

Organizational Culture And Public Service: A Study About A Scientific Production From 1945 To 2019

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Abstract

The aim of this study is to raise the state of the art of scientific production about the organizational culture in the public service through a bibliometric study. The research has a theoretical nature of quantitative approach and descriptive exploratory character, reflecting the production of the theme from 1945 to 2019. The data collection technique chosen was documentary research, and the data were analyzed using descriptive statistics. The database used as source of the analyzed articles was the vase Web Of Science, network analysis through VosViewer. As a result, it was noticed that studies of culture in the public service are directed towards the new service delivery requirements and changes in the State structural system in most of the world. This implies a continuity of studies which aim the understanding of this new dynamic with a view to promote new ways of looking and acting in public service.

Keywords: Public Service; Public administration; public management; organizational culture.

1. Introduction

The influence of cultural aspects of the organizations management has been studied since the first half of the twentieth century. From the 1980s the term organizational culture became an interesting field in management theory. The globalization process has also brought changes in social context and in public and private organizations extent. Interactions among people from different countries and regions demand greater knowledge of respective cultural traits, not to mention the adaptation effort that people who act in this change context are required to do to their own survival in the organizational environment. Thus it becomes necessary the notion that organizations are interactive organisms acting in a bigger cultural environment, why organizational culture is constituted so, in an important aspect for the understanding of these organizations nature, since as well as society bears the weight of cultural load, the organization, likewise, might have to bear its cultural heritage. In Public sector it's not different. Contacts are constant between nations, in commercial activities, pacts, partnerships, among others. Besides, in view of recent cases of misuse of public money, society has been demanding more and more transparency, efficiency and productivity by those who work on Public Administration.

Brazilian public organizations do not present a unison organizational culture, each presents its own standards. However it's possible to notice some common characteristics deriving from Brazilian culture influence. Brazilian public service still presents characteristics of a bureaucratic system, already surpassed in several countries around the world, in which efficiency indicators and management by results were adopted, in monitoring governmental action. (MOTA; GOMES, 2019).

The old practices of patrimonialism, still rooted in the models of subsequent public administration, added to the exaggerated concern with the execution of bureaucratic activities, constitute severe obstacle to transition of this bureaucratic model to managerialist one.

One of the possibilities to the understanding and basement to interventions are built from organizational culture. Culture is one of the key points to human actions understanding, working as a collective standard that identifies the groups, its ways of perceiving, thinking, feeling and acting. Therefore, more than a set of rules, habits and artifacts, culture means construction of meanings shared by a set of people belonging to a same social group. Thus, public organizations face an immediate need to review their way of acting, both political and administrative, which is not an easy task, once it's about an action that requires time and energy, besides people's commitment in reviewing values and practices, this way changing some paradigms.

2. Theoretical Reference

2.1 Organizational culture

Public organizations present several peculiarities, one of the most striking one is its organizational culture. In Brazil, this reality is not different and it's clearly noticed that the public sector organizations have differentiated cultures when compared to corporate environment of companies. Organizational culture is a broad and relevant term to organizational phenomena understanding. To understand the concept of organizational culture, it is important to understand, at least briefly, the broad concept of culture. In the middle of the nineteenth century it was noticed the beginning of the scientific approach and the definition of culture. In that beginning of searching process of knowledge about the referred theme, evolutionists brought the notion of the so called single culture, that is, the one that all peoples should tend towards the same ideal or "evolutionary stage", all this, considering culture as something natural and pure (BEZERRA, 2017). On the other hand, Adolf Bastian, cited by Bezerra (2017), contradict the studies initially revealed by evolutionists and treat culture as something hybrid which depends on several sources and is constantly changing. However, it was in the middle of the twentieth century and beginning of the twenty-first century that the studies about culture grew exponentially (Bezerra, 2017).

