

Public Service Motivation and Community Participation Behavior of Citizens: A Chinese Study

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Abstract

Citizen community participation (CCP) is affected by multiple factors. However, little research has been conducted in this area from the perspective of public service motivation (PSM). This study presents a model exploring the effects of public service motivation on citizen community participation. Based on survey of 269 residents of Chongqing municipality in Western China, the hypotheses were tested with structural equation modeling. The results show that public service motivation has a significant positive influence on the community participation behaviors of citizens in three dimensions: attraction to public policymaking, compassion, and commitment to the public interest. It implies that public service motivation can be used by community staffs as an auxiliary measuring tool to select citizens as community volunteers and to encourage citizens with higher public service motivation to positively participate in community activities and play a leading role. Moreover, the government can improve relevant conditions to promote community participation and to raise the level of community participation as a whole.

Keywords: Public service motivation, citizen community participation, community governance

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แรงจูงใจในการให้บริการสาธารณะและพฤติกรรมการมีส่วนร่วมของประชาชนในชุมชน: กรณีศึกษา ประชาชนในเทศบาลนครฉงชิ่ง ประเทศจีน

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บทคัดย่อ

พฤติกรรมการมีส่วนร่วมของประชาชนในชุมชนขึ้นอยู่กับหลายปัจจัย อย่างไรก็ตาม ปัจจุบันยังมีงานวิจัยเกี่ยวกับเรื่องนี้ไม่มากนัก โดยเฉพาะมุมมองจากด้านแรงจูงใจในการให้บริการสาธารณะ (Public Service Motivation-PSM) การศึกษาครั้งนี้ได้สร้างตัวแบบเพื่อทดสอบผลกระทบของแรงจูงใจในการให้บริการสาธารณะต่อพฤติกรรมการมีส่วนร่วมของประชาชนในชุมชน โดยทำการรวบรวมข้อมูลจากผู้อยู่อาศัย 269 คน ในเทศบาลฉงชิ่ง (Chongqing) ซึ่งเป็นเมืองที่อยู่ทางตะวันตกของประเทศจีน และทำการทดสอบสมมติฐานโดยใช้สมการเชิงโครงสร้าง ผลการศึกษาพบว่า แรงจูงใจในการให้บริการสาธารณะมีอิทธิพลเชิงบวกต่อพฤติกรรมการมีส่วนร่วมของประชาชนในชุมชนในสามมิติคือ แรงดึงดูดต่อการกำหนดนโยบาย จิตสาธารณะ และความผูกพันต่อประโยชน์ส่วนรวม ซึ่งสรุปได้ว่า แรงจูงใจในการให้บริการสาธารณะสามารถใช้เป็นเครื่องวัดในการสรรหาบุคลากรของชุมชนเพื่อเป็นอาสาสมัคร กระตุ้นประชาชนให้มีส่วนร่วมในกิจกรรมของชุมชนและมีบทบาทในการนำ นอกเหนือจากนี้ รัฐบาลสามารถปรับปรุงสภาพแวดล้อมที่เกี่ยวข้องเพื่อส่งเสริมการมีส่วนร่วมของประชาชนในชุมชน และยกระดับการมีส่วนร่วมของประชาชนในชุมชนทั้งหมด

คำสำคัญ: แรงจูงใจในการให้บริการสาธารณะ การมีส่วนร่วมของประชาชนในพื้นที่ ธรรมชาติของชุมชน

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Introduction

It is well-known that citizens' participation in community activities promotes the development of the community within which they reside. In China, citizen participation has a significant influence on community governance and democracy. Presently, increasing numbers of Chinese community citizens are coming to appreciate the function of participation in community governance, but issues remain such as a lack of participation and low level of participation. Studies of citizen participation in community governance have been thorough with an emphasis on the external dimensions of instrumental rationality orientation with less attention placed on the behavior of the individual. However, few researchers have focused on citizens' motivation to participate in community governance. Furthermore, there is a lack of theoretical guidance or a systematic approach, as past research has been primarily based on qualitative analysis, with little quantitative.

