

An Empirical Investigation of Organizational Justice and Public Service Motivation through Employee Commitment

Nagina Gul^{1*} Xu Xiaolin² Yang Lanrong³ Arshad Mahmmod Sadozai⁴

1. School of Public Administration, Huazhong University of Science and Technology, Wuhan 430074 P.R China

2. School of Economics and Management China University of Geosciences, Wuhan, P.R. China

Abstract

Despite a highly paid private sector why people eager to join public sector. For understanding this phenomena, it is important to understand the theory and practice of public service motivation. This study aimed to identify possible predictors of public service motivation and its underlying a mechanism from a multilevel perspective. This paper also analyzed the mediating role of organizational Commitment in the relationship between Public Service Motivation and organizational justice in public sector universities in Pakistan. A survey method was employed to collect the data from the employees who are working in public universities. The detail about results, implication and limitations are also discussed at the end.

Keywords: Public service motivation (PSM), organizational justice, organizational commitment, public sector

1. Introduction

The concept of public service motivation has gained a lot of interest from researcher and practitioner from all over the world and it is one of the most prominent field in public administration (Perry & Hondeghem, 2008; Ritz & Neumann, 2012). Despite a highly paid private sector why people eager to join public sector. It is important to understand the theory and practice of PSM. To serve the general public and taking care of their interest is one of the most important motive to join public service institutions (Brewer, 2011; Brewer, 2004; Brewer and Selden, 2000; Francois, 2000; Perry, 2000; Rainey and Steinbauer, 1999). Behn (1995) and Bright, (2007) pointed out that increasing the motivation level of public service employees is a major concern for these institutions because it will affect the process of hiring, retention and their performance.

Organizational justice is an important concept in the field of human resource management (Cloutier, J. and L.Vilhuber, 2008). It determines the belief and attitudes of the employees regarding the fairness in every aspect of management decisions of the organization (Greenberg 1990; Chang, E., 2002). Research community argued that it influences a number of behaviors and attitudes such as organizational commitment (OC), management satisfaction, pay satisfaction, leadership evaluation and job performance (Colquitt, J.C. and M.P. Wesson, 2001; Richard et al 200). OC plays an important role in the survival and growth of the organization (Farndale et al 2011) and the reason is that individuals or employees having high level of OC are more industrious and fulfilled in personality and thus have a better loyalty in their organization.

Regardless of the fact that the study of public service motivation is gaining importance day by day but it is also a fact that this is limited to developed countries (Vandenabeele et al 2006; Leisink & Steijn, 2009; Ritz, 2009; Liu, Tang, & Zhu, 2008; Li, 2010). In a recent study conducted by Ritz et al (2016) in a view that still there is a lot of research needs to be done. They also argued that motivating of public service employee will helps in building better and compassionate civil society. This study aimed to identify possible predictors of Public service motivation and its underlying mechanisms from a multilevel perspective. The other purpose of this research is to analyze the mediating role of organizational Commitment (OC) in the relationship between public service motivation (PSM) and organizational justice in public sector universities in Pakistan. The study will not only discuss the overall effect of justice on PSM, but also discusses how to retain a motivated workforce via PSM.

1. Literature Review

1.1 Organizational Justice

Equity or justice at work place has turned into an inexorably critical issue in the present quickly changing work life (Konovsky 2000; Cohen-Charash and Spector 2001; Colquitt et al 2001). The concept of equity presented by Adams' (1965). It value hypothesis and alludes to the reasonableness of representative treatment by an authoritative framework and its operators (Greenberg 1990; Moorman 1991). Researchers in the field of organizational justice have worked with three measurements of organizational justice: (a) distributive justice, extent to which outcomes are viewed as unbiased (b) procedural justice, an evaluation of the degree to which the decision-making process in an organization is viewed as logical and fair) and (c) interactional justice ,relates to the perception of fairness of social interaction during decision making process by the authorities (Bies & Moag, 1986; Lind & Tyler, 1988; Greenberg,1993; Bies,2001; Robbins, 2001) Despite the fact that various investigations to start with principally centered around distributive justice, it is not adequate to completely represent the idea of equity, which prompted the rise of other equity standards (procedural and interactional

judges). Distributive justice alludes to the apparent decency of results one gets.

