



Public Service Motivation from the Point of View of Teachers and School Administrators: A Qualitative Study*

Öğretmen ve Okul Yöneticilerinin Gözünden Kamu Hizmeti Motivasyonu: Nitel Bir Çalışma

İnayet AYDIN**, Nihan DEMİRKASIMOĞLU***, Özge ERDEMLİ****, Tuğba GÜNER DEMİR*****

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Abstract

Teachers and school administrators as public servants are people who devote themselves to the education of young people and raise up future generations. Due to their role in the transformation of the society and building of the future for new generations, it is important to what extent they adopt the ideals and motivation of public service. In this study, it is aimed to investigate how teachers and school administrators working in public primary and secondary schools conceptualize the public service motivation. The study was designed as qualitative research and the data were collected through interviews with teachers and administrators who worked at public schools for at least five years. Data were analyzed by using NVivo 10 package program and content analysis method. According to the findings obtained in the study, what participants understand from the concept of "public duty", why they have chosen to work in the public service, the challenging issues they come face to face with while performing their public service, the reasons which lower their public service motivations and the suggestions in terms of increasing the level of motivation have been explained.

Keywords: Public service, public service motivation, teachers, school administrators.

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** Prof. Dr., Ankara Üniversitesi, Eğitim Bilimleri Fakültesi. ORCID: 0000-0002-7522-8961, iaydin@ankara.edu.tr, inayetaydin@gmail.com

*** Doç. Dr., Hacettepe Üniversitesi, Eğitim Fakültesi. ORCID: 0000-0001-8609-9985, nihan.demirkasimoglu@hacettepe.edu.tr, nihansal@yahoo.com

**** Araş. Gör., Ankara Üniversitesi, Eğitim Bilimleri Fakültesi. ORCID: 0000-0002-8004-020X, oerdemli@ankara.edu.tr

***** Araş. Gör., Ankara Üniversitesi, Eğitim Bilimleri Fakültesi. ORCID: 0000-0003-2653-2673, tguner@ankara.edu.tr

Öz

Bir kamu görevlisi olarak öğretmenler ve okul yöneticileri, yaşamlarını gençlerin eğitime adanmış ve gelecek nesilleri yetiştiren kişilerdir. Toplumun dönüşümünde ve yeni nesiller için geleceğin inşasında bizzat rol oynamaları nedenleriyle kamu hizmet ideallerini ve motivasyonunu ne ölçüde benimsedikleri de önemli görünmektedir. Bu nedenle bu çalışmada kamu ilk ve ortaokullarında görev yapan öğretmen ve okul yöneticilerinin kamu hizmeti motivasyonunu nasıl anlamlandırdıklarının incelenmesi amaçlanmıştır. Nitel araştırma yöntemiyle gerçekleştirilen çalışmada, veriler kamu okullarında en az beş yıl görev yapan öğretmen ve yöneticilerle yapılan görüşmeler aracılığıyla toplanmıştır. Verilerin analizi NVivo 10 paket programı kullanılarak ve içerik analizi yöntemiyle yapılmıştır. Elde edilen bulgulara göre öğretmen ve yöneticilerin “kamu görevi” kavramından ne anladıkları, kamu hizmetinde çalışmayı neden seçtikleri, kamu hizmetini yerine getirirken zorlandıkları hususlar ve kamu hizmeti motivasyonlarını düşüren nedenler açıklanmıştır. Ayrıca öğretmen ve yöneticilerin gözünden kamu hizmeti motivasyonlarını yükseltmek için sundukları öneriler incelenmiştir.

Anahtar sözcükler: Kamu görevi, kamu hizmeti motivasyonu, öğretmen, okul yöneticisi.

Atf:

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Introduction

Public service motivation is among issues which have been raising more and more interest today in literature. In fact, it is seen that the subject of public service motivation is being tested in various countries in terms of various variables (Perry, 1996; Houston, 2000; Kim and Vandenberg, 2010; Prysmakova, 2013; Homberg and McCarthy, 2015; Lee and Choi, 2016). However, it has been observed that the subject of public service motivation has not sufficiently been discussed in the educational sector which is a public service area. In this study, the views of teachers and school administrators, who work in the educational sector which is a public service area, on public service motivation have been analyzed due to the need to discuss the issue further.

The foundation of the concept of public service motivation was laid by Rainey in 1982. In his study, Rainey attempted to determine the reasons why administrators who worked in both the private and public sectors wished to engage “meaningful public service” (Schott, van Kleef & Steen, 2015). Following this study, many definitions have been made in the literature about public service motivation. Rainey and Steinbauer (1999, 23) define this concept as “a general altruistic motivation to serve the interests of a community of people, a state, a nation, or humankind.” In a similar definition, public service motivation is expressed as “the motivational force that induces individuals to perform meaningful public service (i.e., public, community, and social service)” (Brewer & Selden, 1998, 417). Perry and Wise (1990, 368) define this concept as “an individual's predisposition to respond to motives grounded primarily or uniquely in public institutions”.

Paarlberg, Perry and Hondeghem (2008, 3) argue that the concept of “public service motivation” and “service motivation in the public sector” are different. According to the writers, what motivates people to give service in the public sector could be an aspect related to numerous external motivations such as the continuity of the employment of the staff, career perspective, and retirement. However, the main emphasis in “public service motivation” is based on the principle of “public interest” and it is situated outside of other external motivational aspects. In the light of these definitions, public service motivation can be expressed as the willingness of individuals to work for public interest.

Perry and Wise (1990, 370-371) explain the public service motivation theory through three basic propositions. These are as follows:

- The higher the individuals' public service motivation, the more willing they are to work in public organizations,
- In public organizations, public service motivation is positively related to job performance,
- Public organizations which have members whose public service motivation is high depend on less utilitarian incentives to manage the individual performances of their employees.

As it can be seen, public service motivation is expressed as a type of motivation which is related in particular to public organizations. What is more, public service motivation is suggested as a tool to overcome incentive problems in the public sector and to increase

performance (Homberg & McCarthy, 2015). For instance, in Buelens and Broeck's study (2007), it has been determined that salaries and the opportunities to develop motivational tools have less importance for the public sector workers. Brewer (2003) states in his study in which he analyzed the important public attitudes and behaviors of public workers and other citizens in certain areas that, public workers are significantly more active in displaying public attitudes and behaviors and adopt a more participatory attitude in comparison to other citizens. Similarly, Choi (2001) in his study in which he made a comparison between the public service motivation of people who work in the private and public sectors, showed that the awareness of serving the public is higher for public workers. However, public service motivation is not a phenomenon which is merely valid in the public sector as it is related to all work sectors (Bozeman & Su, 2015). According to Brewer and Selden (1998, 417), the reason why the public service motivation theory is this complex is related to the dual meaning of the concept of public service; because the writers think that public service means both the act of doing beneficial and valuable work for the society and the workforce in the public sector.