The theory of public service motivation (PSM) is a trend in public administration which advocates that people should engage in public service with a strong emphasis on altruistic motivation, as opposed to self-interest. Having developed for more than two decades, the theory has accumulated a large number of achievements and become an important theoretical basis for explaining and stimulating public service behavior. The theory emphasizes public service as a concept, an attitude and a sense of duty as well as a sense of public morality (Staats, 1988); furthermore, PSM stresses that individuals serve with the aim of benefiting others and society (J. L. Perry, Hondeghem, & Wise, 2010). Moreover, citizen participation is primarily based on the public taking responsibility for the community and generating initiatives and activities as a group or organization (institution) without remuneration. Thus, based on the theory of behavioral motivation and value concept, the goal of this study is to determine whether a relationship exists between PSM and CCP behaviors. In view of this fact that few previous scholars have explicitly considered the theory of PSM as the basis by which to study the behavior of citizen participation in community governance, this researcher intends to use the theory of PSM as a basis for a survey of Chongqing City, to explore whether PSM will affect CCP behaviors in order to determine the factors which promote citizen participation in community, and provide recommendations for the grassroots community sector to improve community governance. Chongqing is the largest and the only municipality directly under the central government in western China, it is also a pilot area of comprehensive

urban-rural reform in China and plays an important strategic role in promoting regional coordinated development and promoting the overall situation of reform and opening up. As early as 2009, the State Council clearly pointed out in *Some Opinions on Promoting Comprehensive Urban-Rural Reform and Development of Chongqing* that Chongqing should firmly promote urban-rural community construction, improve community democratic management and villager autonomy system, and build urban-rural community into a social life community with perfect service, orderly management and civilized peace. Therefore, the practice and exploration about CCP of Chongqing also has important demonstration significance for the whole of China.

Literature Review

Community Citizen Participation

Since Robert Putnam first popularized the term of citizen participation in his 1993 book, *Making Democracy Work*, there are countless studies related to it¹. Currently, despite the vast scholarship on the subject, there is no single, widely agreed-upon definition for the term of citizen participation. How citizen participation is defined also depends to a large degree on the perspective and focus of the definer (Adler & Goggin, 2005). Generally, the term is defined either specifically or broadly based on some of the previous definitions. For example, Diller (2001) points out that citizen participation is “*an individual’s duty to embrace the responsibilities of citizenship with the obligation to actively participate, alone or in concert with others, in volunteer service activities that strengthen the local community*” (p.21). Citizen participation “*can include efforts to directly address an issue, work with others in a community to solve a problem or interact with the institutions of representative democracy. It encompasses a range of activities such as working in a soup kitchen, serving on a neighborhood association, writing a letter to an elected official, or voting*” (Carpini, Cook & Jacobs, 2004). Hopf (2016) defines civic engagement as four specific activities: civic awareness, collective identity, group participation, and political activism. In this study, citizen participation is primarily understood as the actions undertaken by people in order to solve community problems and improve the well-being of their community. Research into community citizen participation is closely related to the concept of residents or citizen participation. Its definition can be primarily derived from citizen participation, which focuses on the process of the decision-making behavior of citizens to participate in activities or affairs within their community as well as the management and operation of community activities by citizens.

From an individual perspective, citizen participation can increase individual productivity, improve a stronger sense of competence and efficacy to better act and relate to others in their communities (Uslaner & Conley, 2003), and will also tend to help citizens to increase sense of collective interests, break down walls of insularity, improve trust, civic virtue, accept more responsibilities, and develop a higher degree of respect for others in their communities (Cooper, Bryer, & Meek, 2006). From a macro perspective, it is the notion that citizen participation is the cornerstone of politics and governance to sustain a vibrant democracy (De Tocqueville, 1990). Participation can foster ties, connections, communication and cooperation between the government and individuals, enhance government responsiveness, and lead to effectiveness of governments (Putnam, 2000). That Fung (2006) considers that enhancing citizen participation is demanded in any area of contemporary governance.