2.2 Public Service motivation

Public service motivation (PSM) concerns the thought processes that guide individuals' conduct (Wise, 2000). Many individuals from different circumstances try to help other people, propelling the benefit of everyone and the general population intrigue (Brewer, 2011). Public administration thought processes are at the base of the moves made to accomplish results that serve the general population intrigue. Subsequently, PSM is an impossible to miss type of selflessness or prosocial inspiration, which mirrors a person's want to help particular others through open administration conveyance (Bozeman and Su, 2015; Perry et al., 2010). Moreover, those with high PSM demonstrate more elevated amounts of occupation execution, and they will probably participate in shriek blowing to secure the general population intrigue (Brewer and Selden 2000). J. Perry (1996) pointed out that PSM is based on following dimensions.

- Attraction for policy making: concerned with the desire to participate in formulation of public policy which reinforces one's image of self-importance (rational motives),
- Commitment to the public interest, an attachment to ideas of civil duty and social justice (normative motives),
- Compassion, desire to protect citizens, attachment to the patriotic values (affective motives),
- Personal sacrifice: a strong desire to protect and work for the good of the public (affective and normative motives).

2.3 Organizational Commitment

Employees are a one of the most vital resource of any organization. Since they can be influenced by and furthermore influence their organizational activities, the employees assume a key part in the success or failure of their organization. Commitment has generally been conceptualized as a relatively stable wonder that clarifies consistency in representative conduct, for example, remaining utilized by the association (Meyer and Allen, 1991; Mowday, Porter, and Steers, 1982).

Meyer and Allen (1991) argued that OC consists of three components:

- affective commitment (identification with, emotional attachment to, and involvement in the organization, or is related with emotional connection of the expenses of leaving an organization),
- continuance commitment (perceived costs associated with leaving the organization), normative commitment, which concerns a feeling of (moral) responsibility to remain in the organization.

Theoretical Framework and Hypothesis Development

Employees are a one of the most vital partners of any organization. Since they can be influenced by and furthermore influence their organizational activities, the employees assume a key part in the success or failure of their organization. Given the significance of fairness in the work environment, there has been huge discourse in regards to the dimensionality of organizational justice in the course of the most recent 50 years. Public sector employees are working as a bridge between government and general public. If they possess high level of commitment it definitely increases their moral and motivation (Crewson, 1997). The study of Brewer, (2003) revealed that it will also help them to work more diligently. The connection between organizational justice and public service motivation is one of the hot topic in the field of public administration (Vandenabeele et al 2006; Cloutier, J. and L.Vilhuber, 2008; Ritz, 2009; Liu, Tang, & Zhu, 2008). The study of Fulford (2005) and Meyer et al. (2002) found that organizational justice is plays a vital role in increasing employee commitment and public service motivation.

Bellé, (2012) suggested that motivated public servant performance may increase considerably. Organizational justice in performance appraisal is considered to be an effective tool to increase the level of motivation of public service employees (Ritz, 2009; Alonso and Lewis, 2001; Naff and Crum, 1999).

In a circumstance where workers understand the goals principles and techniques of the intercession and representatives participate well together. This affiliation has not been tended to already in concentrate on changes in justice perceptions. As per the above discussion we may infer that, individuals with high levels of employee commitment would have a more grounded connection between organizational justice and public service motivation in a public sector. This discussion leads to postulate following hypothesis:

H1: There is a positive relationship between organizational justice and employee commitment.

H2: There is a positive relationship between organizational commitment and public service motivation.

H3: There is a positive relationship between organizational justice and public service motivation.

H4: If organizational justice exists in organization it will increase organizational commitment.

H5: If organizational justice exists in organization it will increase public service motivation.

H6: organizational commitment will increase public service motivation.

H7: organizational commitment will mediate the relationship between organizational justice and public service motivation.