Literature presents several analysis models of organizational culture, such as the Edgar Schein model (1990), that shows three levels of organizational culture starting with a visible level and ending with the level that contains all values and basic premises and that it is harder to approach, or Geert Hofstede (2010) national culture model that consists of six dimensions which represent independent preferences to a state of things in relation to another one that distinguish countries (and not individuals) one from the other (power distance index, individualism versus collectivism, long term guidance, masculinity versus femininity, uncertainty prevention index, short term normative guidance, indulgence versus restriction). Others are based in more complex models, such as the Mulyi focus Geert Hofstede (2015) model, that consists of six dimensions or autonomous variables and two semi-autonomous dimensions (means-oriented x goal-oriented, internally x externally, relaxed work discipline x strict work discipline, local x professional, open system x closed system, employee oriented x work oriented, acceptance degree of leadership style, identification degree with the organization) or Kim Cameron and Robert Quinn model (2011), that claim there are four main types of cultural organizations (clan, adhocracy, Market and hierarchy) or Daniel Denison's (1990), which identifies a single type of organizational culture, but characterized by four main characteristics (adaptability, mission, involvement and consistency), each of them having three sub-dimensions that lead to the study of twelve dimensions which help us have a complete image of the culture of an organization.

2.2 Organizational Culture in Public Service

The concept of culture has been helping organizations at different processes levels in the field of organizations theory, such as change, performance and leadership. To Gomes and Rocha (1996) culture as a systemic set of values, beliefs and rules, has a wider scope and goes beyond organizational culture. Basic values and assumptions which form the culture of an organization are born with the institution itself, be it public or private, and it carries a lot of the characteristics and yearnings of their founders. The public service management model starts from the premise that public administration is the state apparatus organized with the function of executing, aiming the satisfaction of the population's needs, searching through the fulfillment of its activities, reach the best possible performance, serving with effectiveness and quality the demands of the populations.

However, the culture developed on management environment and public service is different, what is noticed is that it hasn't been guided to meet the needs on expectation of employees and public service users. Therefore, the need is urgent of reevaluation of the elements of organizational culture, in order to improve and modernize the orthodox methods used so far.

Internally, the artifacts, behavior patterns and values guide conduct, feelings and other typical and own expressions of a particular group. The basic assumptions are invisible, indisputable and subconscious, translate immutable and irrefutable values to the organization elements. It should be noted that this last component is at the heart of the organization and they are values so rooted that will hardly be replaced, being strongly defended by the organization elements. One of the factors that may become vulnerable the culture of public management is the fact that it is resistant to the new, performing tasks the same way it has always done.

Finally, culture directly influences servers in their way of thinking, acting or even performing a task. It appears that these characteristics and cultural distortions, which are peculiar to public organizations, represent enormous obstacles in the effort of promoting changes and introducing technological innovations. Matias-Pereira (2010) ratifies that every organization receives influence of the cultural context in which it is inserted. This way, it asserts that the existing features in public organization cultures – that in general have centralizing bureaucracies and strict structures – tend to reflect in the way of acting and behaving of its servers. The changes of organizational structures go through the change of mental models of people who make up the organizations. Learning in organizations are being considered as one of the guidelines for structuring organizational forms and a general paradigmatic reference of conception and development of new organizational models capable of moving in the pace of the current environment (FLEURY and FLEURY, 1997).

3. Methodological Procedures

The current research has a theoretical nature, of quantitative approach. It is a research of descriptive exploratory character and of a bibliometric study about organizational culture on public service. The chosen technique of data collect was the documentary one and data were analyzed through descriptive statistics. Systematic review has the power to introduce a transparent and reproducible process, and, thereby, to improve quality of the review (BELLIS, 2009). “Sciences advances are not just progressive but also reflexive”, I mean, Science development also depends on studies that make a critical reflex ion of what has been produced scientifically (THEÓPHILO; IUDÍCIBUS, 2005). One way to analyze development in a certain scientific field occurs through bibliometry. It consists of measuring of scientific production, on the technique of measuring the performance of researchers, from a collection of selected articles, of one or more journals or of a set of institutions. In theory, research performance is a broad evaluation that takes into account several quantitative metrics.

The research was developed in two steps. In the first stage bibliometric techniques were applied and it was accomplished the analysis of citations, regarding the most cited articles, focusing on citations, co-citations and co-authorship net. It is postulated that, the more frequently a work is cited, the more is its contribution to the analyzed field. It is emphasized that the analysis of co-citation refers to number of times that some articles were cited simultaneously by the citant pattern. So, it is considered co-cited documents the ones including the same reference list (VOGEL; GUETTEL, 2013). To Kumar (2015), the authorship network is made up of collaborations that leave digital footprints in the shape of bibliography, which can be effectively tracked and evaluated. Collaboration in research is a key mechanism that connects knowledge and competences distributed to new ideas and research paths.