Many practitioners and scholars have conducted a great deal of research from a range of perspectives investigating the factors that influence community citizen participation behavior. Some scholars have focused on summarizing comprehensive factors. For example, Caplow and Forman (1950) proposed six principles to explain the conditions which encourage the public to participate: appropriate organization, benefits acquisition, threats to the way of life, enriched knowledge, a sense of obligation, and an increased sense of community. Xia (2011) concluded that the factors affecting community citizen participation include economic income, social status, community identity, community social capital, civil political knowledge, and civic public spirit. L. Zhou (2008) pointed out that gender, family size, professional title, social class, online time, social capital, community identity, and community structure are the major factors that affect citizen participation.

Other scholars have taken a narrower perspective. Zhang and Zhang (2015) analyzed the factors influencing citizens' behavior to participate in community governance based on the theory of planned behavior, while Chao (2013) investigated community citizen participation behavior and found that it determines the importance of the sense of affiliation of community citizens. Tu and Wang (2008) noted that social networks and individual resources owned by citizens in the community will affect their community participation based on the theory of social capital. J. Li (2009) explored the relevance of property rights and found that citizens who own property in the community participate with higher levels of enthusiasm. Tang and Hu (2016) stated that the driving force behind

citizen participation in community has primarily two aspects, which are national identity and community identity. Xiao (2004) found that participation was dependent on the needs of citizens themselves. Collectively, these aforementioned studies explain citizen participation in China to a certain extent, but few scholars have investigated citizens' participation motivation based on their participation willingness or attitude (e.g., Zhou, 2014; Ma, Yu, & Du, 2016). However, it is clearly different from PSM, and empirical research on the relationship between PSM and CCP behavior is lacking in China.

Public Service Motivation

There has been some controversy concerning the concept, application and scope of PSM. Most scholars consider the concept of PSM to have first been proposed by Rainey (1982) who defined it as “altruistic motivation to serve the interests of a community of people, a state, a nation or humankind.” The early studies focused on the public sector and thought PSM in the public sector to be more common than in the private sector (Zhu, Wu, & Zhu, 2011). The most influential scholars, J. L. Perry and Wise (1990), originally defined PSM as “*an individual's predisposition to respond to motives grounded primarily or uniquely in public institutions and organizations*” (p. 368). Brewer and Selden (1998), however, pointed out that PSM is not restricted to the public sector. Thus a broader definition was given by Rainey and Steinbauer (1999), that PSM is “*a universal altruistic motivation serving the interests of people groups, local and national organizations and all human beings*” (p. 3). Later, Hondeghem and J. Perry (2009) redefined the connotation of PSM as “*an individual's orientation to delivering service to people with the purpose of doing good for others and society*” (p. 6), emphasizing the altruistic and service orientation of PSM. Thus, the research scope of PSM, from the perspective of government officials and public sector employees, extends to the general organization, ordinary people and students, and crosses boundaries into other fields such as ethics, sociology and experimental economics.

The measurement of PSM has been comprehensively discussed. J. L. Perry and Wise (1990) initiated the theoretical framework underpinning PSM and divided PSM into four measurement dimensions: Attraction to Public Policy Making, Commitment to the Public Interest, Compassion, and Self-Sacrifice. Furthermore, Perry (1996) designed a 24-item scale according to the four dimensions. Subsequently, a large number of scholars have conducted confirmatory, commentary, improvement and application studies into this four-dimensional structure (e.g., Alonso & Lewis, 2001; Coursey & Pandey, 2007;

