The Effect of Public Servants’ Reinvention Reform Perception on Organizational Performance in Taiwan: The Mediating Roles of Public Service Motivation and Organizational Commitment

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This study investigates the effects of public servants’ reinvention reform perceptions, public service motivation (PSM), and organizational commitment on organizational performance in the public sector. There is very little research exploring those relationships in Taiwan, and the topic is thus worthy of more systematic examination. This paper utilizes the Taiwan Government Bureaucrats Survey II (TGBS II), which collected 1,464 valid samples from the public sector and used structural equation model to test the hypotheses. We find that reinvention reform perception positively affects public servants’ PSM, organizational commitment and organizational performance. Finally, results demonstrate that organizational commitment mediates the relationship between PSM and organizational performance.

Keywords: reinvention reform, public service motivation, organizational commitment, organizational performance

INTRODUCTION

Government reforms from the scientific management movement in the 19th century have been identified as improving the productivity, efficiency and service quality of government agencies (Heinrich, 2003). Most current government reforms are based on new public management (NPM), which is a movement to reinvent government (Osborne, 1993; Kettl, 2002). Government reinvention includes concepts such as treating citizens as customers, market orientation, more government flexibility, responsiveness, and outcome orientation (Osborne & Gaebler, 1992; Denhardt & Denhardt, 2008). For instance, Fu & Chang (2019) show that innovation serves as a promising means of improving public services in Taiwan. Hsieh & Huang (2019) also indicate that there is a significant difference in civil service promotion structure between public managers and public employees. In recent decades, many administrative reform measures have been implemented in an attempt to achieve administrative efficiency, including reducing red tape, decentralizing, empowering, and offering incentives to improve public service quality (Osborne & Gaebler, 1992).

However, new public management, government reinvention, and market orientation have also been criticized by many public administration scholars. Some of these criticisms target the overemphasis on efficiency and sacrifice of public values such as equality and fairness (Bozeman, 2007), while others note that public organizations are treated as principal–agent relationships rather than a trustee or beneficiary relationship (Dunleavy & Hood, 1994, p. 7). In addition, public service motivation (PSM) researchers believe that altruism is discounted by new public management (Perry & Hondeghem 2008a; Perry & Vandenabeele, 2008; Houston, 2009; Perry et al. 2009). Therefore, PSM is regarded as a viable alternative instrument for supporting new public management and government reinvention (Perry & Hondeghem, 2008a; Houston,
Government agencies are continuously seeking to improve the quality of public services, but the general public is inclined to believe that the productivity of civil servants is inferior to that of private companies (Frank & Lewis, 2004). Over the last few decades, many studies have begun to explore employee job motivation (Rafikul & Ismail, 2008). Perry and Wise (1990) are among the first to examine service motivation in governments and argue that the PSM is based on ethics and public interest rather than personal interest (Houston, 2006).

In the 1990s, PSM has been more specifically studied, and concepts of public service motivation were formulated. PSM is defined by Perry and Wise (1990, p. 368) as the motivational inclination of individuals toward public institutions and organizations, while motivation is regarded as the psychological need that arises when individuals face coercive power. Early studies divide PSM into four sub-dimensions: attraction to policy-making, commitment to the public interest, self-sacrifice, and compassion (Perry, 1996). However, other studies delineate only three dimensions of PSM, namely public interest commitment, self-sacrifice, and empathy (Course et al., 2008). Currently, PSM is generally perceived as altruistic, which indicates an emotional response to public organizations and a form of prosocial behavior (Perry & Hondeghem, 2008a).

Perry (1996) developed the PSM scale, and many scholars subsequently conducted empirical studies on the relationship between PSM and job satisfaction, organizational commitment, and job performance (Huang, 2019). Naff and Crum (1999) found that PSM affects job satisfaction and turnover intention while Moynihan and Pandey (2007a; 2007b) found no positive correlation between PSM and public organizations. In other words, results are inconsistent and could be due to the impact of other mediating variables.

Individuals choose to work in government departments or private companies based on motivational differences (Jurkiewicz, Massey, & Brown, 1998). Houston (2000) points out that civil servants must serve the public from an ethical perspective and care about the community and public interest. Perry and Wise (1990) point out that government agencies are based on rational motivations (the maximization of personal interest), norm-based (the desire to serve the public interest) and affective motivations (human emotion) (Kim, 2011). This study explores the relationship between government reinvention, PSM, organizational commitment and job performance in civil servants.