The assumption that public and private sector workers are similar to each other in fact opposes the traditional mind of the literature of scientific public administration; because according to traditional public administration, the public sector expresses the sense of duty and call of duty, rather than an occupation. Public administrators are defined as serving the public and are motivated by different aspects of work compared to private sector workers. What is more, public organization workers are motivated based on motives such as sensitivity towards social issues and the willingness to serve for the public interest (Houston, 2000). According to this, it is likely that public sector workers have a different service motivation compared to workers of equivalent titles in the private sector.

If Perry and Wise's (1990) assumption that public service motivation has a significant effect on the attitudes and behaviors of public workers is taken into consideration, the analysis of public workers' public service motivation carries great importance. Therefore, numerous researchers have analyzed the public service motivation of public workers. However, it is seen that this concept has not been analyzed sufficiently in the area of educational administration. When it is considered that public service motivation is regarded as a method of increasing quality in public service (Myers 2008), it can be stated that this concept needs to be analyzed in terms of educational administration in order to provide a more quality service in education. Since the two important actors of the area of educational administration are teachers and administrators, the public service motivations of these two groups have been analyzed in this study.

Within the context of education, public service motivation consists of beliefs, attitudes and values which motivate teachers to act for the benefit of the development of their students and the interests of the schools they work in beyond their own interests (Li & Liu, 2014). It is extremely important which values influence the public service motivations of teachers and administrators who provide the service of learning and how these values influence the motivation of serving the public; because, according to Li and Wang (2016), teachers with high public service motivation give more importance to their educational studies and it is expected for the job satisfaction levels of such teachers to be higher. The writers express that education

provides numerous opportunities for public interest and that these opportunities provide a good harmony between personal values and the nature of the work.

Andersen, Heinesen and Pedersen (2014), in their study in which they analyzed the effects of public service motivations of teachers on student performance reached the conclusion that the exam scores of students of teachers who have higher public service motivation are higher as well. However, it is noteworthy that there are a limited number of studies in both international and national literature on the public service motivations of teachers. Therefore, it is considered that the analysis of the reasons why teachers and administrators who work in the education sector which is a public service area choose to give public service and continue their jobs will contribute to the related literature.

In this study, it is aimed at investigating the views of teachers and administrators who work in public primary and middle schools in Turkey on public service motivation. In the light of this general aim, the answers to the following questions were sought for: Teachers and administrators:

- a) What do they understand from the concept of “public duty”?
- b) Why do they choose to work in public services?
- c) What are the challenges they face while carrying out public service?
- d) How do they explain the reasons which lower their public service motivation?
- e) What are the suggestions they make to increase their public service motivation?

Method

Research Design

The study has been carried out by taking the phenomenological design which is one of the qualitative research methods. Since phenomenological analysis aims at understanding the meaning, structure and essence of an experience of an individual or a group of people in terms of a phenomenon and make it clearer (Patton, 2014), the phenomenological design was used in this study to investigate how teachers and administrators give meaning to public service motivation which they experience throughout their lives.

Study Group

Creswell (2006) asserts that in phenomenological studies, data can be collected both by making numerous meetings with participants and through one-time interviews. Glesne (2012) also states that there can be long-term talks with a few people for a deep understanding, and there can be less observation and one-time talks with more people for a wider understanding. Based on these arguments, one-off interviews were conducted with 40 participants in the current study. Creswell (2012, 209) states that the number of participants may range between 1 to 40. Since the researchers needed to investigate about the different groups (teachers and administrators) related to public service motivation in public schools, larger number of participants became inevitable. The study group consists of a total of 40 participants, 10 being primary school teachers, 10 being middle school teachers and 10 being primary school administrators and 10 being middle school administrators who work in public schools in Ankara. The purposeful sampling technique was made use of in determining the study group. Purposeful sampling is

used for understanding the central phenomenon and participants are chosen from those who are “information rich”. “Maximal variation sampling is a type of purposeful sampling strategy in which the researcher samples cases or individuals that differ on some characteristic or trait. This procedure requires that you identify the characteristic and then find sites or individuals that display different dimensions of that characteristic” (Creswell, 2012, 206). In this study, public service motivation was investigated and teachers with at least five-years experience in public schools were assumed to experience a sense of public service motivation. Additionally, classroom teachers and branch teachers may have different perceptions related to the motives of public service motivation. The same is probable for school principals and vice-principals. Balcı states (2003) that first years of teaching career is the most critical and challenging years of the profession. These early years in the profession are also described as “success and break”. Current research suggests that 50% of teachers quit the profession within five years of their career. Erdemli (2015) also found that teachers' work orientation scores of work discipline, task commitment and job integration were the lowest among the work orientation scores in the first five years. Therefore, it can be said that the first five years in terms of teaching profession are a breaking point in terms of staying in office (Eaton ve Sisson, 2008). In addition, Camilleri (2007) showed that the higher the individuals' organizational hierarchy, the higher the need to serve the public. In his study, Bright (2005) proved that managers have a higher level of public service motivation than those who are not. In the current study, considering the fact that one of the upper positions where the teachers may promote as a school administrator, both the teachers and the administrators' opinions were included.

Glesne (2012) has stated that while direct quotations being presented in a qualitative research, the researchers can use code names or abbreviations consisting of initials of participants' names and surnames. In this study, the researchers preferred to use the abbreviation of the school type and job/duty of the participants. In this regard, teachers working in primary school were coded as “PST (Primary school teacher)”, teachers working in middle school were coded as “MST (Middle school teacher)”, school administrators working in primary school were coded as “PSA (Primary school administrator)”, school administrators working in middle school were coded as “MSA (Middle school administrator). Personal information of the teachers and school administrators is presented in Table 1.

Table 1. Personal Information of the Participants

Code Name	Task	Type of School	Age	Occupational Seniority
PST1	Classroom teacher	Primary school	37	12 years
PST2	Classroom teacher	Primary school	33	10 years
PST3	Classroom teacher	Primary school	32	9 years
PST4	Classroom teacher	Primary school	38	14 years
PST5	Classroom teacher	Primary school	28	7 years
PST6	Classroom teacher	Primary school	35	8 years
PST7	Branch teacher	Primary school	28	-
PST8	Classroom teacher	Primary school	30	8 years
PST9	Classroom teacher	Primary school	34	9 years
PST10	Branch teacher	Primary school	29	5 years

Table 1 Continue

Code Name	Task	Type of School	Age	Occupational Seniority
PSA1	Principal	Primary school	35	13 years
PSA2	Principal	Primary school	59	35 years
PSA3	Vice-principal	Primary school	36	-
PSA4	Vice-principal	Primary school	44	19 years
PSA5	Principal	Primary school	46	19 years
PSA6	Principal	Primary school	44	24 years
PSA7	Principal	Primary school	41	16 years
PSA8	Vice-principal	Primary school	33	11 years
PSA9	Principal	Primary school	35	10 years
PSA10	Vice-principal	Primary school	45	18 years
MST1	Branch teacher	Middle school	43	-
MST2	Branch teacher	Middle school	34	10 years
MST3	Branch teacher	Middle school	43	24 years
MST4	Branch teacher	Middle school	27	5 years
MST5	Branch teacher	Middle school	36	14 years
MST6	Branch teacher	Middle school	37	15 years
MST7	Branch teacher	Middle school	50	28 years
MST8	Branch teacher	Middle school	29	7 years
MST9	Branch teacher	Middle school	28	6 years
MST10	Branch teacher	Middle school	39	16 years
MSA1	Vice-principal	Middle school	41	17 years
MSA2	Principal	Middle school	47	-
MSA3	Principal	Middle school	38	16 years
MSA4	Vice-principal	Middle school	40	17 years
MSA5	Vice-principal	Middle school	43	17 years
MSA6	Vice-principal	Middle school	36	13 years
MSA7	Principal	Middle school	43	20 years
MSA8	Vice-principal	Middle school	29	6 years
MSA9	Principal	Middle school	34	12 years
MSA10	Principal	Middle school	40	16 years