Kim & Vandenberg, 2010; Wright & Grant, 2010; Li & Ye, 2012). However, due to elusiveness of individual service motivation itself and the high complexity of its variables, extensive research into the concept and the structure or other aspects of PSM have not been agreed upon (Liu & Dong, 2016), but remain affected by Perry's four dimensional structure. Most scholars have revised or simplified Perry's 24-item scale, with some choosing to reduce the number of dimensions. For example, considering the overlap between Self-Sacrifice and Compassion, the two have been merged into a single dimension (Moynihan & Pandey, 2007), and the Attraction to Public Policy Making dimension has been removed because of cultural differences (Perry et al., 2008). Some hold the four dimensions unchanged, only reducing the number of items included in each of the dimensions, such as the 14-item scale of Coursey and Pandey (2007), the 15-item scale of J. L. Perry et al. (2008) and the 12-item scale of (Kim, 2009). In China, most scholars have adopted Perry's original 24-item scale, but there has been simplification or localization in terms of language and description. Bao and Li (2016) developed a short version of the PSM with an 8-item scale, while Li and Ye (2012) selected a 12-item scale based on Perry's 24-item scale and modified the language to be more appropriate for the Chinese cultural context, a scale verified through empirical testing. Wright and Grant (2010) explored a global measure which has only a single dimension with a 5-item scale and found a similar strength of relationship with PSM. Consequently, the measurement has been frequently utilized due to its simplification (Boyd et al., 2017).

Public Service Motivation and Community Citizen Participation

Providers of public services are expected to act upon their motivation to deliver their services with the purpose of doing good for others and society. Jensen and Vestergaard (2017) found that PSM positively affects public service. Kim (2006) through comparing public and private sector employees, found that employees with the highest level of PSM are attracted to the ideal of public service, are committed to the public good and desire to help others in the government as well as citizens, want to affect the community, want to achieve policy goals and enhance the public good, voluntarily take on extra responsibilities and engage in pro-social behavior (Grant, 2008). Organizations with members with high levels of PSM are more likely to engage in organizational citizenship behavior, such as altruism and generalized compliance (Bolino et al., 2013). Costello (2017) proposed that individuals with high levels of PSM report exerting greater volunteering intensity or effort. Individuals with higher PSM levels tend to hold more empathetic

attitudes and have a higher regard for the importance of civic participation (Houston, 2008). Taylor (2010) argued that high PSM employees were found to have higher confidence in institutions, place more importance on citizens' rights, and engage in more non-electoral political acts, such as signing petitions, donating blood and money, and taking part in demonstrations. To sum up, there are both objective and subjective factors affecting citizen participation. From the perspective of subjective factors, citizens with high public service motivation attach more importance to matters related to citizens' rights and participation. Thus, it is possible to assume that PSM will be positively related to CCP.

Research Design

Measurement

The measurement of PSM employs the Coursey and Pandey (2007) abridged scale which offers a three-factor model with fewer items based on Perry's scale, and adjusts for the Chinese cultural context (Li, 2011) (see Table 1).

Table 1. Effect of PSM on CCP Behavior Scale

PSM Items by Subscale		
Attraction to Public Policy Making (3 items)		
APM1	I am interested in consulting with others in the development of public planning.	
APM2	I like to share with people my view of public policy.	
APM3	I adore excellent politicians.	
Compassion (2 items)		Coursey and Pandey (2007); $\alpha = .78; .70; .76$; Li (2011)
CO1	I am likely moved by the plight of disadvantaged groups.	
CO2	I often see to the welfare of others even though we do not know each other.	
Commitment to the Public Interest (4 items)		
CPI1	I consider public service my civic duty.	
CPI2	Meaningful public service is very important to me.	
CPI3	I would prefer seeing public officials do what is best for the whole community even if it harms my interests.	
CPI4	I unselfishly contribute to my community.	
CCP Behavior Items (7 items)		
CCP1	I often take part in all kinds of election campaigns in the community.	Doolittle and Faul (2013); Zhang and Zhang (2015); Xia (2011)
CCP2	I have contributed to a variety of cultural and sports activities (e.g., singing, reading, dancing, and calligraphy) in the community.	
CCP3	I often raise problems existing in the community with the Community Citizen Committee (Owners' Committees) for community public interest.	
CCP4	I often talk with community citizens about things happened in the community.	
CCP5	I have participated in volunteer activities in the community.	
CCP6	I have helped other members in the community.	
CCP7	The community has changed through my and other community citizens' hard work.	