Some theories point out that PSM can produce positive results (Huang, 2019), especially when the prosocial motivations of civil servants are galvanized. Like the self-concept (Shamir, 1991), this view suggests multiple identities within individuals, and their satisfaction increases when public values are consistent with their personal values. When civil servants consider themselves givers, their prosocial motivations are reinforced (Grant, Dutton, & Rosso, 2008). Gould-Williams et al. (2014) also indicated that self-concept is the key to understanding the formation of positive attitudes and behaviors in PSM when civil servants involve themselves in meaningful public services. Therefore, we propose that government organizations provide civil servants with duties that are consistent with prosocial identity to strengthen their self-identification. With such an increase in self-identification, organizational commitment and job satisfaction will also increase.

**The Reinvention Reform in Taiwan and Its Ramifications**

Since the 1990s, Taiwan’s Executive Yuan has begun to plan for the “Government Reform Project” which includes the reorganization and re-engineering of the public sector. Taiwan’s Legislative Yuan passed Pension Reform in 2017, which affected public servants’ retirement funds. Retired civil servants who receive an 18% preferential interest deposit will stop paying within two and a half years, and the pension replacement rate decreases to a reasonable level for a 10-year transition period. The Pension Reform is also considered to be one kind of government reinvention.

This study claims that the reform’s emphasis on
empowerment, participation, reducing red tape, and improving efficiency and effectiveness should positively affect civil servants’ public service motivation and thus further improve their organizational commitment and organizational performance. However, this is only theoretical speculation. Whether administrative reform can improve the public service motivation remains to be verified by empirical research.

LITERATURE REVIEW AND HYPOTHESES DEVELOPMENT

Many empirical studies confirm that administrative reforms, including empowerment, decentralization, and the reduction of red tape improve civil servants’ public service motivation. Additionally, such reforms further enhance their organizational commitment and organizational performance. Therefore, this study sets up the following conceptual framework, as seen in Figure 1 above.

The Effect of Government Reinvention on PSM, Organizational Commitment and Organizational Performance

PSM is thought to have a positive influence on social behavior and job performance (Wright, 2007). Many studies have pointed out that civil servants who place a higher value on assisting others have a lower need for personal rewards and incentives (Bright, 2008; Wright & Pandey, 2008). It is also generally believed that altruistic civil servants will have higher organizational commitment, job satisfaction, and job performance (Castaing, 2006; Cerase & Farinella, 2006; Pandey & Stazyk, 2008).

Some scholars of PSM have concerns about incorporating market logic into the government (Moynihan, 2008; Houston, 2009). Moynihan (2008) and Houston (2009) both point out that applying performance-based salary in the government will result in goal displacement and may even reduce job motivation among civil servants. Perry and Hondeghem (2008a, p. 7) point out that the comparison of PSM with new public management and government reinvention may overlook some fundamental differences, including differences in human resources, organizational incentives, and institutional design.

Perry and Hondeghem (2008b, p. 276) indicate that new public management advocates for involvement in and empowerment of institutional design. Existing centralization, red tape, complex organizational
systems, and regulations result in disconnection between civil servants and the organization, rendering it difficult to maintain service motivation. Therefore, Perry and Hondeghem (2008b, p. 276) advocate enabling self-government through empowering participation in decision making.

To develop empowerment and participation mechanisms for civil servants, the bureaucratic red tape must be reduced (Naff & Crum, 1999; Perry & Hondeghem, 2008b), and the concept of red tape reduction in government agencies is based on new public management and government reinvention. PSM and government reinvention are complementary rather than conflicting. Studies by Naff & Crum (1999) and Moynihan & Pandey (2007b) confirm the correlation between government reinvention, red tape reduction, and improving PSM.

Mohd Noor and Othman (2012) explore the impact of decentralization and participation on organizational commitment and performance after 20 years of governmental reforms in Malaysia. Specifically, Malaysia introduced the Modified Budgeting System (MBS) to encourage civil servants to participate in public affairs. In a survey of mid-level managers within the Malaysian government, Mohd Noor and Othman (2012) find that strengthening civil servant participation can improve organizational commitment perception.