As can be seen from Table 1, eight of the teachers in the study group are classroom teachers and 12 teachers are branch teachers. Eight of the school administrators are vice-principal and 12 of them are principals. The age distribution of the teachers varies between 28 and 50 and the age distribution of the administrators varies between 29 and 59 years. Teachers and school administrators have at least five years seniorit. Four participants stated that they served in the public sector for at least 5 years but they did not express their total seniority years.

Data Collection and Analysis

The data of the study were collected through the interviews done with the teachers and school administrators. In the semi-structured interview form developed by the researchers, there are nine open-ended questions about the participants' personal information and which question the views of the teachers and school administrators on public service. The draft interview form was presented to be reviewed by the experts in terms of content validity. The views of the experts were evaluated and after the required corrections were made, the interview form was finalized.

The analysis of the interview recordings was done with the NVivo 10 software program. Data was analyzed through the content analysis technique. Creswell (2002) states that peer assessment is one of the methods used to provide plausibility in qualitative researches. Within this scope, data has been analyzed by the researches independently to provide the reliability of the study. Then, in order to minimize the differences resulting between the researchers about data and their analysis, these results were compared and agreed on. In the analysis of qualitative data, frequencies including the quantification of the written form data were given. According to Yıldırım and Şimşek (2013, 274), quantitative analysis of the qualitative data can be made due to the advantages such as increasing the reliability of research, reducing bias, comparing between the emerging categories and testing small-scale research results by means of large-scale quantitative research methods like questionnaires. In the present study, the study group is relatively large for qualitative research, and in order to make use of advantages of quantitative analysis of the qualitative data, the views that arose, are presented with their frequencies. The aim here is not to make generalizations or to find a relationship between the variables as the authors have stated. Direct quotations from participants were given in italics and the codes of the participants were presented in parentheses.

Results

Results obtained as a result of the interviews done with the teachers and school administrators are presented under related headings in accordance with the aims of the study.

The Perception of the Teachers and School Administrators on the Concept of “Public Duty”

In the analysis, it was seen that the views of the participants on what they understand from public duty were grouped under two different themes. These themes are briefly explained below.

Public duty being work and activities done for public interest. The views of teachers and school administrators on public duty were mostly grouped under “work and activities done for public interest” ($f=27$) theme. Within this scope, views of some of the participants are as follows:

- *Public duty means all work carried out for public interest, without discriminating people who live in a country in any way (PST4).*

- *The duty which should be carried out for the interest of the country giving priority to the country rather than the self and needs to be shown sensitivity to (MST8).*

As it can be seen, the participants described public duty as doing beneficial work in particular for the society. Therefore, the most important aspect of public duty for the participants is that this kind of service provides public interest.

Public duty being a service provided by the public by the state. The teachers and school administrators expressed public duty as “a service provided by the public by the state” ($f=13$) as well. Within this scope, some of the participants described public duty as follows:

- *Duties, services provided by the state for its people (MSA10).*

- *A service provided by the state for its people within the scope of a program (PST3).*

As it can be understood from these definitions, the participants underlined that besides being a service which provides public interest, public duty also needs to be given by the state or public legal entities.

The Reasons Why the Teachers and School Administrators Choose Public Service

The teachers and school administrators gave various reasons for choosing public service. These reasons were grouped under different themes (see Figure 1.) and the frequency distribution of these themes is presented in Table 2.

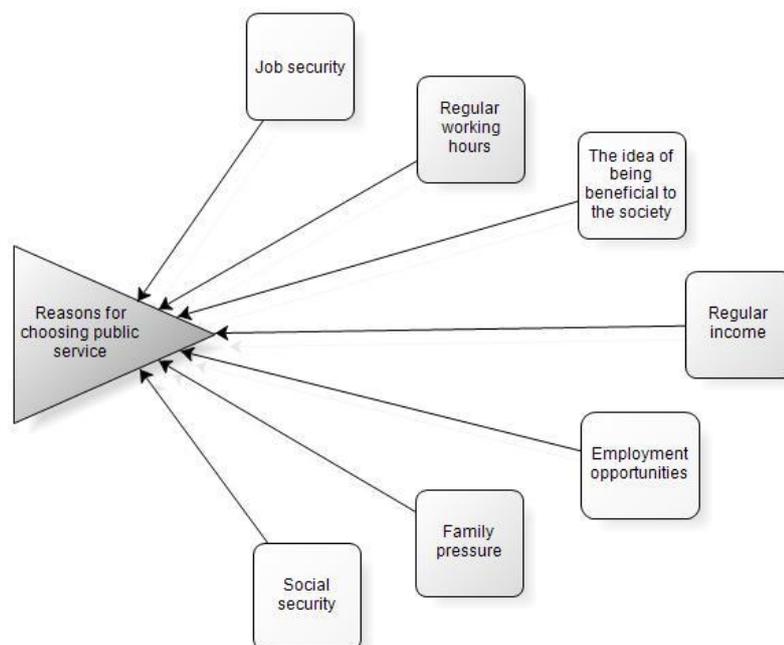


Figure 1. Reasons for choosing public service

Table 2. The Views of the Participants on the Reasons for Choosing Public Service

Themes	Teacher (f)	Administrator (f)	Total (f)
Job security	12	9	21
Regular working hours	8	3	11
The idea of being beneficial to the society	2	7	9
Regular income	4	5	9
Employment opportunities	5	4	9
Family pressure	4	2	6
Social security	2	2	4
Total	37	32	69

As it can be seen in Table 2, the reasons for choosing public service for the participants are grouped seven themes. According to the teachers and school administrators, the primary reason for choosing public service is that provides job security. Within this scope, views of some of the participants are given below:

- Job security is of top priority, they do not fire you as long as you do your job (PSA9).

- *When you think about it, job security is the main reason. Especially if you are from a low or middle socio-economic level family, then you give priority to job security (MSA8).*

As it can be seen from the answers given above, job security provided by public service in comparison to the private sector is an important factor for participants to choose public service. Another theme in terms of choosing public service is “regular working hours.” As it can be seen from expression such as “*The working hours and holidays are much more regular compared to the private sector*” (PST9), the public sector providing regular working hours for its workers is quite important in terms of choosing public service. In addition, both weekends being holidays in the public sector and teachers having around two months of summer holidays in Turkey is of another significant aspect for them to choose this profession. The view of one of the administrators is as follows: “*You get to have a certain amount of holiday leave. You have your Saturdays and Sundays*” (MSA7).