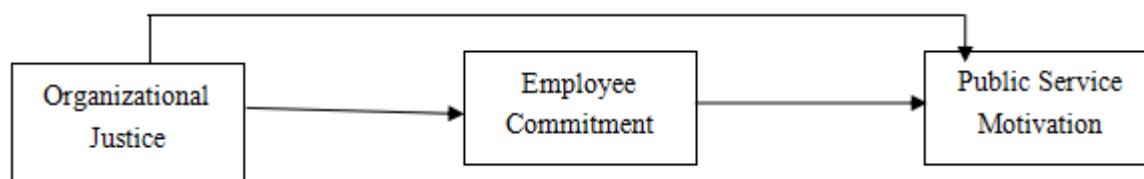


Figure 1 Conceptual Framework

4. Methodology

This study is conducted for the purpose of examining the effect of organizational Justice and commitment on public service motivation. We collect the data from the public universities of Pakistan through survey. The data was collected through personally administrated, by post and electronic mail as well. Before collecting the data, the purpose of this study was briefly explained to the respondents and We use different type of non-probability sampling techniques such as snow ball and Judgement. For this study, we distributed 700 survey form to the teaching and non-teaching staff of the different public universities of Pakistan. Out of 700 distributed questionnaires 450 were retrieved. After careful analysis 50 survey forms were found incomplete and therefore discarded. The actual response rate of this study was 57.2 % as shown in table 1.

4.1 Measurement

For measuring different variable used in this study, authors used already published scale. Variable of this study was measured through seven point Likert scale from strongly disagree (1) to strongly agree (7). English is the official language of Pakistan so, no translation required for this study. For the measurement of public service motivation, the scale developed by Perry's (1996) developed scale is used. It consists of four dimension i.e. attraction to policy making, commitment of public interest, compassion and self-sacrifice. Each dimension contains five elements. Commitment is measured through the scale developed by Meyer and Allen (1991). This scale has three dimensions' affective commitment, normative commitment and continues commitment. Organizational justice measured through the scales developed by Bies & Moag, (1986) and Lind & Tyler, (1988).

4.2 Demographical Analysis

For this study, we collected the data from the teaching and non-teaching staff of the different public universities of Pakistan. Majority of the respondent ages lies between 31-40 years (42.3%). Among 400 respondents included in this study 283 were male. Most of the respondents of this study was married (76.7%). Out of 400, 337 respondents of this study were belongs to the teaching department. Education level of the respondents showed that majority holds a master level education (48%). Mostly staff have work experience of 1 to 5 years. The detail analysis of demographical analysis is shown in table 1.

Table 1

	Frequency	Percentage
<u>Response Rate</u>		
Distributed	700	100
Received	450	64.3
Suitable for analysis	400	57.2
Not Received	150	35.7
<u>Age (years)</u>		
18-30	95	23.8
31-40	169	42.3
41-50	90	22.5
51 & Above	46	11.5
<u>Gender</u>		
Male	283	70.7
Female	117	29.3
<u>Marital Status</u>		
Married	307	76.7
Single	93	23.3
<u>Experience (Years)</u>		
1-5	122	30.5
6-10	133	23.3
11-15	82	20.5
More than 15	63	15.7
<u>Education.</u>		
Undergraduate	12	3
Graduates	52	13
Masters	192	48
PhD	144	36
<u>Department</u>		
Teaching	337	84.3
Admin	63	15.7

4.3 Reliability and Descriptive Analysis

After demographical analysis we performed reliability and descriptive analysis with the help of SPSS (version 23). The reliability analysis of this study showed that all the variables used in this study meets the acceptable criteria as mentioned by Nunnally, (1978). For Public service motivation it is 0.94, organizational justice it showed 0.93 and for employee commitment it is 0.85. The mean value of the studied variables is ranging from 4.88 to 5.37 (table 2). These values indicate that majority of the respondents are agreeing with the statement used in this study. The result of standard deviation showed that it has not much variation from mean, for e.g. The value of public service motivation is 1.00. The detailed descriptive analysis is shown in table 2.

Table 2

Variables	No of items	Cronbach's α	Mean	S.D
Public Service Motivation	20	0.94	5.37	1.00
Org. Justice	15	0.93	4.54	1.08
Commitment	15	0.85	4.88	0.87

4.4 Hypotheses Testing

After examining the validity of this studied variables, the next step is to perform the hypothesis testing. We performed Pearson correlation and 5000, bootstraps for testing the hypothesis with the help of SPSS (version 23). The results are shown in table 3,4 and 5.