In an examination of Korea after the 1995 financial crisis, Oh and Park (2011) conclude that the events led to a series of government reinventions and the adoption of new public management as a reform tool. Oh and Park’s study also confirms that the emphasis on empowerment and participation in government reinvention can improve organizational commitment. In an exploration of human resource managers in American states, Yang and Pandey (2009) explore the impact of results-oriented reforms on organizational commitment. They also justify the relationship between government reinvention and organizational commitment.

Smeenk, Teelken, Eisinga, and Doorewaard (2009) find that both managerialism and organizational commitment can improve organizational performance. Their results also suggest that government reinvention has positive effects on organizational performance. Niazi (2011) posits that government agencies must become “learning organizations” and strengthen program planning, designing, implementation, and evaluation through the reinvention of education and training. When civil servants can effectively perform their jobs and gain competitive advantages, organizational performance can be improved.

Enders, de Boer, and Weyer (2013) argue that organizational autonomy and control in the reinvention of the education system can improve administrative performance. The Dutch education system strengthens managerial discretion and internal control, with such reinventions being justified to improve organizational performance.

Walker and Boyne (2006) use the British Labor’s program of public management reinvention as a research object to explore the impact of rational planning, devolution, delegation, flexibility, incentives, and enhanced choice on organizational performance. Walker, Damanpour, and Devece (2010) point out that management innovations are a feature of public management reinvention, and management innovations are also thought to affect organizational performance management. It is also true for civil servants that administrative reinventions can improve organizational performance. Therefore, the following hypotheses are proposed:

Hypothesis 1a: Government reinvention has a positive impact on PSM.
Hypothesis 1b: Government reinvention has a positive impact on organizational commitment.
Hypothesis 1c: Government reinvention has a positive impact on organizational performance.

The Effect of PSM on Organizational Commitment

Civil servants with prosocial motivations demonstrate that PSM leads to beneficial outcomes to the organization. According to Shamir (1991), the self-
concept of individuals comprises multiple identities, and consistency between their roles and identities results in perceived satisfaction. Individuals who perceive themselves as givers will establish prosocial identities and believe that these identities embody their important values and motivations (Grant, Dutton, and Rosso 2008). Gould-Williams et al. (2014) and Vandenabeele (2009) point out that if organizations can provide meaningful public services, the PSM of civil servants can lead to a more positive attitude and behavior.

We assume that if government agencies can enable prosocial identities in civil servants, their self-concept will be strengthened, and they will demonstrate behaviors that are beneficial to the organization, which will, in turn, increase their organizational commitment (Gould-Williams et al., 2014; Kim, 2012). PSM is believed to be related to organizational commitment (Perry & Wise, 1990), and many studies assert that organizational commitment is the result of PSM in public servants (Castaing, 2006; Park & Rainey, 2008; Taylor, 2008; Vandenabeele, 2009). However, other studies regard PSM as the antecedent of organizational commitment (Camilleri, 2006). In a study of France, Castaing (2006) finds that PSM precedes organizational commitment and suggests that employing individuals with PSM can enhance organizational commitment. In an examination of Australia, Taylor (2008) finds a relationship between PSM and organizational commitment. In an exploration of Malta, Camilleri (2006) finds that organizational commitment strengthens PSM, with affective commitment being particularly influential in directly affecting PSM. Kim (2011) comes to a similar conclusion, by demonstrating that PSM has a positive impact on organizational commitment in their study of firefighters.

Therefore, organizational commitment is regarded as both an antecedent and a result of PSM (Pandey & Stazyk, 2008). Likewise, for government agencies, when civil servants have high PSM, their emotional attachment to the organization is also high, which in turn increases their organizational commitment, which leads to the second hypothesis:

**Hypothesis 2:** PSM has a positive impact on organizational commitment.

**The Mediating Effect of Organizational Commitment on the Relationship between PSM and Organizational Performance**

Many past studies on PSM regard PSM as a type of prosocial behavior, and related to individual and organizational performance (Houston, 2008; Pandey & Stazyk, 2008; Huang, 2019). However, few studies have examined whether government reinvention affects PSM, and subsequently, affect organizational commitment and job performance.

