<td>Accounting</td>
<td>2,00%</td>
<td>4,00%</td>
</tr>
<tr>
<td>Economics</td>
<td>9,50%</td>
<td>0,70%</td>
</tr>
<tr>
<td>Others</td>
<td>33,00%</td>
<td>30,90%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Professional background</th>
<th>ANP</th>
<th>Petrobras</th>
</tr>
</thead>
<tbody>
<tr>
<td>Career public servant</td>
<td>30,0%</td>
<td>25,7%</td>
</tr>
<tr>
<td>Outsourced in public service</td>
<td>16,5%</td>
<td>6,3%</td>
</tr>
<tr>
<td>Private sector</td>
<td>46,0%</td>
<td>51,0%</td>
</tr>
<tr>
<td>No working experience</td>
<td>7,5%</td>
<td>17,0%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>100,0%</td>
<td>100,0%</td>
</tr>
</tbody>
</table>
The Chi square result (table 4) showed there was an association between ‘identification with ANP’ and ‘identification with public service’ \( \chi^2 (16) = 73.95, \text{ p-value} < 0.0001 \). In graph 1, the result of the correspondence analysis between these two variables (fig.1) with a cumulative percentage of inertia explained of 85.7\%, we see how the extremities 1 and 2 from both variables are in the same quadrant and near each other and we can observe the same link between extremities 4 and 5 in the left and right upper quadrant respectively. This shows that the more a respondent identified with ANP, the more it identified with public service.

**Figure 6. Graphic representation of the correspondence analysis A1 X A2**

**Table 6. Crossed table of Identification with ANP X Perception of work contribution to society**
The Chi square result in table 5 shows there was also an association between the variables ‘identification with ANP’ and ‘the person’s perception of how much his/her work contributes to society’ ($\chi^2$ (16) = 142.99, p-value < 0.0001). The correspondence analysis (fig. 2) with a cumulative percentage of inertia explained of 91.7% showed that these two variables (A1xA3) are associated in such a way that both of them increase in the same direction such as the more someone identifies with ANP, the more they consider their work contributes to society, not necessarily in this order, because it was not possible to establish a causal relationship between the variables. We can see in the graph representation from fig. 2 that the extremeties 1, 4 and 5 from both variables are each in the same quadrant as well as each of the also maintain proximity to each other.

<table>
<thead>
<tr>
<th>A2</th>
<th>A3</th>
<th>Totally disagree</th>
<th>Partially disagree</th>
<th>Neither agree nor disagree</th>
<th>Partially agree</th>
<th>Totally agree</th>
</tr>
</thead>
<tbody>
<tr>
<td>Totally disagree</td>
<td>0</td>
<td>3</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Partially disagree</td>
<td>2</td>
<td>4</td>
<td>1</td>
<td>15</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>Neither agree nor disagree</td>
<td>1</td>
<td>0</td>
<td>2</td>
<td>7</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>Partially agree</td>
<td>0</td>
<td>0</td>
<td>6</td>
<td>42</td>
<td>35</td>
<td></td>
</tr>
<tr>
<td>Totally agree</td>
<td>1</td>
<td>0</td>
<td>1</td>
<td>11</td>
<td>54</td>
<td></td>
</tr>
</tbody>
</table>

$\chi^2$ = 89.37, df = 16, p-value < 0.0001
The last combination of variables for the data from ANP (table 6) also showed association between the variables ‘identification with public service’ and ‘the person’s perception of how much his/her work contributes to society’ ($\chi^2 (16) = 89.37$, $p$-value < 0.0001). The correspondence analysis with a cumulative percentage of inertia explained of 89.9% shows that these two variables (A1xA3) are associated in a way in which the more someone identifies with public service, the more they consider their work contributes to society. The graph shows us how points 3, 4 and 5 from both variables are each in the same quadrant as well as the proximity between each of these points and its correspondent point from the other variable. The data did not allow us to establish a causal relationship between variables.