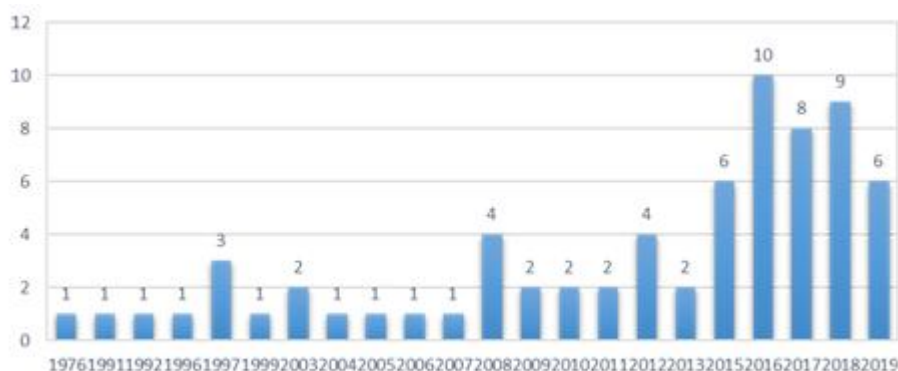
The database used as source of the analyzed articles was the Vase Web of Science, net analysis through the Vos Viewer, produced by the Institute for Scientific Information (ISI) and maintained by Clarivate Analytics, provides a unique citation counting feature, which allows that the relative importance of articles of a large group be qualified through the use of an objective measure of influence, and the initial criterion for research was through the search of key words : “public service”, “public administration”, “public management “, and “organizational culture”.

It was necessary to analyze the following fields: title, summary, and key-words of published documents on WoS. As a result, a collection of 72 published articles was obtained between 1945 and 2019. The Clusters, respective reference networks and bibliometric maps were built using the software VOSviewer.

4. Result Analysis

The study returned 72 articles about organizational culture in public service from 1945 to 2019, with 153 authors associated to 93 institutions in 33 countries.

Picture 1- Number of publications from 1945 to 2019



Source: web of science

It is noticed a growth on publications about organizational culture in public service, which is consistent with the practice of the State in order to seek better results in public service provision.

Most influential Institutes

Study articles are related to 93 institutions linked to 33 countries. The publications quantitative by each sample institution that each institution has describe the most productive institutions about organizational culture in public service.

Chart 1 – most influential institutes

ORGANIZAÇÕES	REGISTROS
Univ Babes Bolyai	4
Rutgers State Univ	3
Katholieke Univ Leuven	2
Univ Antwerp	2
Univ Econ Katowice	2
Univ Kansas	2
Univ Melbourne	2
Univ Wisconsin	2
Abu Dhabi Univ	1
ACCA	1
American Univ	1
Associates Global Change	1
Brock Univ	1
Cass Business Sch	1
CIPFA	1
Colgate Univ	1
Consejo nacl invest cient tecn	1
Cuny Bernard M Baruch Coll	1
Debrecen Univ Med	1
Delft Univ Technol	1
Ecole Natl Adm Publ	1
Engn Management Se	1
Esc Rennes Sch Business	1
European Inst Publ Adm	1
Fed Univ Para	1

Source : web of science

Univ Babes Bolyai is the institution that has the biggest number of published articles, followed by Rutgers state uni, with 236 and 203 articles respectively.

However, it's noticed that it's still incipient the number of productions per institutions about organizational culture in public service.

Most influential magazines

The number of published articles for each studied journal and the number of citations that each journal has describe the impact of the most productive journals on organizational culture in public service. (chart 2) It was identified among the 72 articles a total of 33 journals. Public Administration Review is the magazine with the highest concentration of published articles, 6, however it is not the most influential magazine due to the average citation not being the most recurring one. The Journal of public administration research and theory magazine is the most influential reaching 211 average citation per article.