Ahmad, Ahmad, and Shah (2010) pointed out that organizational commitment can increase organizational performance perception in their survey of employees. This same relationship also likely holds for civil servants, and their organizational performance will increase when they have a high level of commitment to the organization. Riketta’s (2002) meta-analysis also point out that more than one hundred articles justify the relationship between organizational commitment and organizational performance. From an empirical viewpoint, when the civil servants’ organizational commitment is high, then they will have high organizational performance perception.

Ali, Rehman, Ali, Yousaf, and Zia (2010) explore the relationship between corporate social responsibility, organizational commitment, and organizational performance and find a positive relationship between organizational commitment and organizational performance. Moreover, Kim (2005) explore the relationship between affective commitment and organizational performance in a sample of 1,739 Korean civil servants and find that the two constructs have a positive relationship.

Smeenk, Teelken, Eisinga, and Doorewaard (2009) find that European universities try to enhance organizational efficiency and effectiveness with methods from managerialism. But some scholars also argue that managerialism will reduce organizational performance. Smeenk, Teelken, Eisinga, and Doorewaard finally confirms that both managerialism
and organizational commitment can improve organizational performance.

In a survey of 13,532 federal employees in Switzerland, Ritz (2009) finds that corporate management skills and organizational commitments can increase organizational performance. Many studies have also argued that PSM positively affects both individual and organizational job performance (Huang, 2019). Alonso & Lewis (2001) found that PSM positively affects job performance, and Vandenabeele (2009) found that PSM may also affect job performance through the mediating effect of organizational commitment. For civil servants, a high PSM would improve their job performance through organizational commitment. In sum, this literature leads to the following two hypotheses:

Hypothesis 3: Organizational commitment has a positive impact on organizational performance.
Hypothesis 4: Organizational commitment mediates the relationship between PSM and organizational performance.

**METHODOLOGY**

**Sample, Instruments, and Procedure**

This study utilizes the Taiwanese Government Bureaucrats Survey II (TGBS II), which collected 1,464 valid survey questionnaires through random sampling from public servants who worked at government agencies in Taiwan. Respondents were assured of full confidentiality.

The profile of the sample (below in Table 1) shows that 23.8% are supervisors, 51.4% are women, 82.2% have bachelor’s degrees, master’s degrees, or PhD degrees, and the average work experience in government agencies is 16.97 years.

**Measures**

**Dependent Variables**

The organizational performance was measured by revising the items developed by Kim (2005). Subjects responded to questions on a 0–10-point scale, ranging from 1 for “strongly disagree” to 10 for “strongly agree.” Internal reliability Cronbach’s α of the scale was 0.87.

**Table 1. Characteristics and Background Information of Respondents (N = 1,464)**

| Characteristic                  | Percentage |
|--------------------------------|------------|
| Gender                         |            |
| Man                            | 48.6%      |
| Woman                         | 51.4%      |
| Position                       |            |
| Non-supervisor                 | 76.2%      |
| 1-10                           | 86.4%      |
| 11-20                          | 9.5%       |
| Work experience                |            |
| 21-30                          | 3.4%       |
| Over 31                        | .7%        |
| Education                      |            |
| High school or below           | 2.1%       |
| College                       | 10.3%      |
| University                     | 36.5%      |
| Master’s                       | 48.2%      |
| Doctor                         | 3.1%       |

**Independent and Mediating Variables**

All of the independent and mediating variables use a 6-point scale, ranging from 1 for “strongly disagree” to 6 for “strongly agree.” Reinvention reform is measured by revising these items developed by Hui & Lee (2000), leading to the internal reliability of Cronbach’s α of the scale being 0.94. Organizational commitment is measured by revising these items developed by Meyer & Allen (1997), with the internal reliability of Cronbach’s α of the scale being 0.81. PSM is measured by revising these items developed by Perry et al. (2008), internal reliability Cronbach’s α of four sub-scales were 0.69, 0.64, 0.89 and 0.79.

**Controlling for Common Method Variance (CMV)**

CMV (common method variance) is defined as “variance that is attributable to the measurement method rather than to the constructs the measures represent” (Podsakoff et al., 2003). This study addresses the problem of CMV using three methods. First, respondents are assured of the following: their anonymity and confidentiality; there being no right or wrong answers; and their encouragement to answer as
honestly as possible. Second, this study simultaneously adopts 6- and 10-points Likert scales in our measures to diminish method biases (see Podsakoff et al., 2003). This method should reduce method biases caused by commonalities in scale endpoints and anchor effects. Besides, this study also counterbalances the order of questions relating to different scales and constructs, making CMV less likely, as the respondent cannot then easily combine related items to cognitively “create” the correlation needed to produce a CMV-biased pattern of responses (Murray et al., 2005).