Petrobras

Table 8. Crossed table of identification with Petrobras (P1) X Identification with public service (P2)

<table>
<thead>
<tr>
<th>P1</th>
<th>P2</th>
<th>Totally disagree</th>
<th>Partially disagree</th>
<th>Neither agree nor disagree</th>
<th>Partially agree</th>
<th>Totally agree</th>
</tr>
</thead>
<tbody>
<tr>
<td>Totally disagree</td>
<td>9</td>
<td>2</td>
<td>0</td>
<td>1</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>Partially disagree</td>
<td>6</td>
<td>13</td>
<td>5</td>
<td>6</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Neither agree nor disagree</td>
<td>4</td>
<td>10</td>
<td>14</td>
<td>4</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Partially agree</td>
<td>10</td>
<td>38</td>
<td>30</td>
<td>70</td>
<td>12</td>
<td></td>
</tr>
<tr>
<td>Totally agree</td>
<td>8</td>
<td>28</td>
<td>33</td>
<td>65</td>
<td>74</td>
<td></td>
</tr>
</tbody>
</table>

$\chi^2 = 149.38$, df = 16, $p$-value < 0.0001
Regarding the data from Petrobras, the Chi square result (table 7) showed there was an association between the variables ‘identification with Petrobras’ and ‘identification with public service’ ($\chi^2(16) = 149.38$, p-value < 0.0001). The graph in figure 4 shows the result of the correspondence analysis between these two variables with a cumulative percentage of inertia explained of 86.6%. We can see how the extremities 1 and 2 from both variables are each in the upper and bottom left quadrants respectively and near each other and we can observe the same link between extremities 4 and 5 in the right bottom and upper quadrants respectively. This shows that both variables increase in the same direction: the more a respondent identified with ANP, the more he/she identified with public service in general. Data did not allow us to determine any causal relationship between variables.

Table 9. Crossed table of Identification with Petrobras (P1) X Identification with the private sector (P3)

<table>
<thead>
<tr>
<th></th>
<th>Totally disagree</th>
<th>Partially disagree</th>
<th>Neither agree nor disagree</th>
<th>Partially agree</th>
<th>Totally agree</th>
</tr>
</thead>
<tbody>
<tr>
<td>Totally disagree</td>
<td>4</td>
<td>0</td>
<td>1</td>
<td>4</td>
<td>6</td>
</tr>
<tr>
<td>Partially disagree</td>
<td>4</td>
<td>5</td>
<td>8</td>
<td>11</td>
<td>3</td>
</tr>
<tr>
<td>Neither agree nor disagree</td>
<td>0</td>
<td>3</td>
<td>13</td>
<td>14</td>
<td>3</td>
</tr>
<tr>
<td>Partially agree</td>
<td>9</td>
<td>31</td>
<td>30</td>
<td>78</td>
<td>12</td>
</tr>
<tr>
<td>Totally agree</td>
<td>28</td>
<td>36</td>
<td>38</td>
<td>71</td>
<td>35</td>
</tr>
</tbody>
</table>

$\chi^2 = 46.63$, df = 16, p-value < 0.0001
Figure 10. Graphic representation of the correspondence analysis P1 X P3

The next combination of two variables Chi square result (table 8) showed there was also an association between ‘identification with Petrobras’ and ‘identification with public service’ ($\chi^2(16) = 46,63$, p-value $< 0,0001$). The graph in figure 5 shows the result of the correspondence analysis between these two variables with a cumulative percentage of inertia explained of 93%. We can see how points 3 and 4 from both variables are each in the right upper and bottom quadrants respectively and how the two points 3 and two points 4 are near each other. We can say then that both variables increase in the same direction: the more a respondent identified with Petrobras, the more he/she identified with private sector. Data did not allow us to determine any causal relationship between variables.

Table 10. Crossed table of Identification with public service (P2) X Identification with the private sector (P3)

<table>
<thead>
<tr>
<th></th>
<th>P3</th>
<th>Totally disagree</th>
<th>Partially disagree</th>
<th>Neither agree nor disagree</th>
<th>Partially agree</th>
<th>Totally agree</th>
</tr>
</thead>
<tbody>
<tr>
<td>P2</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Totally disagree</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>12</td>
<td>13</td>
<td></td>
</tr>
<tr>
<td>Partially disagree</td>
<td>6</td>
<td>10</td>
<td>13</td>
<td>52</td>
<td>10</td>
<td></td>
</tr>
<tr>
<td>Neither agree nor disagree</td>
<td>5</td>
<td>9</td>
<td>34</td>
<td>31</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>Partially agree</td>
<td>11</td>
<td>29</td>
<td>27</td>
<td>64</td>
<td>15</td>
<td></td>
</tr>
<tr>
<td>Totally agree</td>
<td>18</td>
<td>23</td>
<td>13</td>
<td>19</td>
<td>18</td>
<td></td>
</tr>
</tbody>
</table>