Another theme stated by the participants in terms of choosing the public sector is “the idea of being beneficial to the society.” Some of the views regarding the participants are as follows:

- *Presenting certain things to the society and being beneficial (PSA1).*

- *Being able to serve for the benefit of the public and being beneficial to the future of the society (MSA5).*

When the statements above are analyzed, it can be seen that the participants’ aim of being beneficial to the public is also effective in choosing public service. However, it was seen that the school administrators gave more importance to it rather than the teachers. While the most stated theme by the school administrators is this service being beneficial to the society after job security, the teachers emphasized this service being beneficial after they mentioned the opportunities provided by public service for themselves.

One other reason for the teachers and school administrators to choose public service was stated as “regular income.” *The view of one of the participants is as follows: “You receive your salary regularly; this is sometimes not possible in the private sector”* (PSA9). Also, the participants stated that the public sector having more employment opportunities was effective in choosing public service. As it can be seen from the statements “*Employment areas being more in number in the public sector*” (MST6) and “*Due to the characteristic of the occupation, the most employment opportunity being in the public sector*” (MSA9), the participants underline that in particular within the scope of educational services, there are more employment opportunities in the public sector in Turkey.

It is noteworthy that the families played an important role for the participants to choose public service. As it can be seen from the statements below, the participants stated that in particular, their families put them under pressure to choose public service due to the opportunities provided by the public sector:

- *The tiresome suggestions of by family due to my father being a public official (PST1).*

- *I can honestly say that I was not thinking about becoming a teacher. My father insisted that I qualify to be a teacher and told me that I could quit later on. I have listened to my father, became a teacher and never quit (MSA1).*

Finally, “social security” opportunities provided by the public sector to its workers is another reason for choosing public service. As it can be seen in the participants’ statements such as “*Health security guarantee is my primary reason for choosing public service*” (PST9) and “*Retirement, social security, insurance, etc.*” (PSA4), the social security guarantee provided by public service to its workers is regarded as a determining factor for choosing this kind of service.

Challenges Faced by the Teachers and School Administrators while Carrying out Public Service

Views of the teachers and school administrators on the challenges they face while carrying out their public service are grouped under various themes (see Figure 2) and the frequency distributions related to these themes are presented in Table 3.

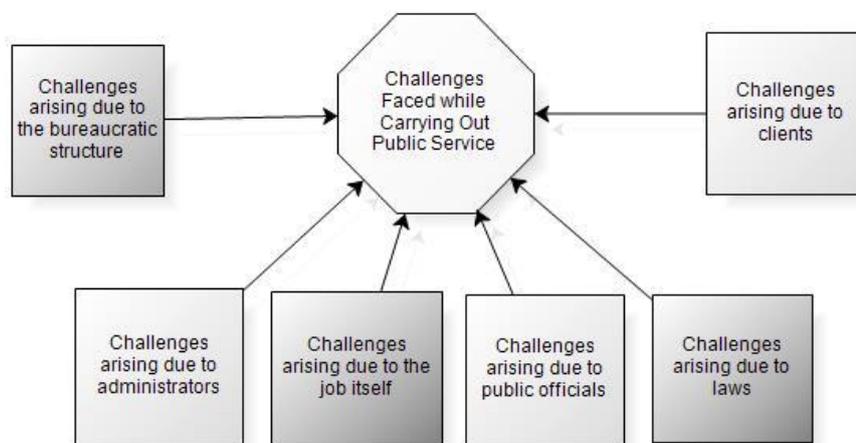


Figure 2. Challenges faced while carrying out public service

Table 3. Views of the Participants on the Challenges They Face while Carrying out Their Public Service

Themes	Teacher (f)	Administrator (f)	Total (f)
Challenges arising due to the bureaucratic structure	9	5	14
Challenges arising due to administrators	7	5	12
Challenges arising due to the job itself	5	6	11
Challenges arising due to public officials	4	3	7
Challenges arising due to laws	2	4	6
Challenges arising due to clients	2	1	3
Total	30	24	54

As it can be seen in Table 3, the views of the participants on the challenges they face while carrying out their public service are grouped successively under six themes. Challenges arising due to the bureaucratic structure. The teachers and school administrators stated that the biggest challenge they face while carrying out their public service is bureaucratic structure. The views of the participants are as follows:

- *There are numerous meetings, in-service training and paper work which I find very useless. I think of these as work and activities which are not beneficial, cause wasting of time and increasing workload (PST9).*

- *Excessive bureaucratic processes cause too much lost time and many unnecessary applications. As the phrase goes, after a certain point all the work is being done as a formality (MSA9).*

As it can be seen from the views of the participants, they are quite unhappy with excessive bureaucratic work in the public sector. The teachers state that while they are carrying out their public service, they feel uncomfortable about certain attitudes and behaviors of school administrators. For instance, one of the teachers stated that the “*negative and status quoist attitudes of their supervisors*” (MST3) make it difficult to carry out public service. “*It is quite difficult to communicate with supervisors who are appointed regardless of competence and success and through their personal connections*” (PST2) has been stated by the teachers and it is underlined that the lack of communication skills of administrators makes it difficult to carry out duties regarding public service.

Similarly, the school administrators state that due to the pressures they face while carrying out their public service, they experience difficulties in doing their jobs. One of the views stated by a administrator is as follows: “*There can be political pressures in particular on administrators of course*” (PSA9). The participants underline that the duties they assume in terms of carrying out their public service also cause difficulties in doing their jobs. In particular, the school administrators state that administrative duties encumber them a special responsibility and that they need to have a different kind of knowledge to be able to do their jobs. Some of the views regarding the participants are as follows:

-*As an administrator, you need to be as knowledgeable in financial issues as an official who works in the treasury and assume responsibility (MSA1).*

-*You educate young people; you have no chance of making mistakes (PST6).*

-*I experience difficulty when I'm given a job to do which is not a part of my field or expertise (PSA4).*

It is stated by the teachers and school administrators that difficulties are experienced in terms of carrying out their public services due to public officials as well. It is expressed that especially while carrying out a new activity for public interest, “*My colleagues' 'don't cause us to do more work' attitude*” (MST2, MST9) or “*not everyone doing their job with at same level of precision*” (MST1) type of reasons create difficulties in carrying out their services. According to the participants, certain legal texts cause difficulties while they are doing their jobs. For instance, one of the teachers states “*Certain legal rules can prevent me from doing my job easily. The rules of the state puts limitations on my job*” (MST8); the participants express that certain rules in legal texts excessively limit their and thus prevent them from carrying out their public services with precision. In addition, they also state that “*the constantly changing regulations*” (PSA5) cause difficulties in carrying out their public services; because they believe that since they are state officials, they need to do their job in line with the laws and within the limitations of these laws and since the legal texts about these are constantly changing, they are at a loss as to what they should be doing. Also, as it can be understood from the statements

“Citizens’ threatening you for their demands which are not suitable due to the regulations” (PST1) and “the unnecessary interventions of people we give service to although they do not know about our job” (PSA1), the pressures clients are put under in particular about doing work and activities which are not suitable and interventions they face about the procedures causes both the teachers and school administrators to experience difficulties in carrying out their public services.