Chart 2 – most influential magazines

Journals	Documents	Citation	Power Link
Journal of Public Administration Research And Theory	2	422	1
Public Administration Review	6	222	0
American Review of Public Administration	2	33	0
Human Relations	1	33	1
Policing-an International Journal of Police Strategies & Management	1	33	0
Applied Ergonomics	1	29	0
Journal of Occupational and Organizational Psychology	1	22	1
Australian Journal of Public Administration	1	20	1
Public Personnel Management	3	20	0
Canadian Public Administration-Administration Publique du Canada	2	18	0
Transylvanian Review of Administrative Sciences	3	17	2
International Communication Gazette	1	13	0
Public Management Review	1	12	1
Journal of Organizational Change Management	2	9	0
Contemporary Southeast Asia	1	7	0
Administration & Society	2	6	1
Journal of Leisure Research	1	6	0
Revista de Cercetare si Interventie Sociala	2	6	2
Governance-an International Journal of Policy and Administration	1	5	0
Psychological Reports	1	4	0
Public Administration	1	4	0
International Journal of Public Sector Management	2	3	1
Public Money & Management	2	3	1
Benchmarking-an International Journal	1	2	0
International Journal of Emergency Services	1	2	0
Journal of Nonprofit & Public Sector Marketing	1	2	0
Primary Health Care Research and Development	1	2	0
Sustainability	1	2	0
Cogent Education	1	1	0
International Journal of Manpower	1	1	0
Journal of Chinese Political Science	1	1	0
Journal of Management Development	1	1	0
Safety Science	1	1	0

Source : web of science and WosViewer

It's noticed that although Public Personnel Management magazine is the second in number of publications, it doesn't appear in terms of impact, among the first ones, because it has an average citation of 5,66 per article.

Most cited articles

The current study shows the ranking of the most cited articles in relation to Organizational culture in public service theme, with greater number of citations gotten on Web of Science. The set of articles of the sample presents an average tax of citations of 48, 72 (chart3). It will be presented the studies of the five most cited articles about the theme.

The article "The Big Question for Performance Management: Why do Managers Use Performance Information?" Moynihan and Pandey (2010) is the most cited one with 249 citations. This study examined the antecedents of performance information in public service in which they pointed that culture affects the use of performance information in public service.

The second article, most cited, from the same authors "Testing how management matters in an era of government by performance management ", Moynihan and Pandey (2005) with 173 citations also focusing on performance in public service, investigating how internal and external influences combine to promote performance in public service and they pointed that management with development organizational culture leads to good Results due to the clarity of goals and authority decentralization.

The third article "Instruments for Exploring Organizational Culture: A Review of the Literature". Jung et al. (2009) which consisted of a literature review about quantitative and qualitative instruments existent to investigate Organizational Culture in public service. The review identified 70 instruments in which 48 can be used to psychometric assessment and it concluded that there is no ideal instrument to explore culture in public service, being in charge of the purpose and reason why culture is explored in a certain context of public service.

The fourth article "Does the love of money moderate the relationship between public service motivation and job satisfaction? The case of Chinese professionals in the public sector" Liu and Tang (2011) investigated in the Chinese culture context, how money love moderates the relation between satisfaction and motivation in public service.

The fifth article "Penetrating the performance predicament: communication as a mediator or moderator of organizational culture's impact on public organizational performance" in which Garnett: Marlowe and Pandey (2008) studied the role of communication in public administration, through the typology of organizational culture guided to the rules and culture oriented for the missions, they examined the relation between organizational culture and organizational performance. The authors pointed that communication has a fundamental role in transmitting oriented organizational culture to missions promoting an influence in performance.