Third, we use Harman’s single-factor test to assert that our research is not pervasively affected by CMV. A Harman’s single factor tests to see whether the majority of the variance can be explained by a single factor. If CMV is an issue, a single factor will account for the majority of the variance in the model. This method loads all items from each of the constructs into an exploratory factor analysis to see whether one single factor emerges or whether one general factor accounts for a majority of the covariance among the measures. If not, the claim is that CMV is not a pervasive issue. The single factor accounts for only 27.22% of the covariance among the measures, thus making it clear that CMV is not a pervasive issue in this study.

STATISTICAL ANALYSIS

Validity and Reliability Analysis

Confirmatory factor analysis (CFA) was utilized to assure the convergent validity of the latent factor. This procedure allows the coherent items to be highly convergent on the same latent factor (Jöreskog & Söbom, 1993). In this article, LISREL 8.54 was used for testing goodness of fit among the variables. According to the goodness-of-fit indicators of the study variables—\( \chi^2/df = 3.88 \), GFI = .99, NNFI = .98, PGFI = .76, RMSEA = .03—the models have acceptable goodness-of-fit indicators.

Notably, items’ absolute loading values \( \lambda \) constructed by the study were significantly larger than 0.50, thus above the level recommended by Hair et al. (1998), Bagozzi et al. (1991) and Fornell & Larcker (1981) indicating satisfactory convergent validity. Additionally, this study also examines the correlation coefficient matrix, because Messick
Table 3. The Square Root of AVE and Inter-Correlations

|                          | Organizational Commitment | Policy Making | Public Interest | Reinvention Reform | Self-Sacrifice | Organizational Performance | Compassion | ASV | MSV | AVE |
|--------------------------|---------------------------|---------------|-----------------|-------------------|----------------|---------------------------|------------|-----|-----|-----|
| Organizational Commitment| (0.85)                    |               |                 |                   |                |                           |            | 0.09| 0.20| 0.72|
| Attraction to Policy Making | 0.29                      | (0.78)        |                 |                   |                |                           |            | 0.03| 0.09| 0.61|
| Public Interest          | 0.25                      | 0.14          | (0.85)          |                   |                |                           |            | 0.10| 0.31| 0.73|
| Reinvention Reform       | 0.29                      | 0.17          | 0.18            | (0.92)            |                |                           |            | 0.05| 0.08| 0.84|
| Self-Sacrifice           | 0.28                      | 0.16          | 0.56            | 0.20              | (0.83)         |                           |            | 0.13| 0.31| 0.69|
| Organizational Performance| 0.45                      | 0.15          | 0.17            | 0.28              | 0.18           | (0.84)                    |            | 0.07| 0.20| 0.71|
| Compassion               | 0.24                      | 0.13          | 0.40            | 0.13              | 0.56           | 0.19                      | (0.84)     | 0.10| 0.31| 0.70|

Note: The figures in the parentheses indicate the square root of AVE of the study constructs. MSV = Maximum Share Variance, ASV = Average Share Variance.

(1998) mentions that high correlation coefficients mean a lack of discriminant validity. In general, a correlation coefficient above 0.7 is considered to be highly correlated, and all construct coefficients’ absolute values in this study were < 0.56, indicating that constructs have satisfactory discriminant validity. On the other side, all those constructs including OP, OC, RR, PM, PI, CP and SS were revised from scales used by previous experts and researchers many times. These experts had evaluated those constructs’ items carefully to measure their defined content (Polit & Beck, 2006), that also justified constructs’ content validity in this study.

The average variance extracted (AVE)\(^1\) and composite reliability (CR)\(^2\) are calculated in this study. The constructs’ AVE ranges from 0.61-0.84 (>0.5) in this study, which is above the level recommended by Fornell & Larcker (1981). CR ranges from 0.83 to 0.95 (>0.7), which is, again, above the level recommended by Hair et al. (1998). The AVE and CR value reconfirms constructs’ convergent validity and reliability. Finally, all constructs’ square root of AVE are greater than inter-construct correlations, ranging from 0.78 to 0.92, thus reconfirming satisfactory discriminant validity (Fornell & Larcker, 1981).