4.4.1 Correlational Analysis

Our 1st 2nd and third hypothesis related to the positive effect of public service motivation, organizational justice and commitment. The result of the correlational analysis revealed that organizational justice and commitment have a positive relationship (.543**) and it is highly significant ($p < .001$). Correlational analysis also confirmed that there is a highly significant positive relationship exist between commitment and public service motivation (.541**, $p < .001$). we also found a positive relationship between organizational justice and public service motivation (.191**, $p < .001$). The detail results of correlation are depicted in table 3.

Table 3

Variables	1	2	3
Public Service Motivation	1		
Org. Justice	.191**	1	
commitment	.541**	.543**	1

** . Correlation is significant at the 0.01 level (2-tailed).

4.4.2 Regression Analysis

For regression analysis we used the technique as suggested by Hayes, (2013). As per his suggestion we perform 5000, bootstraps for testing the remaining hypothesis (4,5 and 7) formulated for this study by using model 4 (table 4). Our 4th hypothesis of the study is to find out whether justice in organization will increase commitment of employees. Results of analysis indicates that it will effect significantly ($F=164.53$, $R^2=0.29$, $\beta = 0.54$, $t=12.82$, $p < .001$) and there is no problem regarding model fitness. Our next hypothesis is to examine the effect of organizational justice on public service motivation, the results revealed that due to justice in organization public service motivation increases ($F=31.35$, $R^2=0.07$, $\beta = 0.23$, $t=5.59$, $p < .001$). For measuring the effect of commitment on public service motivation we performed simple regression analysis as shown in table 5. The results revealed that commitment has a positive and significant effect on public service motivation ($F=165.09$, $R^2=0.29$, $\beta = 0.63$, $t=12.84$, $p < .001$). our final hypothesis of this study to find out the mediating effect of commitment between the relationship of organizational justice and public service motivation. The bootstraps analysis, exhibited in table 4 depicts the intervening effect ($F=86.58$, $R^2=0.31$, $\beta = 0.49$, $t=11.46$, $p < .001$)

Table 4 Results of mediation analyses (PROCESS, Hayes 2013)

Model = 4							
Y = PSM							
X = Just							
M = Comtt							
Sample size							
400							

Outcome: Comtt							
Model Summary							
	R	R ²	MSE	F	df1	df2	p
	.5408	.2925	.9815	164.5285	1.0000	398.0000	.0000
Model							
	coeff	se	t	p	LLCI	ULCI	
constant	2.4742	.2089	11.8454	.0000	2.0636	2.8848	
Just	.5472	.0427	12.8269	.0000	.4633	.6311	

Outcome: PSM							
Model Summary							
	R	R ²	MSE	F	df1	df2	p
	.5511	.3037	.7017	86.5750	2.0000	397.0000	.0000
Model							
	β	se	t	p	LLCI	ULCI	
constant	3.0651	.2054	14.9227	.0000	2.6613	3.4689	

Comtt	.4860	.0424	11.4679	.0000	.4027	.5694
Just	-.0332	.0429	-.7745	.4391	-.1175	.0511

***** TOTAL EFFECT MODEL *****

Outcome: PSM

Model Summary

R	R ²	MSE	F	df1	df2	p
.2702	.0730	.9318	31.3544	1.0000	398.0000	.0000

Model

	β	se	t	p	LLCI	ULCI
constant	4.2677	.2035	20.9693	.0000	3.8675	4.6678
Just	.2328	.0416	5.5995	.0000	.1510	.3145

***Notes: Y (Dependent variable), X (Independent variable,) M (mediating variable,) PSM (public service motivation), Comtt (Commitment), Just (Org. Justice), bootstrap samples size 5,000, $p < .001$,

Table 5 Regression analyses

Model

Y = PSM

X = comtt

Sample size = 398

Model Summary

R	R ²	F	DF1	DF2	p		
		0.54	0.293	165.09	2	397	.0000
	β	SE	t	p			
constant	2.322	0.241	9.62	.0000			
commt	0.625	.049	12.849	.0000			

***Notes: Y (Dependent variable), X (Independent variable), PSM (public service motivation), Comtt (Commitment), $p < .001$, $p < .05$.