Chart 3 – Most Cited Articles

N	Title	Citation
1	The Big Question for Performance Management: Why Do Managers Use Performance Information? Moynihan (2010)	249
2	Testing how management matters in an era of government by performance management. Moynihan (2005)	173
3	Instruments for Exploring Organizational Culture: A Review of the Literature. Jung (2009)	100
4	Does the Love of Money Moderate the Relationship between Public Service Motivation and Job Satisfaction? The Case of Chinese Professionals in the Public Sector. Liu (2011)	56
5	Penetrating the performance predicament: Communication as a mediator or moderator of organizational culture's impact on public organizational performance. Garnett (2008)	50
6	Eliciting and analysing employees' expectations of a merger. Dackert (2003)	33
7	The myth(?) of the police sub-culture. Cochran (2003)	33
8	Customer orientation among employees in public administration: A transnational, longitudinal study. Korunka (2007)	29
9	Images of a culture in transition: Personal constructs of organizational stability and change. Langanfox (1997)	22
10	Whistle-Blowing: Individual and Organizational Determinants of the Decision to Report Wrongdoing in the Federal Government. Lavena (2016)	21
11	After Excellence - Models of Organizational Culture for the Public-Sector. Sinclair (1991)	21
12	Crisis, culture and charisma: The new leader's work in public organizations. Valle (1999)	20
13	Collisions of convergence: Flemish news workers' and management's perceptions of the impact of PSB newsroom integration on journalistic practices and identities. Van Den Bulck (2013)	13
14	Integrating information technology into public administration: Conceptual and practical considerations. Kernaghan (2004)	13
15	Do NPM-Type Reforms Lead to a Cultural Revolution Within Public Sector Organizations? Wynen (2015)	12
16	Blue-Collar Public Servants: How Union Membership Influences Public Service Motivation. Davis (2011)	12
17	Crisis Management in the Catholic Church: Lessons for Public Administrators. Barth (2010)	11
18	Divergent acceptance of change in a public health organization. Brunton (2009)	9

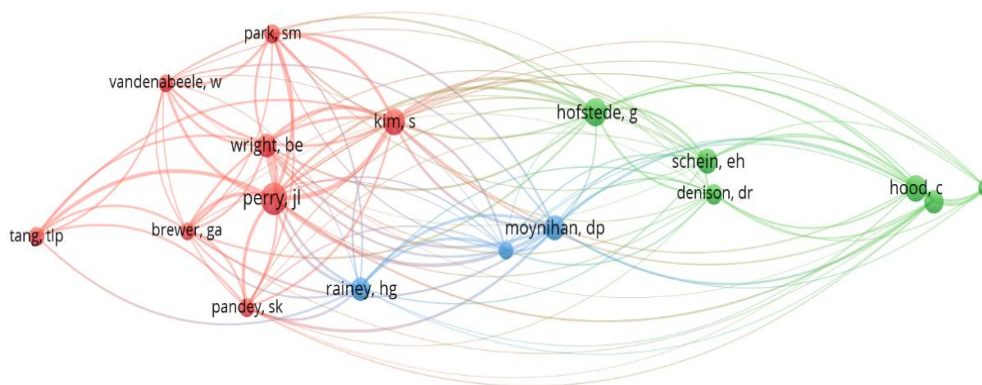
Source : web of Science

Analysis of authors co-citations

The first step in the analysis consists on the decision of the author co-citation choosing the authors to be mapped. After proceeding with the data we had a sample of 2585 cited authors (just first author). After these two steps, the data were reduced to authors with more than 10 citations, leading to a set formed by 17 authors. Based on these contributions, the clusters were constituted. (picture 2)

Each cluster presents similar aspect on researches in Organizational culture and public service area. Cluster 1 (red) formed by 8 authors who developed researches about motivation and satisfaction in public service, to know: factors that affect motivation context in public organizations, public service motivational bases, measuring the public service motivation: an evaluation of the reliability and validity of construct, bringing society: towards a public service motivation theory, motivation to public sector work: a review of the current literature and a revised conceptual model. The most cited authors are: Parry (34 citations), Kim. S (24 citations) and Wright. Be (18 citations).

Picture 2 – co-cited authors



Source: VosViewer

Cluster 2 (blue) is formed by three authors who developed researches about productivity and performance in public service including: an approach of concurrent values to organization efficacy. Public agencies and private companies: incentive structures, goals and individual papers; testing how management is important in an era of the government by Performance Management. the great question to performance management: Why do managers use performance information? The main authors of these clusters are Moynihan (20 citations), Rainey (18 citations) and Quinn (11 citations).