$\chi^2 = 85,39$, df = 16, p-value $< 0,0001$
Figure 11. Graphic representation of the correspondence analysis P2 X P3

The previous two analyses showed that people who work for Petrobras identify both with the private and public sector. We then tested these two variables to verify if this identification happened simultaneously. The Chi square result (table 9) showed there was an association between the variables ‘identification with public service’ and ‘identification with the private sector’ ($\chi^2(16) = 85.39, p\text{-value} < 0.0001$). The graph in figure 6 shows the result of the correspondence analysis between these two variables with a cumulative percentage of inertia explained of 88.4%. In this figure, the two points from both variables located in the same quadrant are 3 and 4, in the upper right and bottom respectively. However, 3 is the only one in which both numbers from the two variables are in a close distance to each other. The other points are far from the corresponding match of the variable. This shows that these variables do not increase in the same direction: the more a respondent identified with public service, the least he/she identified with the private sector. From the perspective of PSM, this shows that whenever one tends to identify with the values and philosophy of explained in the concept of PSM, they tend to distance themselves from the business values that permeate the private sector.

Table 11. Crossed table of Identification with Petrobras X Perception of work contribution to society

<table>
<thead>
<tr>
<th></th>
<th>P4</th>
<th>Totally</th>
<th>Partially</th>
<th>Neither agree</th>
<th>Partially</th>
<th>Totally</th>
</tr>
</thead>
</table>
The Chi square result (table 10) showed there was an association between the variables ‘identification with Petrobras’ and ‘perception of work contribution to society’ ($\chi^2(16) = 254.91$, p-value < 0.0001). In figure 7, the result of the correspondence analysis between these two variables with a cumulative percentage of inertia explained of 96.8% shows how extremities 1 and 2 from both variables are all in the upper left quadrant and near each other and we can observe the same link between extremities 4 and 5 in the bottom left and upper right quadrant respectively. This shows that the more a respondent identified with Petrobras, the higher was the perception of his/her work contribution to society. The data collected did not allow us to identify a causal relationship between these two variables.

**Table 12. Crossed table of Identification with public service X Perception of work contribution to society**

<table>
<thead>
<tr>
<th>P4</th>
<th>Totally</th>
<th>Partially</th>
<th>Neither agree</th>
<th>Partially</th>
<th>Totally</th>
</tr>
</thead>
<tbody>
<tr>
<td>P1</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Totally disagree</td>
<td>4</td>
<td>4</td>
<td>1</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>Partially disagree</td>
<td>6</td>
<td>8</td>
<td>5</td>
<td>9</td>
<td>3</td>
</tr>
<tr>
<td>Neither agree neither disagree</td>
<td>1</td>
<td>3</td>
<td>10</td>
<td>11</td>
<td>8</td>
</tr>
<tr>
<td>Partially agree</td>
<td>1</td>
<td>8</td>
<td>26</td>
<td>81</td>
<td>44</td>
</tr>
<tr>
<td>Totally agree</td>
<td>0</td>
<td>1</td>
<td>2</td>
<td>41</td>
<td>164</td>
</tr>
</tbody>
</table>

$\chi^2 = 254.91$, df = 16, p-value < 0.0001
The Chi square result (table 11) showed there was an association between the variables ‘identification with public service’ and ‘perception of work contribution to society’ ($\chi^2(16) = 83.91, \text{ p-value} < 0.0001$). The graph in figure 8 shows the result of the correspondence analysis between these two variables with a cumulative percentage of inertia explained of 93.1%. We can see how the extremities 1 and 5 from both variables are each in the same upper left and right quadrants respectively and the points are also close in space to each other. This shows that both variables increase in the same direction: the more a respondent identified with public service, the higher the perception of his/her work contribution to society. Data did not allow us to determine any causal relationship between variables.