Reasons which Lower the Public Service Motivations of Teachers and School Administrators

The views of the participants on the reasons which lower their public service motivations are grouped under various themes (see Figure 3) and the frequency distributions of these themes are presented in Table 4.

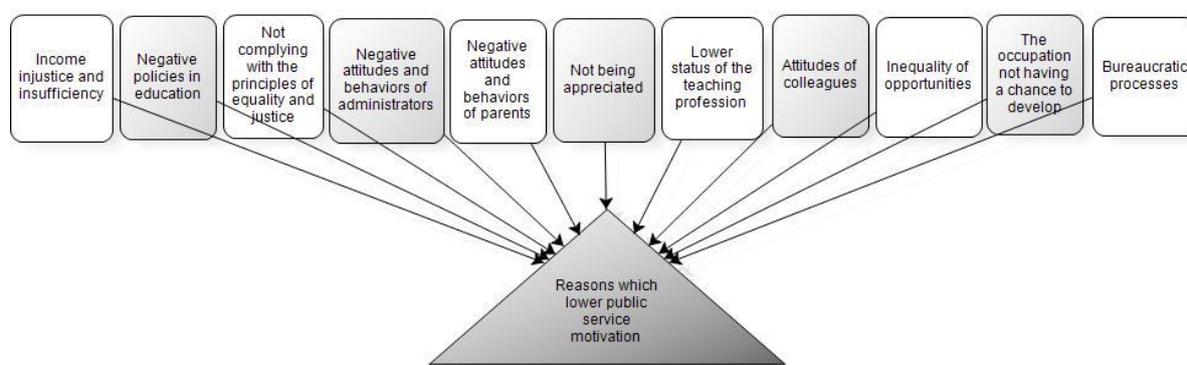


Figure 3. Reasons which lower public service motivation

Table 4. Views of the Participants on the Reasons which Lower Their Public Service Motivations

Themes	Teacher (f)	Administrator (f)	Total (f)
Income injustice and insufficiency	10	8	18
Negative policies in education	10	6	16
Not complying with the principles of equality and justice	5	8	13
Negative attitudes and behaviors of administrators	8	-	8
Negative attitudes and behaviors of parents	8	-	8
Not being appreciated	3	4	7
Lower status of the teaching profession	2	3	5
Attitudes of colleagues	4	-	4
Table 4 Continue			
Themes	Teacher (f)	Administrator (f)	Total (f)
Inequality of opportunities	4	-	4
The occupation not having a chance to develop	3	-	3
Bureaucratic processes	-	3	3
Total	57	32	89

As it can be seen in Table 4, the views of the participants on the reasons which lower their public service motivations are grouped successively under 11 themes. According to the teachers and school administrators, the most important reason which lowers public service motivation is income injustice and insufficiency. Some of the views of the participants are given below:

- *I think the most important one is income injustice. We can call it the worker not receiving what he has earned (PSA8).*

- *Your salary being lower than the people who work in most EU countries and other public servants (for instance, police, nurses) (MST2).*

As it is expressed in the above views, the teachers and school administrators think that they do not get salaries they deserve and state that this lowers their public service motivation. The teachers and school administrators state that the negative policies followed in the area of education lower their public service motivation. Some of the views of the participants who state that in particular the policies developed about their professions lower their public service motivation are given below:

- *The discrepancy between that the state officials say and what we try to do (MST8).*

- *Lack of appreciation for teachers, political policies such as working and non-working people having no differences lower public service motivation (MSA10).*

Not complying with the principles of equality and justice is stated among the reasons which lower public service motivation. As it can be seen from statements “*Experiencing injustice*” (PSA4) and “*Injustice between the workers, the administrators having favorite teachers they look out for*” (MST2), the teachers express that, experiencing injustice and the prioritized and preferential attitude towards certain workers lower their public service motivation. The teachers expressed negative attitudes, and behaviors of administrators as one of the reasons which lower their public service motivation. The teachers think negative attitudes and behaviors such as “*Being prevented by the administration about the work they want to do*” (MST9) and “*Not receiving the support of administrators*” (MST10) affect their public service motivation adversely.

The teachers stated that other than the negative attitudes and behaviors of the administrators, negative attitudes and behaviors of parents also lower their public service motivation. As it can be seen in views such as “*Our colleagues lose their motivation with the worry that the parents will complain about them for the simplest things*” (PST9) and “*Parents being not knowledgeable about our work and intervening with the work of teachers*” (MST9), negative attitudes and behaviors of parents lower public service motivation. According to the teachers and school administrators, not being appreciated is among the reasons which lower public service motivation. One of the views of participants is as follows: “*Not being appreciated for work well done and not getting respect for efforts spent*” (PSA1).

Lower status of the teaching profession is another reason which the teachers and school administrators think lowers public service motivation. As it can be seen in view such as “*Educators being shown less and less respect each day and no effort being spent to rectify this*” (PST4), respect being shown to the teaching profession decreasing every day and no action

being taken to rectify the situation creates a negative effect on public service motivation. According to the teachers, the attitudes of their colleagues also affect their public service motivation. As it can be understood from the view of one of the teachers “*Colleagues “sneaking out of their” duties or not taking their job seriously*” ((MST3), the negative attitude and behaviors of colleagues also lower public service motivation.

The teachers state that inequality of opportunities lowers their public service motivation. The teachers who in particular underlined “*Lack of equipments in schools (equipments needed in classes, laboratories, computers, projectors...)*” (PST4) express that inequalities between schools and regions lower their public service motivation. The teaching occupation not having a chance to develop is another reason stated by the teachers which lowers public service motivation. The teachers mostly criticize that there is “*no career steps to be taken*” (MST2, MST9) and express that this lowers public service motivation.

As different from the teachers, the school administrators state that excessive bureaucratic processes lower their public service motivation. As it can be seen from views such as “*Unnecessary correspondence*” (MSA5) and “*certain works taking a much longer time due to bureaucracy*” (PSA9), the school administrators state that excessive bureaucratic processes lowers their public service motivation.

Suggestions of the Teachers and School Administrators about Increasing Public Service Motivation

The suggestions of the participants on how public service motivation can be increased are grouped under themes (see Figure 4) and the frequency distributions of these themes are presented in Table 5.