**Descriptive Statistics and Inter-Correlations**

Table 3 presents the square root of AVE and inter-correlations among study constructs. Two significant findings are notable. First, square roots of AVE are all greater than inter-construct correlations, suggesting that this study’s constructs all have satisfactory discriminant validity. Secondly, all of the correlations among research constructs are in the predicted direction.

In summary, the correlations among independent variables and dependent variables are moderately low. However, none exceeds 0.56, indicating the absence of multicollinearity in this study (see Messick, 1998).

On the other side, discriminant validity is also confirmed where Maximum Shared Variance (MSV) and the Average Shared Variance (ASV) were both lower than the Average Variance Extracted (AVE) for all constructs (see Hair, et al., 2010). Table 3 shows that the ASV and MSV value are all lower than the Average Variance Extracted (AVE) for all constructs in the study.

\(1\) \(AVE = (\sum \lambda)^2/[(\sum \lambda)^2 + \sum \varepsilon_j]\)  
\(2\) \(CR = \sum \lambda^2/(\sum \lambda^2 + \sum \varepsilon_j)\)
Hypotheses Testing
This study uses structural equation models (SEM) to test our proposed hypotheses. First, this study incorporates demographic variables, such as gender, supervisor, subordinate, educational attainment, and seniority into the SME model. The demographic variables are controlled for, prior to the path coefficients being calculated. Table 4 shows the results, including the path coefficients, the standard deviation, and the t-values (absolute value). Table 4 demonstrates that reinvention reform positively affects attraction to policy-making, commitment to the public interest, self-sacrifice, and compassion, where the path coefficients are 0.17, 0.18, 0.20, and 0.13, respectively, and all have p-values less than 0.01, meaning that there is support for H1a. This result dovetails with Naff and Crum (1999) and Moynihan and Pandey’s (2007b) findings where reinvention reform has a positive impact on PSM.

The path coefficient between reinvention reform and organizational commitment is 0.20, with a p-value less than 0.01, suggesting support for H1b. These results fit with Mohd Noor and Othman (2012) and Oh and Park (2011) findings of a positive relationship between government reinvention and organizational commitment.

The path coefficient between reinvention reform and organizational commitment is 0.16, with a p-value less than 0.01, suggesting support for H1c. These results conform to Enders, de Boer and Weyer (2013) and Walker, Damanpour, and Devece’s (2010) results—there is a positive relationship between government reinvention and organizational performance.

The path coefficients between PSM and organizational commitment are 0.22, 0.09, 0.10 and 0.09, with all p-values being less than 0.01, providing support for Hypothesis 2. These results echo the findings of Gould-Williams et al. (2014), Kim (2012), and Perry and Wise (1990) that PSM has a positive influence on organizational commitment.

The path coefficient between organizational commitment and organizational performance is 0.39, with a p-value less than 0.01, indicating that there is support for Hypothesis 3 and also providing further support for the findings of Houston (2008), Pandey and Stazyk (2008) and Vandenabeele (2009). Many studies regard PSM as a kind of prosocial behavior, which increases organizational performance by mediating organizational commitment. In this study, the mediated relationship is tested through the method suggested by Baron and Kenny (1986) and Sobel (1982).

Table 4. Path Coefficients (Coefficients, STDEV, T-Values)

| Path | Coefficients | Standard Deviation | T Statistics (Absolute Value) |
|------|--------------|--------------------|--------------------------------|
| Reinvention Reform -> Attraction to Policy Making | 0.17*** | 0.03 | 6.02 |
| Reinvention Reform -> Public Interest | 0.18*** | 0.03 | 6.21 |
| Reinvention Reform -> Self-Sacrifice | 0.20*** | 0.03 | 7.18 |
| Reinvention Reform -> Compassion | 0.13*** | 0.03 | 4.78 |
| Reinvention Reform -> Organizational Commitment | 0.20*** | 0.03 | 7.46 |
| Reinvention Reform -> Organizational Performance | 0.16*** | 0.03 | 6.20 |
| Attraction to Policy Making -> Organizational Commitment | 0.22*** | 0.03 | 8.04 |
| Public Interest -> Organizational Commitment | 0.09*** | 0.03 | 2.98 |
| Self-Sacrifice -> Organizational Commitment | 0.10*** | 0.04 | 2.61 |
| Compass -> Organizational Commitment | 0.09*** | 0.03 | 2.78 |
| Organizational Commitment -> Organizational Performance | 0.39*** | 0.03 | 13.91 |