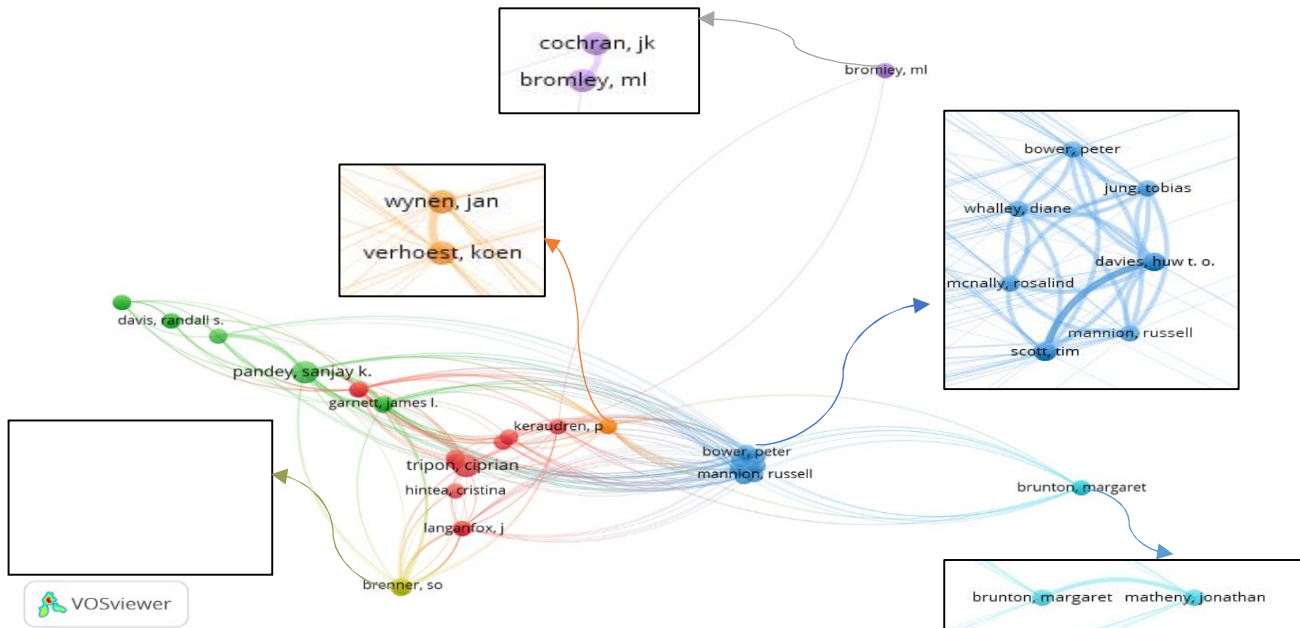
Cluster 3 (green) is formed by 6 authors who researched about organizational culture and leadership as well as some authors researched about public service having as theoretical background Hofstede and Shein ‘s studies. In this cluster emerged studies about organizational culture and leadership, measuring organizational cultures: a qualitative and quantitative study in twenty cases, contemporary public management: a new global paradigm? towards a theory of organizational culture and efficiency, the new public management in the 1980s: variations about a theme and management of public service by numbers; Why does it vary? Where did it come from? What are the gaps and puzzles? The most cited authors are: Hofstede (26 citations), Hood (24 citations) and Shein (21 citations).

Regarding the Brazilian publications, although he doesn’t appear among the most cited authors, the author Motta (2013) is highlighted with a thought addressing the state of art in public management.

Bibliographic coupling

Bibliographical coupling indicates that a reference or an author were cited by two articles composing a coupling unit. In the current study, it was aimed to identify researches coupled in order to subsidize in studies in organizational area and culture in public service. (picture 3). The thickness of the nodes reveals the quantity of articles per author in studied database. Therefore, the cluster metrics examines the quantity of authors that each couple of researchers referred to, so, the closer the nodes, the bigger is the number of interrelated authors in terms of citation, and bigger is the coupling. By research refinement criterion, it was chosen to restrict authors who had at least 5 citations in database. Thus, it was composed a net of 36 authors distributed in 7 clusters.

Picture 3 – bibliographic coupling



source: VosViewer

Cluster 1 (red) consisted of 11 researchers, in which Tripon, Moynihan and Langan Fox stand out. A network of cooperation is evident between the institutions of The United States and Australia, with authors belonging to different institutions inside each country.

Cluster 2 (green) was composed by 8 authors, where Pane.SK, Garnett and Liu stands out. It is noticed a cooperation centrality with American institutions authors, however it's possible to observe a partnership with Chinese institutions.