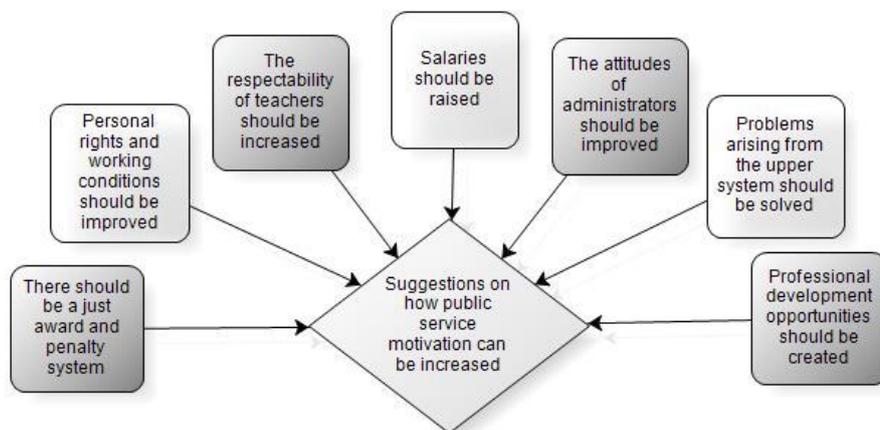


Figure 4. Suggestions on how public service motivation can be increased

When Table 5 is analyzed, it can be seen that the theme the teachers and school administrators state relatively the most on increasing public service motivation is “There should be a just award and penalty system”, while the theme they state relatively the least is “Professional development opportunities should be created.” According to the teachers and administrators, firstly a just award and penalty system should be created in order to increase public service motivation. Their views on this issue are as follows:

Table 5. Suggestions of the Participants about Increasing Public Service Motivation

Themes	Teacher (f)	Administrator (f)	Total (f)
There should be a just award and penalty system	9	8	17
Personal rights and working conditions should be improved	9	4	13
The respectability of teachers should be increased	6	6	12
Salaries should be raised	3	5	8
The attitudes of administrators should be improved	6	2	8
Problems arising from the upper system should be solved	5	3	8
Professional development opportunities should be created	4	-	4
Total	42	28	70

- *Performances should be evaluated according to objective criteria. And awarding should be done as a result of this (PSA1).*

- *Real success should be evaluated and specific differences between the working and nonworking people should be shown (MST7).*

As it can be understood from the statements of the participants, differentiation between the working and nonworking people, awarding of the working people and giving penalties to nonworking people are regarded as extremely important by the participants in creating public service motivation. According to the teachers and school administrators, improving personal rights and working conditions is suggested as a way of increasing public service motivation. The statements “*The working conditions should be improved financially, spiritually and physically*” (PST5) and “*First of all, personal rights should be improved*” (PSA6) are mentioned and suggested frequently.

Another suggestion made by the participants on increasing public service motivation is increasing the respectability of teachers. As it can be seen from statements such as “*It would be enough if they just show the respect we deserve*” (PST6) and “*The respectability of teachers in the society should be increased*” (PSA7), both the teachers and the school administrators underline the status of this profession in Turkey and express that the society’s showing respect to this profession will be effective in increasing public service motivation.

The teachers and school administrators also underline that increase in the salaries they receive in return for their efforts is important in terms of their public service motivation and make the following suggestions: “*Our salaries should be raised*” (PST9) and “*Firstly, our economic troubles should be solved*” (MSA1). The participants state that improving the attitudes of administrators is an important factor in increasing their public service motivations. They, in particular, made suggestions about administrators showing respect to their workers, acting kindly and establishing empathy when required. The suggestions of the participants about this issue are as follows:

- *The attitudes of supervisors should change for the benefit of the workers (MST3).*

- *Workers should not feel strained about their superior-subordinate relationships in their work environments and their supervisors should be polite, respectful and thoughtful (PSA6).*

One other suggestion made by the teachers and school administrators is to “solve problems arising from the upper system.” The participants underline practices carried out by the upper system which strain them and express that problems related to these practices should be solved and in particular make the suggestions that “*The problem of having more teachers than the norm should be solved*” (PST9) and “*Politics should be excluded*” (PSA5). As different from the school administrators, the teachers state on increasing public service motivation that professional development opportunities should be created as well. The view of one of the teachers is as follows: “*I believe that the socialization of educators and providing “quality” in-service training which will develop them will be useful in increasing motivation*” (PST4).

Discussion and Conclusion

When what the teachers and school administrators who work in state schools understand from public service was analyzed, it was seen that the teachers and school administrators underlined providing public interest as the most important characteristic of public service. Therefore, it was observed that the perception of the teachers and school administrators on public service were in theory in line with the principle of “public interest” which is emphasized by such writers as Rainey and Steinbauer (1999) and Paarlberg, Perry and Hondeghem (2008) in their definition of public service motivation. In addition, the teachers and school administrators expressed public service as a service which the state needs to provide for its people besides the principle of public interest.

When the participants’ reasons for choosing public service was analyzed, it was observed that job security came to the fore in the area of public service. It can be stated that the protection provided by the Public Servants Law to the workers in comparison to the private sector is a significant reason for choosing public service. This finding is in line with the findings of other studies in the literature which have analyzed what is important for public servants. For instance, Houston in his study (2000) on public servants in the United Kingdom has found out that public servants give more importance to job security in comparison to people who work in the private sector. Similarly, in Lee and Choi’s study (2016) which analyzes the effect of public service motivation on college students’ preference to work in the public sector, it has been determined that job security was the main reason. These findings are also in line with Gabris and Simo’s (1995) proposition about the concept of public service motivation. The writers explained the reasons for in particular people who work in the lower levels in the area of public service to choose this area as maintaining their lives, rather than the appealing sides of public service. It is understood that job security for public servants is a prioritized factor in preferring to work in the public sector.

Besides job security, it was seen that the teachers and school administrators stated the regular working hours of the teaching profession was an effective factor which led them to choose public service. Camilleri (2007) also stated in his study in which the processors of public service motivation that job characteristics influences the workers’ public service motivation. In addition, according to the participants, the “idea of being beneficial to the society” is one of the important factors in choosing public service. These findings can be explained with Houston’s (2000) finding that public servants give more importance to intrinsic awards. According to the conclusions of Prysmakova’s study (2013), which involved public service motivation in 26 European countries, there is a positive relationship between the importance attributed to helping

others in the public sector and being a public servant. According to Paarlberg, Perry and Hondeghem (2008), one of the factors which motivates workers about the importance of their jobs is to what extent their jobs affect the welfare of others. People work with the aim of positively influencing the lives of others and a majority of them choose the public sector with the intention of serving others. Doing a job which affects the health or welfare of other people allows people to believe that what they do is important or worthy enough within their own value systems.

One other finding of this study is that the school administrators underlined the idea of being beneficial to the society as one of the reasons for choosing public service more. This finding displays similarities with the findings of Bright's (2005) study in which he tested public service motivation in terms of various variables. Bright showed that public service motivation was at a higher level in people who worked in administrative positions. According to this, it has been concluded that the administrative status is a strong predictor of public service motivation. Therefore, as Bright explains in his study, the reason why administrators give more importance to the idea of being beneficial to the society as one of the reasons for choosing public service might be the fact that they work longer in the area of public service compared to teachers and thus acquire a longer period of experience in socialization. This finding is similar to the findings of Camilleri's study (2007) involving public servants in which he analyzed public service motivation in terms of different variables. The researcher showed that there is a positive correlation between the job grade of individuals in organizational hierarchy and the dimensions of public service motivation. In other words, the researcher showed that as individuals rise higher in the organizational hierarchy, their public service motivations increase as well.