Note: *** p<0.01, ** p<0.05, * p<0.1
Following this logic, PSM is the independent variable, organizational commitment is the mediation variable, and organizational performance is the dependent variable. After calculating the mediation effect, the ‘a’ coefficient is 0.08 (p < 0.00); the b coefficient is 0.42 (p < 0.00); the c coefficient is 0.23 (p < 0.00); and the c’ coefficient is 0.20 (p < 0.00). These results confirm that organizational commitment partially mediates the relationship between PSM and organizational performance. In addition, we conduct a Sobel indirect effect test where ab coefficient is 0.03 and Z value is 5.77 (p < 0.00), indicating that there is an indirect effect. The 1000 sample bootstrap was used to test the indirect effects, while the 95% confidence interval (CI) was from 0.02 to 0.05, and it did not contain 0, indicating that the indirect relationship does exist, thus providing support for Hypothesis 4. That is, civil servants’ organizational commitment mediates the relationship between PSM and organizational performance. If civil servant management can increase PSM, it can further enhance organizational performance through organizational commitment.

**DISCUSSION AND CONCLUSION**

This study provides support for the notion that reinvention reform positively affects attraction to policy-making, commitment to the public interest, self-sacrifice, and compassion. We also find that reinvention reform increases civil servants’ PSM. The characteristics of centralization, red tape, complex organizational systems, and regulations result in a disconnect between civil servants and the organization, which prevent civil servants from maintaining PSM. Reinvention reform is considered to cultivate empowerment and participation mechanisms for civil servants, which in turn increases civil servants’ PSM.

Some people believe that PSM and market-oriented administrative reforms are not necessarily compatible and that civil servants will resist reforms and cooperation, and even weaken PSM. However, this study shows that most civil servants support administrative reform and professionalism in public management, including relevant general roles and obligations of an efficient government, which echoes the findings of Kearney et al. (2000) and Nalbandian (1999), respectively. If civil servants can consider administrative reform as an improvement in organizational efficiency and an important tool for improving citizen satisfaction, the reform will not negatively affect PSM. Rather, as a result of altruistic motivation, the reform might even strengthen their PSM, organizational commitment and organizational performance.

Second, attraction to policy-making, commitment to the public interest, self-sacrifice, and compassion all positively influence organizational commitment in the public sector. PSM is one kind of prosocial behavior which is considered to lead to beneficial outcomes to the organization. If public organizations can provide meaningful public services, civil servants’ PSM can lead to greater organizational commitment.

Previous studies have shown that PSM is associated with organizational commitment (Kim, 2006; Xiaohua, 2008). However, these studies did not examine subdimensions. This study explored how the subdimensions of PSM affect organizational commitment and found a relationship to organizational commitment.

This study finds that civil servants’ organizational commitment positively affects organizational performance, and organizational commitment mediates the relationship between PSM and organizational performance. Those civil servants who commit to a public organization have better job performance than those with lower organizational commitment.

**PRACTICAL IMPLICATIONS**

Government agencies can improve civil servants’ public service motivation through administrative reform, which will further improve civil servants’ organizational commitment. Civil servants’ attraction to policy-making, commitment to the public interest, compassion, and self-sacrifice deserve to be strengthened in the public sector. In general, transformational leadership is based on job caring and further inspires civil servants to be attracted to
policy-making, commitment to the public interest, compassion, and self-sacrifice. The centralized design of traditional government agencies easily makes civil servants indifferent to their work and, in turn, reduce their organizational commitment.

When government agencies and supervisors can improve civil servants’ altruistic behavior, then civil servants’ organizational commitment is strengthened. This study confirms that PSM is an antecedent of organizational commitment. If civil servants can improve their attraction to policy making, commitment to public interest, compassion, and self-sacrifice on their job, their organizational commitment will increase. In addition to making reasonable administrative reforms, work education and training can be used to enhance civil servant’s administrative ethics and citizen service orientation.