The second part is the measurement of CCP. Zimmerman and Zahniser (1991) designed a political behavior scale that consisted of 9 items, Peterson and Speer (2000) measured psychological empowerment of individuals in the community in three aspects of cognition, emotion and behavior, with a behavior scale that had 7 items which measured citizen participation. Long and Perkins compiled a social capital scale according to the definition of social capital, which included four components: Brief Sense of Community Index, Collective Efficacy Scale, Citizen Participation Scale, and the Neighboring Behavior Scale. Their Citizen Participation Scale included 8 items. Doolittle and Faul (2013) divided community citizen participation into two dimensions: the attitude of community citizen participation and the behavior of community citizen participation. Xia (2011) divided citizen participation into interest expression participation, electoral participation, and recreational participation. The current study is based on the definition of community participation behavior mentioned above (Doolittle & Faul, 2013; Zhang & Zhang, 2015; Xia, 2011), including their measurement of citizen participation. To reflect the actual situation of urban citizens in China, researcher has consulted with experts to integrate and modify relevant items to formulate a community participation behavior scale that includes seven items (see Table 1). All of the scales are evaluated in the form of a five-point Likert scale (ranging from strongly disagree to strongly agree).

The third part is the basic information of the respondents, including age, education, occupation and income.

Data and Samples

The data were collected through a nonprobability random sampling survey of urban citizens of Chongqing city from September to October 2017. The number of samples a structural equation model requires is typically more than five times the number of observed variables. Qiu and Lin (2009) proposed that less than 200 samples make it difficult to obtain stable SEM analysis results. In this research, 300 questionnaires were distributed with a response rate of 89.6 percent or 269 usable responses. There were 153 women among the citizens surveyed, accounting for 56.88 percent. The age ranges from 18-30 accounts for 36.80 percent of participants, 31-45 accounts for 45.72 percent of participants, and 46-60 accounts for 9.29 percent of participants. Regarding education level, 222 or 82.73 percent of participants held college-level qualification or higher. In the terms of occupation, the proportion of civil servants, state-owned enterprise employees, private enterprise employees, freelancers, the unemployed, retired and students were 26.77 percent, 10.41 percent, 13.38 percent, 7.81 percent, 0.74 percent, 3.35 percent and 29.00 percent, respectively. (Table 2)

Table 2. Demographic and Work Characteristics of Samples

Gender	Male: 116 (43.12%) Female: 153 (56.88%)
Age (in years)	18-30: 99 (36.80%) 31-45: 123 (45.72%) 46-60: 25 (9.29%) Over 60: 9 (3.35%)
Educational level	Primary school: 10 (3.72%) Secondary school: 37 (13.75%) Vocational certificate: 41 (15.24%) Bachelor's degree: 146 (54.28%) Master's degree and above: 35 (13.01%)
Occupation	Civil servant: 72 (26.77%) State-owned enterprise employee: 28 (10.41%) Private enterprise employee: 36 (13.38%) Freelancer: 21 (7.81%) Student: 78 (29%) Unemployed or retired: 11 (4.09%) Other: 23 (8.55%)

Reliability and Validity Assessment

By using SPSS 22.0, the Cronbach's alphas of PSM scale and CCP behavior scale are .943 (the Cronbach's alphas of three dimensions are .822, .787, .865) and .963, which implies the questionnaire reliability and stability is relatively good.

Because the items of the PSM scale in this study have been previously verified (Li, 2011), it has high convergence and internal consistency, therefore, this paper only tests the validity of the scale of community participation behavior.

The scale of CCP behavior has been developed according to classical theory and literature, as well as based on in-depth discussion with relevant personnel and experts, and through pre-investigation and testing, so that content validity of the scale can be ensured. The average variance extracted of the construct of CCP behavior is 0.7951, significantly above 0.5, which indicates a high convergent validity.

Analysis and Findings

The total value of PSM is mean of three dimensions which are Attraction to Public Policy Making, Compassion and Commitment to the Public Interest. “3 scores” is regarded as the theoretical mean value, less than “3 scores” is “low PSM”, more is “high PSM”. In the case of this study, the three dimensions of PSM are: Commitment to the Public Interest (2.10 scores), Compassion (2.08 scores), Attraction to Public Policy Making (2.05 scores). Thus, the overall average value of PSM is 2.09 scores, meaning citizens possess PSM but at a relatively low level.