When the teachers' and school administrators' reasons for choosing public service was analyzed, in general, it was seen that they both have the perception of "service motivation in the public sector" indicated by Paarlberg, Perry and Hondeghem (2008) and "public service motivation." According to this, it was seen that the participants listed extrinsic motivations such as job security, regular income and regular working hours which motivate them to give service in the public sector, along with the idea of working for public interest which is regarded as a principle of public service motivation. However, the participants' underlining extrinsic motivations as the primary reason for choosing public service and expressing the idea of being beneficial to the society after that indicated that the wish to serve the society is low. However, due to being the representatives of public services which are managed by the taxes of the citizens and carrying out public services which they are entrusted with at the same time, it seems important that the teachers and school administrators have high ideals about serving the public. Because as underlined by Li and Wang (2016) as well, teachers with high public service motivation give more importance to education. Therefore, it seems quite important that the willingness of the teachers and school administrators to serve the society is increased.

The most challenging issue the teachers and school administrators face while carrying out the public services is the challenges arising from excessive bureaucratization. The participants stated that excessive bureaucratic formalities in the public sector causes time to be wasted and hinders the flow of work. In addition, according to the participants, the negative attitudes and behaviors of administrators (status quoist attitudes, political pressures, etc.) also cause difficulties in carrying our public services. This finding is in line with the findings of

Camilleri's study (2007) in which the relationship between public service motivation and worker-leader relationships were tested. The researcher showed that the higher level relationships between workers-leaders are a processor in all of the dimensions of public service motivation. Therefore, the complicating or facilitating behaviors of administrators can be listed among the factors which influence public service motivation.

The participants emphasized income injustice and insufficiency as the primary reasons which lower public service motivation. This finding in a way contradicts with the propositions in the literature about factors which motivate public and private sector workers. For instance, in a study carried out in Belgium, it is stated that public sector workers give less importance to economical award in comparison to those in the private sector and that salaries are a greater source of motivation for the private sector workers (Buelens and Broeck, 2007). Whereas in this study, income injustice being mentioned at the top of the reasons which lower public service motivation by the teachers and administrators who work in state schools shows that economical awards are important for and prioritized by the educators. One of the likely reasons for this difference can be explained with the fact that the salaries earned in return for public service in different countries and sectors are not satisfactory at the same levels. In fact, teacher salaries in Turkey are below the average determined by the Organization for European Economic Co-operation (OECD, 2016).

The teachers and school administrators stated that firstly there should be a just award and penalty system in order to increase public service motivation. It is in particular underlined by both the teachers and the school administrators that the performances of the workers should be evaluated effectively, the ones with higher performances should be awarded and ones with lower performances should be given penalties. The reason for the participants to put this forward as their first suggestion could be the fact that the teaching profession in Turkey provides job security, the working and nonworking people having the same personal rights and the lack of a performance evaluation system for public servants; because since there is job security in particular in the public sector, it is a fact that those with lower of higher performance or sense of duty mostly work with the same personal rights. At this point, it could be beneficial to evaluate the performances of the workers through an effective award and penalty system in terms of increasing organizational loyalty and public service motivation. .

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Genişletilmiş Özet

Giriş

Kamu hizmeti motivasyonu günümüzde literatürde giderek ilgi duyulan konular arasında yer almaktadır. Bir kamu görevlisi olarak öğretmen ve okul yöneticilerinin, yaşamlarını gençlerin eğitimine adayan ve gelecek nesilleri yetiştiren kişiler olduğu söylenebilir. Toplumun dönüşümünde ve yeni nesiller için geleceğin inşasında bizzat rol oynamaları nedenleriyle kamu hizmet ideallerini ve motivasyonunu ne ölçüde benimsedikleri de önemli görünmektedir.

Eğitim bağlamında kamu hizmeti motivasyonu öğretmenleri kendi çıkarlarının ötesinde öğrencilerin gelişimi ve okulların çıkarları doğrultusunda hareket etmelerine motive eden inanç, tutum ve değerlerdir (Li ve Liu, 2014). Eğitim hizmeti sunan öğretmen ve yöneticilerin kamu hizmeti motivasyonlarının hangi değerlerden etkilendiği ve bu değerlerin kamuya hizmet etme motivasyonunu nasıl etkilediği oldukça önemlidir. Çünkü Li ve Wang'a (2016) göre kamu hizmeti motivasyonu yüksek olan öğretmenler eğitim çalışmalarına daha fazla önem vermekte ve bu öğretmenlerin iş doyumu düzeylerinin daha yüksek olması beklenmektedir. Yazarlar eğitimin kamu yararı için birçok fırsat sunduğunu ve bu fırsatların kişisel değerler ile işin doğası arasında iyi bir uyum sağladığını ifade etmektedir.

Bu çalışmada Türkiye'de kamu ilk ve ortaokullarında görev yapan öğretmen ve yöneticilerin kamu hizmeti motivasyonuna ilişkin görüşlerinin incelenmesi amaçlanmıştır. Bu genel amaçtan hareketle araştırmada aşağıdaki sorulara yanıt aranmıştır:

Türkiye'de kamu ilk ve ortaokullarında görevli öğretmen ve yöneticiler;

- “Kamu görevi” kavramından ne anlamaktadır?
- Kamu hizmetinde çalışmayı neden seçmişlerdir?
- Kamu hizmetini yerine getirirken zorlandıkları hususlar nelerdir?
- Kamu hizmeti motivasyonlarını düşüren nedenleri nasıl açıklamaktadırlar?
- Kamu hizmeti motivasyonlarını yükseltmek için sundukları öneriler nelerdir?

Yöntem

Araştırma nitel araştırma yöntemlerinden fenomenoloji deseni temel alınarak gerçekleştirilmiştir. Araştırmanın çalışma grubu, Ankara ili kamu okullarında görev yapan 10 ilkokul ve 10 ortaokul öğretmeni ile 10 ilkokul ve 10 ortaokul yöneticisi (okul müdürü ve müdür yardımcıları) olmak üzere toplam 40 katılımcıdan oluşmaktadır. Çalışma grubunun belirlenmesinde amaçlı örnekleme tekniklerinden ölçüt örneklemeden yararlanılmıştır. Buna göre kamu okullarında en az beş yıl görev yapan öğretmen ve yöneticileri çalışmaya dahil edilmiştir.

Araştırmanın nitel verileri öğretmen ve okul yöneticileri ile yapılan görüşmeler aracılığıyla toplanmıştır. Araştırmacılar tarafından geliştirilen yarı yapılandırılmış görüşme formunda katılımcıların kişisel bilgilerine ilişkin sorular ile öğretmen ve yöneticilerin kamu hizmeti motivasyonunu nasıl anlamlandırdıklarını araştıran dokuz açık uçlu soru yer almıştır. Hazırlanan görüşme form taslağı kapsam geçerliliği için uzman görüşlerine sunulmuştur.

Uzmanlardan gelen görüşler değerlendirilerek gerekli düzeltmeler yapıldıktan sonra görüşme formuna son şekli verilmiştir.