Improving civil servants’ organizational commitment can increase their job performance. As we know, all the methods of transformational leadership, humanity management, decision-making participation, empowerment, and delegation can improve civil servants’ organizational commitment, and ultimately improve their organizational performance.

LIMITATIONS AND FUTURE RESEARCH

This study uses probability sampling for their research samples, but it is still possible that the sample does not represent the population being studied, resulting in a “sample bias” or “selection bias”. More large samples are needed, particularly in exploring the path relationships in different issue areas.

This study mainly explores the causal relationship between SEM construct, but SEM also faces many challenges. Bollen and Pearl (2013) argue that SEM has eight myths, including that SEMs are not equipped to handle nonlinear causal relationships and SEMs do not apply to experiments with randomized treatments. This study did not measure the possibility of nonlinear causal relationships, nor did it conduct experimental designs in randomized treatments. Future research can continue to use experimental design methods to detect linear and nonlinear relationships, while combining theory with alternative data for further exploration.

Some scholars believe that experimental design is the only way to test for causal relationships, but there are other scholars who believe there are the other ways to detect causality. In a traditional regression model, the causal relationship can be established between the independent variable and the dependent variable. This study methodologically advances scholarship by exploring the ‘path’ relationship, which, we argue, is more meaningful than a ‘causal’ relationship. Ultimately, SEM is an appropriate method to examine these theoretical relationships, which should be used in future scholarship.

Bozeman and Su (2015) use Gerring’s concept to evaluate 23 PSM definitions between 1990 and 2012, and they find that PSM is unable to distinguish among concepts of motivation, beliefs, values, attitudes, and behaviors. Moreover, PSM is often confused with those concepts of “prosocial motivation” and “altruistic motivation” (Chen & Xu, 2016). Perry (1996) first establishes four PSM measurement constructs, which include attraction to policy-making, commitment to the public interest, compassion, and self-sacrifice. Even though Chen and Xu (2016) identify that PSM is getting more and more attention in the Chinese community, they argue that future research may abandon Perry’s (1996) definition and measurement and, thus, return to “the motivation to drive public service behavior.” Therefore, future research should refer to “Self Determination Theory” to develop more appropriate measurements.

PSM may have biases due to cultural or personal factors, especially cultural differences around different countries, and we would need to collect more data and conduct more research to examine such differences. This study is based on quantitative methods, and there is room for more qualitative research in the future to supplement our research results with more contextualized knowledge. Therefore, a range of qualitative methods could be adopted to improve the depth of research in this field.
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### APPENDIX: QUESTIONNAIRE ITEM

**Reinvention Reform Perception**

1. I think that Executive Yuan’s reform can achieve the goal of administrative reorganization.
2. I think that Executive Yuan’s reform can achieve the goal of elasticizing the administrative organization.
3. I think that Executive Yuan’s reform can achieve the goal of improving effectiveness.
4. Overall, how much you support for the organizational changes in this administrative reorganization?

**Organizational Commitment**

1. The institutions I serve are usually able to achieve the organizational goals.
2. The institutions I serve are usually able to solve citizens’ problems.
3. The institutions I serve will not treat the citizen differently depending on the personal background.

**Organizational Performance**

1. What is your organizational performance in the past two years?
2. What is the performance of your colleagues in the past two years?
3. What is the performance of the supervisor in the past two years?
4. Overall, what is the performance of the organization you have served in the past two years?

**Public Service Motivation**

**Attraction to Policy Making**

1. “Politics” is a dirty word for me. (R)
2. I don’t care about every behavior of politicians. (R)
3. The exchange of opinions and mutual compromise in the policy process is meaningless to me. (R)

**Commitment to Public Interest**

1. I will make a selfless contribution to the community in which I live.
2. Providing public services is a civil responsibility for me.

**Self-Sacrifice**

1. It is more meaningful to contribute to the people and society than to my personal career development.
2. I think that it is worthwhile to lose opportunities for promotion when I do those things beneficial to the public.
3. It is my responsibility to contribute to the public.
4. I think that “contributing to society” is more important than “taking it from society.”

**Compassion**

1. When I see that a vulnerable person is victimized, I always feel unbearable.
2. I often observe that people are interdependent.
3. Many social welfare and social assistance programs are indispensable.