1. Discussion and Implications.

This study is conducted for the purpose of understanding the effect of organizational justice and employee commitment on public service motivation. The study examined the relationship among organizational justice, employee commitment public service motivation and in the process explores the mediating role of organizational commitment between them. We postulate different hypothesis with the help of existing literature and for verifying these we used some statistical techniques while using statistical software. The results revealed that organizational justice plays a significant role in increasing the moral of public servant. The results also depict that the more organizational justice is also an important reason for increasing employee commitment and if employees are more committed it will also increase their motivation. This study also highlighted that although justice plays an important role in public service motivation but without intervening effect of commitment it is not much effective.

Having committed workers is one of the main factors in organization's promotion and improvement. We identified two important elements for increasing motivation for the public servant, naming as justice which is from the organizational perspective and commitment from the employee's side. The results revealed that if employees feel that they are treated fairly in every aspect related to their respective job ultimately it will help to getting more commitment from employees. Public servant employees play an important role in implementing government rules and policies. They are the back boon in any governmental institutions. In this regards attempts should be made to make the procedures hassle-free for better relationship among all the stake holders such as government, public servant and general public.

For enhancing the performance of Public service organizations, it is necessary to provides facilities such as salary, promotion, better working environment to their workforce. Better performance of these institutions led to better provision of human and societal needs and also contribute to personal and public welfare as well.

2. Limitation and Further Research Direction

Although this paper highlighted the importance of PSM in developing countries but it has several limitations. First of all, the data collected only once and from only public sector universities, which may raise some question for the generalizability of this study. It is proposed that for future studies the data should be collected more than

once and also from other public sector institutions. The sample size and sampling technique (nonprobability) may not be adequate. We strongly recommended that in future studies sample size should be bigger and also data should be collected while using probability sampling techniques. We also suggested that future studies should be conducted in other countries (especially in other developing countries) while using our model including gender, age as other variables.