Regarding the aspect of CCP, the average value of “3 scores” is also used as the theoretical mean value. Less than “3 scores” means “low community participation behavior”, conversely higher than “3 scores” means “high community participation behavior”. In the case of this study, the average value of CCP behavior is 2.58 scores, which demonstrates CCP is less than ideal, which is basically consistent with the current situation of a low degree of participation of urban citizens in China.

AMO23 software was then used to verify the influence of PSM on CCP, the Chi-Square to Degree of Freedom ratio (χ^2/df), the root mean square error of approximation (RMSEA), goodness-of-fit index (GFI), tucker lewis index (TLI), incremental fit index (IFI), comparative fit index (CFI) and normed fit index (NFI) are important criteria for measurement model fit. In the study, the Chi-Square to Degree of Freedom ratio is 2.383, within the recommended reasonable fit level should be less than 3.00 (Qiu & Lin, 2009). Other measures of fit also indicated the suitable model fit statistics: GFI = 0.891 between 0 to 0.90, RMSEA = 0.076 (< 0.08) with the recommended reasonable fit level should be less than 0.08. TLI = 0.930 (> 0.90), IFI = 0.942 (> 0.90), CFI = 0.942 (> 0.90), NFI = 0.904 (0-0.90) within the recommended reasonable fit level should be greater than 0.90 or close to 0.90 (Hair et al., 2006). All Fit Index have reached the ideal standard, which indicates goodness-of-fit of the initial theoretical model constructed using the survey data of this paper. The final model is shown in Figure 1.

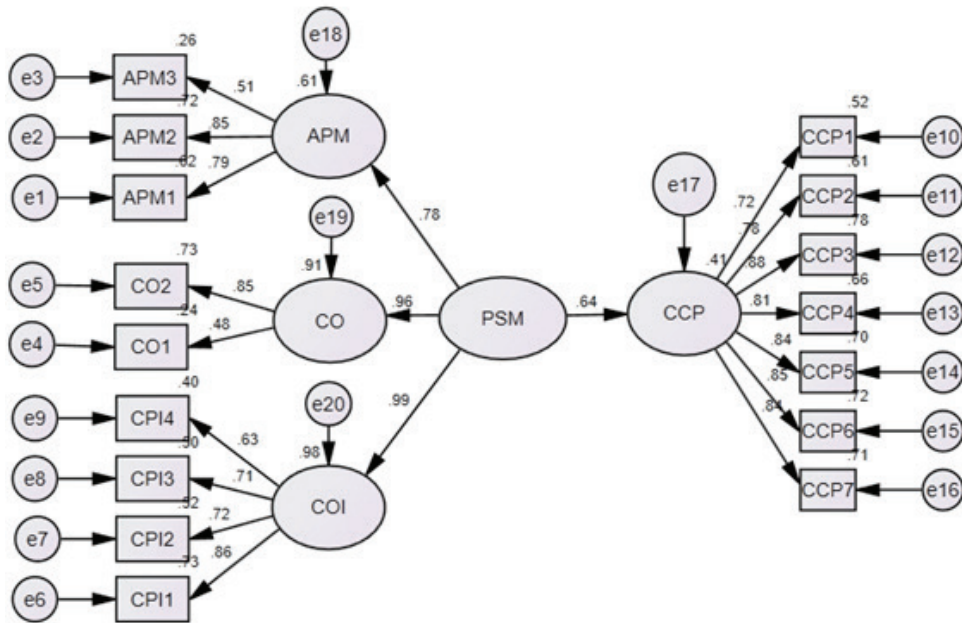


Figure 1. Modified Model: Effect of PSM on CCP

The specific statistical analysis results are shown in Table 3.

Table 3. Goodness-of-fit Index

Absolute Goodness-of-fit				Relative Goodness-of-fit			
NC (χ^2/df)	RMSEA	GFI	AGFI	NFI	CFI	IFI	TLI
2.383	0.076	0.891	0.852	0.904	0.942	0.942	0.930

Table 4 shows that the standardized path coefficients of Attraction to Public Policy Making, Compassion and Commitment to Public Duty of PSM were .78, .96 and .99, indicating these three dimensions can reflect and measure the PSM of citizens; the standardized path coefficient of PSM to CCP behavior which this study focuses on is as high as .64, indicating a significant positive effect on CCP behavior affected by public service altruistic motivation of citizens. In other words, citizens with higher PSM are more likely to participate actively in community activities.