Cluster 3 (blue) was formed by 7 authors, to know: Jung, T; Davies, Hto; Bower, P; Whalley, R; Mannion, R who are associated by just one publication in which they accomplished a literature review about the measuring instruments of organizational culture, it's important to point that that document worked as a base for several study works of organizational culture in public service.

Cluster 4 (yellow) was composed by 4 authors: Dackert, I; Jackson, Pr; Brenner, So; Johansson, Cr; linked to a publication in which they studied the headquarters fusion process of two public service organizations in Sweden. Studies showed that, in terms of organizational culture, groups expect dominance from one of them, they also suggest that integration process will be combined to the way partner employees perceive culture of organizations involved in fusion process.

Cluster 5 (purple) composed by 2 authors: Cochran, JK, Bromley, ML, who studied police subculture among police chiefs, the study pointed that although it was not observed a generalized adherence to subcultural rules and values that there are in literature, a set of subcultures are highlighted, that in the study appeared in: subculture adepts, SOG (special operation group) police officers and the regular ones who usually do not mix with any kind of subculture.

Cluster 6 (light blue) composed by authors: Brunton and Matheny who developed a study about subcultures aiming to understand how changes in a public health organization, are interpreted by public clerks, it was also investigated how these changes influenced the final users of public service.

Cluster 7 (orange) composed by authors Wynen and Verhoest who sought to study the relation between managerial autonomy in public service and organizational culture in public service, the authors showed that managerial autonomy has a positive relation with culture oriented to the client; however, there is not a formation of a new dominant culture.

Confirming Shein's studies (1985), that culture represents the deepest and most unconscious level of assumptions and beliefs shared by members of an organization. Defining it as a standard set of basic suppositions that the group invented, discovered or developed when learning how to face its problems of external adaptation and internal integration, and that worked well enough to be considered valid and, so, to be taught to new members the right way to perceive, think and feel in relation to these problems.

5. Final Considerations

Public organizations have been showing through research that the field has been suffering recent changes, mainly worldwide, due to transformations occurred by global modernization process, which result in impacts in organizations, since their voluntary and involuntary interactions do not allow them to be away from the cultural environment that surrounds them, needing, therefore, to operate inside the structure of a cultural system broader than themselves.

Although studies about organizational culture in public service appears on a rise, from the articles raised in this research base it is noticed that there is not an own literature about culture in public service anymore, it's possible to infer that because of the specificities in terms of goal and purpose, it becomes even more imperative the quantitative and qualitative studies in order to establish convergences and divergences between culture in private and public sector.

Theoretical bases like Hofstede, Shein and Cameron and Quinn's studies, are even more turned to national culture or to organizational studies in private sector.

As we have seen organizational culture turns to be an important aspect to understand the nature of organizations. Because it is noticed that studies about culture in public service are directed to the new demands of service provision and changes in the State structural system in most part of the world, in this context, implies in the need of continuity of studies that aims understanding of this new dynamic in order to promote new ways of looking and acting in public service.

Focusing on the state of art of scientific production about organizational culture in public service, the study showed that there is a growth on publications about the theme, especially from the year of 2015. These studies make themselves important due to a global tendency of modernization in public service, that demands a rereading of the operation of the administrative machinery, that creates, the rise of scientific studies about this global phenomenon. It has to be highlighted that the organizational culture theme becomes an important study object since it impacts and it is impacted by structuring of these new management models, being able to influence and become determinant to these processes success.

It is not postulated from bibliometrics data an abandonment of accomplished studies, but to the need to observe and considerate the nuances that interpolate public sector., by principle, meet the aims of private sector, being, therefore, a specific study area, justifying an own approach.

What can be understood is that there is a clear need of studies that aim understanding of this new dynamic, with special care to studies dedicated to national organizational culture, since Brazilian public organizations do not have a common standard of organizational culture but the one based on bureaucratic model with mere procedural objectives already surpassed by the best practices of world public management with focus on results control.

Success found on international experience of building a cooperation network to scientific studies elaboration, as they did in the USA and Australia, might be a good solution to brazilian case of lack of these productions.

Finally, it was sought the understanding of how the studies about organizational culture and its contribution to academic production about the proposed theme took place.

Although limitations can be pointed out about the methodology used, results found can contribute for new research to emerge from the analyzed data.

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