Araştırmacılar veri kaybı yaşamamak adına görüşmelerde ses kaydı yapabilmek için katılımcılardan izin almıştır. Ses kaydını kabul etmeyen katılımcıların görüşleri not alınarak kaydedilmiştir. Görüşme kayıtlarının çözümlemesi NVivo 10 paket programı kullanılarak yapılmıştır. Veriler içerik analiz yöntemiyle analiz edilmiştir.

Sonuç ve Tartışma

Kamu okullarında görev yapan öğretmen ve okul yöneticilerin kamu görevinden ne anladıkları incelendiğinde, öğretmen ve yöneticilerin öncelikle kamu hizmetinin en önemli özelliği olarak kamu yararı sağlamasına vurgu yaptıkları görülmüştür. Dolayısıyla öğretmen ve yöneticilerin kamu görevi algılarının teoride Rainey ve Steinbauer (1999), Vandenberg (2005) ve Paarlberg, Perry ve Hondeghem (2008) gibi yazarların kamu hizmeti motivasyonu tanımlarında dikkat çektikleri “kamu yararı” ilkesine uygun bir yaklaşımda olduğu görülmüştür. Ayrıca öğretmen ve yöneticiler kamu görevini, kamu yararı ilkesinin yanında devletin halkına sunması gereken bir hizmet olarak ifade etmişler. Bu noktada öğretmen ve yöneticiler kamu görevinin kamu tüzel kişileri tarafından yürütülmesi gerektiğini belirtmişlerdir.

Öğretmen ve yöneticilerin kamu hizmetini seçme nedenleri incelendiğinde, kamu hizmetinde iş güvencesinin olmasının öne çıktığı görülmektedir. Özel sektöre kıyasla Devlet Memurları Kanunu’nun çalışanlara sağlamış olduğu koruyuculuğun kamu hizmetine girmede önemli bir faktör olduğu söylenebilir. İş güvencesinin yanı sıra öğretmen ve yöneticiler öğretmenlik mesleğinin düzenli çalışma saatlerine sahip olmasının kamu hizmetini seçmede etkili bir faktör olduğunu belirttikleri görülmüştür. Ayrıca öğretmen ve yöneticilere göre “topluma yararlı olma düşüncesi” kamu hizmetini seçmede önemli nedenlerden biridir.

Bu araştırmanın bir bulgusu da kamu hizmetini seçme nedenlerinden topluma yararlı olma düşüncesini daha çok yöneticilerin vurgulamasıdır. Diğer bir ifadeyle kamu hizmetini seçmede yöneticiler öğretmenlere göre kamuya yararlı olma düşüncesini daha fazla önemsemişlerdir. Bu bulgu Bright’ın (2005), kamu hizmeti motivasyonunu çeşitli değişkenler bakımından sınıadığı çalışmasının bulgularıyla benzerlik göstermektedir. Araştırmacı yönetici pozisyonunda çalışanlarda kamu hizmeti motivasyonunun daha yüksek düzeyde olduğunu ortaya koymuştur. Buna göre, yöneticilik statüsünün kamu hizmeti motivasyonunun güçlü bir kestiricisi olduğu belirlenmiştir. Dolayısıyla yöneticilerin kamu hizmetini seçmede topluma yararlı olma düşüncesini daha fazla önemsemelerinin sebebi, Bright’ın açıkladığı gibi, yöneticilerin öğretmenlerden daha uzun süre kamu hizmetinde kalarak, sosyalleşme deneyimlerinin uzun olması nedeniyle kamu hizmetine daha fazla önem atfetmeleri olabilir. Bu bulgu, Camilleri’nin (2007) kamu hizmeti motivasyonunu çeşitli değişkenler bakımından araştırdığı çalışmada ulaşılan sonuçlarla da benzerdir. Araştırmacı, bireylerin örgütsel hiyerarşideki pozisyonu (job grade) ile kamu hizmeti motivasyonunun boyutları arasında pozitif korelasyon bulmuştur. Diğer bir ifadeyle, araştırmacı, bireylerin örgütsel hiyerarşide yükseldikçe, kamu hizmeti motivasyonlarının arttığını ortaya koymuştur.

Öğretmen ve yöneticilerin kamu hizmetini seçme nedenleri genel olarak değerlendirildiğinde, Paarlberg, Perry ve Hondeghem’in (2008) belirttiği hem “kamu sektöründe hizmet motivasyonu” hem de “kamu hizmeti motivasyonu” algılarına sahip oldukları

görülmektedir. Buna göre öğretmen ve yöneticilerin kendilerini kamu sektöründe hizmet etmelerine motive eden iş güvencesi, düzenli gelir ve çalışma saatleri gibi dışsal güdüleyicileri, bununla birlikte kamu hizmeti motivasyonunun bir ilkesi olarak kabul edilen kamu yararı için çalışmayı ifade ettikleri görülmektedir. Ancak öğretmen ve yöneticilerin kamu hizmetini seçme nedeni olarak öncelikli olarak dışsal güdüleyicilere vurgu yapmaları, topluma yararlı olma düşüncesinin daha sonra ifade edilmesi topluma hizmet etme isteğinin düşük olduğuna işaret etmektedir.

Öğretmen ve yöneticilerin kamu hizmetini yerine getirirken en fazla zorlandıkları husus aşırı bürokratikleşmeden kaynaklı zorluklardır. Öğretmen ve yöneticiler kamu sektöründe bürokratik işlerin çok yoğun olmasının zaman kaybına yol açtığını ve işleri aksattığını belirtmektedir. Ayrıca öğretmen ve yöneticilere göre yöneticilerin olumsuz tutum ve davranışları (statükocu tavırlar, siyasi baskılar vs.) da kamu hizmetinin yerine getirilmesinde zorluklar çıkarabilmektedir.

Öğretmen ve yöneticiler, kamu hizmeti motivasyonunu düşüren başlıca neden olarak ücret adaletsizliği ve yetersizliğine vurgu yapmışlardır. Öğretmen ve yöneticiler kamu hizmeti motivasyonunu yükseltmek için ilk olarak adil bir ödül ve ceza sistemi olması gerektiğini belirtmişlerdir. Özellikle çalışanların performanslarının etkili bir şekilde değerlendirilip, yüksek performans gösterenlerin ödüllendirilmesi, düşük performans gösterenlerin cezalandırılması gerektiği hem öğretmenler hem de yöneticiler tarafından vurgulanmıştır. Öğretmen ve yöneticilerin ilk öneri olarak bunu sunmalarında Türkiye’de öğretmenlik mesleğinin iş güvencesine sahip olması, çalışan ve çalışmayan öğretmenin aynı özlük haklarına sahip olması ve kamu çalışanları için bir performans değerlendirme sisteminin olmaması olabilir. Çünkü özellikle kamusal alanda iş güvencesi olduğu için performansı ve görev bilinci yüksek ya da düşük olan çalışanların çoğu zaman aynı özlük hakları ile çalıştıkları bir gerçektir. Bu noktada, çalışanların performanslarının ödül ve cezaların etkin işletilmesi noktasında değerlendirilmesi, örgütsel bağlılığın ve kamuya hizmet motivasyonunun yükseltilmesinde yararlı olabilir.