Table 4. Path Coefficients of SEM and Verified Weights

Path	Standardized Path Coefficients	C.R.	P
Attraction to Public Policy Making ← PSM	0.78	9.908	***
Compassion ← PSM	0.96	6.924	***
Commitment to Public Duty ← PSM	0.99		
PSM → CCP	0.64	8.456	***

Note: *** significant at $p < .001$.

Discussion

The purpose of this study is to explore the relationship between the PSM and CCP in a Chinese community environment. The results of the statistical analysis confirm that although the citizen's PSM is present at a lower level, it nevertheless has a significant positive impact on community participation. Furthermore, citizens with higher levels of PSM take more pleasure in participating in community activities, thus, this research enlarges the scope of the relationship between PSM with altruistic, volunteering behavior and CCP. Previous research primarily focused on employees (including public, private sectors or non-profit organizations) with a particular emphasis on the positive significant correlations between employee's PSM with organizational performance, organizational citizenship behavior, job involvement and job satisfaction (Perry, 2000; Camilleri, 2007; Taylor, 2008; Taylor & Westover, 2011; Liu, Zhang & Lv, 2014; Cun, 2013), and revealed individuals with higher PSM are more likely to engage in altruistic behavior (Pandey, Wright, & Moynihan, 2008; Sun & Hu, 2017). The results of this study add further theoretical support and widen the perspective of the field of CCP behavior.

PSM can be used as a measuring tool to recruit and select employees to engage in public service (Liu, Zhang & Lv, 2014; Sun & Hu, 2017). The finding of this study that citizen's PSM has a significant positive influence on their CCP behavior indicates that PSM can also be used as an auxiliary measuring tool to select community citizens as volunteers and encourage higher PSM citizens to positively participate in community activities. Moreover, through the citizens' social network and individual resources,

affect and drive lower PSM community citizens to participate in community activities (Tu & Wang, 2008), so as to improve the overall level of CCP behaviors.

The PSM scale can be used as a tool to measure the effectiveness of incentives (Li & Ye, 2012). PSM plays an important role as an incentive mechanism for civil servants (He & Chen, 2015), is needed to strengthen the internal incentive function and internalize external incentives, and improve the influence of public systems on culture to effectively stimulate PSM (Gao, 2012). In this study, three dimensions of PSM (Attraction to Public Policy Making, Compassion, and Commitment to Public Interest) were found to have an indirect effect on CCP, therefore, managers should strengthen the attraction to public policy making, cultivate and guide citizens' ethics, altruism, compassion and sense of responsibility to promote citizens to participate in community activities.

In fact, although citizen participation is highly advocated in various strategic provisions in China, including the Constitution, laws, local regulations, departmental regulations and leaders' speeches, etc., there are still many difficulties in empowering citizens practically, which result in weak attractiveness and inefficiency of citizen decision-making participation, public responsibilities and civic awareness is not strong. Specifically, including but not limited to the following aspects: 1) the policy and legal system is not clear and imperfect. It is more extensive and principled, lack of detailed and operational norms. In many policies and documents, only strategic guidance for citizen participation is provided, but participation content, mode, way, procedure and relief way when the right of participation is infringed do not be specified, which leads to citizen participation mechanism is greater randomness. Take citizen meeting as example, whether citizen meeting is needed, the time for citizen meeting and the issues discussed are decided by the community management agencies, furthermore, the agenda and procedures of some meetings are tedious and tedious, and the decision-making process is too specialized, these make residents' representatives unable to express their independent ideas. The form of participation is greater than the actual significance, which greatly suppresses the enthusiasm of citizens to participate in community affairs. 2) The information of citizen participation is not accessible. Although making government affairs public is implemented very early in China, but actually it is not timely and comprehensive. For various reasons, public information is always some filtered information with little value, and the time is hysteretic, much public information is known after the event, which leads to the public being unable to participate. 3) Community self-governing organizations have not yet achieved real

autonomy. Self-governing organizations existing in urban communities in China mainly include community resident committees, owner committees, voluntary organizations, and interest groups, etc. Community resident committees are grass-roots mass self-governing organizations which residents can practice self-governance, self-education and self-service according to The Organic Law of Urban Resident Committees. However, in practice, community resident committees still have strong administrative color and rely heavily on the government. On the basis of The Regulations on Property Management, owner congresses should be set up in every district and owner committees should be elected, but the reality is that 80 percent of the districts have not been established. Other resident voluntary groups or interest groups mostly only carry out some voluntary activities, such as community cultural and sports activities, public welfare services and so on, insufficient participation in decision-making and deliberation. 4) Community civic culture is immature. Due to the lack of democratic conditions accompanied by citizens and the long-term planned economy in Chinese history, the basic civic consciousness of social members has been weakened. The highly centralized social management system led by the government makes citizens have serious passive and submissive thinking, and the phenomenon of “free rider” exists. In addition, China is in the transitional period of new urbanization construction. Large-scale urban construction and transformation have intensified the population flow, which have resulted in a large number of new communities and new residents, and the deep feelings of people towards their communities has been greatly changed. These new community residents are less emotional about the community they are currently living in, have less contact with community institutions and other residents, and there is no strong sense of trust in each other and enthusiasm to participate in community affairs. In a word, from the above analysis, the impressive cognition is that residents’ PSM and citizen participation activities have been weakened to a certain extent.

Therefore, government should focus on community governance, and citizen participation behavior in community governance should be respected and encouraged by establishing “responsible community.” The following aspects should be improved: 1) the rules of citizen participation at different levels can be refined as far as possible to guarantee the standardization and operability in law. For instance, autonomy rules of community resident committees should be promulgated, tort relief mechanism of citizen participation should be established. 2) Community managers must pay attention to the unhindered information system of citizen participation. Through establishing

specialized information consulting service departments, promoting Internet + government services, actively applying big data, mobile network and other information technology, vigorously developing network information publicity platform, making full use of public numbers, QQ group, WeChat group and other ways to innovate the information channels of citizen participation, and timely and effectively transmit and feedback information.

3) Community managers should cultivate mature community self-governing organizations. They might promote community resident committees' return to real self-governing organization through decentralizing personnel and financial powers, implementing direct election of community resident committees. And a pluralistic community self-organizing network should be established to promote citizens' participation in multi-level and diversified community public affairs.

4) Communities should undertake initiatives to raise citizens' education awareness, enhance citizens' subjective awareness and participation awareness, strengthen their sense of belonging to community and create community trust, construct a participative community culture. Thus, community education must be carried out vigorously. The community government department should organize various forms of educational activities, and disseminate modern political knowledge, as well as local historical and cultural knowledge to cultivate modern community citizens with "active citizenship" to positively participate in community governance activities.

Conclusions and Limitations

This study explores whether PSM is positively related with CCP. Based on a survey of 269 community citizens in Chongqing municipal city in western China, this relationship was confirmed. Managers in local communities need to provide incentive structures to satisfy citizens' public service motives, give citizens opportunities to experience a sense of accomplishment and achievement or to feel that they are doing something worthwhile in their communities.

The present study has several limitations. The data are stochastic and demographic and regional differences cannot be generalized without further evidence. In addition, PSM and CCP measurement have probably resulted in bias answers and cannot be verified, a more factual survey would make this research very strong. Furthermore, CCP is a complex concept affected by an array of factors and other variables may be important, and mediator variables have not yet been considered. Thus, it is necessary to explore other factors related

to CCP and mediator variables between PSM and CCP behavior. Although some suggestions are proposed to stimulate PSM, further quantitative empirical analysis is required to determine their effectiveness. These are important directions for future research.

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Endnote

¹ In January of 2019, an internet search for the term “civic participation” using the search engine “googlescholar.com” returned approximately 723,000 mentions.

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