Reference

- Adams, J. (1965). Inequity in social exchange. In L. Berkowitz (Ed.), *Advances in experimental social psychology*, 267–299. New York: Academic Press.
- Alonso, P., & Lewis, G. B. (2001). Public service motivation and job performance: Evidence from the federal sector. *The American Review of Public Administration*, 31, 363-380.
- Behn, R.D. (1995). The big question of public management. *Public Administration Review*, 55(4):313-324.
- Bellé, N. (2012). Experimental evidence on the relationship between public service motivation and job performance. *Public Administration Review*, 73, 143-153.
- Bies, R. J., & Moag, J. S. (1986). Interactional justice: Communication criteria for justice. In R.J. Lewicki, B. H. Sheppard, & M. H. Bazerman (Eds.), *Research on negotiations in organizations* (Vol. 1, pp. 43-55). Greenwich, CT: JAI Press.
- Bies, R. J. (2001). Interactional (in)justice: The sacred and the profane. In J. Greenberg & R. Cropanzano (Eds.), *Advances in organizational justice* (pp. 89-118). Stanford, CA: Stanford University Press.
- Bozeman B and Su X (2015) Public service motivation concepts and theory: A critique. *Public Administration Review* 75(5): 700–710.
- Brewer, G. A. (2003). Building social capital: Civic attitudes and behavior of public servants. *Journal of Public Administration Research and Theory*, 13, 5-28.
- Brewer GA (2011) A symposium on public service motivation: Expanding the frontiers of theory and empirical research. *Review of Public Personnel Administration*, 31: 3–9.
- Brewer, G. A. (2004). Does administrative reform improve bureaucratic performance? A cross-country empirical analysis. *Public Finance and Management*, 4, 399-428.
- Brewer, G. A., & Selden, S. C. (2000). Why elephants gallop: Assessing and predicting organizational performance in federal agencies. *Journal of Public Administration Research and Theory*, 10, 685-711.
- Bright, L. (2007). Does person-organization fit mediate the relationship between public service motivation and the job performance of public employees? *Review of Public Personnel Administration*, 27, (4), 361 – 379. <http://dx.doi.org/10.1177%2F0734371X07307149>.
- Chang, E., 2002. Distributive justice an Organizational commitment revisited. Moderation by layoff in the case of Korean employees. *Human Resource Management*, 261-263.
- Cohen-Charash, Y., and Spector, P.E. (2001), 'The Role of Justice in Organizations: A Meta-analysis,' *Organizational Behavior and Human Decision Processes*, 86, 278–321.
- Colquitt, J.A., Conlon, D.E., Wesson, M.J., Porter, C.O.L.H., and Ng, K.Y. (2001), 'Justice at the Millennium: A Meta-analytic Review of 25 Years of Organizational Justice Research,' *Journal of Applied Psychology*, 86, 425– 445.
- Cloutier, J. and L.Vilhuber, 2008. Procedural justice criteria in salary determination, *Journal of Managerial Psychology*, pp: 712-713.
- Crewson, P. E. (1997). Public-service motivation: Building empirical evidence of incidence and effect. *Journal of Public Administration Research and Theory*, 7, 499-518.
- Francois, P. (2000). "Public service motivation" as an argument for government provision. *Journal of Public Economics*, 78, 275-299.
- Farndale, E., V. Hope-Hailey and C. Kelliher, 2011. High commitment performance management the roles of justice and trust. *Personnel Review*, 5-23.
- Fulford, M. D. 2005. That's not fair! The test of a model of organizational justice, job satisfaction, and organizational commitment among hotel employees. *Journal of Human Resources in Hospitality & Tourism*, 4 (1): 73-84. doi:10.1300/J171v04n01_06.
- Greenberg, J. (1993). The social side of fairness: Interpersonal and informational classes of organizational justice. In R. Cropanzano (Ed.), *Justice in the workplace: Approaching fairness in human resource management* (pp. 79-103). Hillsdale, NJ: Erlbaum.
- Greenberg, J. (1990). Organizational Justice: Yesterday, Today and tomorrow. *Journal of Management*, 16, 399-432.
- Hayes AF (2013) Introduction to mediation, moderation, and conditional process analysis: a regression based approach. Guilford Press, New York.
- Konovsky, M.A. (2000), 'Understanding Procedural Justice and its Impact on Business Organizations,' *Journal of Management*, 26, 489– 511

- Leisink, P., & Steijn, B. (2009). Public service motivation and job performance of public sector employees in the Netherlands. *International Review of Administrative Sciences*, 75:35.
- Lind, E. A., & Tyler, T. R. (1988). *The social psychology of procedural justice*. New York, NY: Plenum Press.
- Liu, B.C., Tang, N. & Zhu, X.M. (2008). Public Service Motivation and Job Satisfaction in China: An Investigation of Generalizability and Instrumentality, *International Journal of Manpower*, 29(8):684-99.
- Li, X.H. (2010). Public service motivation—An Empirical Analysis on public service motivation of MPA graduate student. Beijing: China Social Sciences Press.
- Meyer, J. P., Stanley, D. J., Herscovitch, L., & Topolnytsky, L. (2002). Affective, continuance, and normative commitment to the organization: A meta-analysis of antecedents, correlates, and consequences. *Journal of Vocational Behavior*, 61, 20–52.
- Meyer, J. P., & Allen, N. J. (1991). A three-component conceptualization of organizational commitment. *Human Resource Management Review*, 1, 61–89.
- Mowday, R. T., Porter, L. W., & Steers, R. M. (1982). Employee–organization linkages: The psychology of commitment, absenteeism, and turnover. New York: Academic Press.
- Naff, K. C., & Crum, J. (1999). Working for America: Does public service motivation make a difference? *Review of Public Personnel Administration*, 19, 5-16.
- Nunnally, J. C. (1978). *Psychometric theory* (2nd ed.). New York: McGraw-Hill.
- Perry JL, Hondeghem A and Wise LR (2010) Revisiting the motivational bases of public service: Twenty years of research and an agenda for the future. *Public Administration Review* 70: 681–690.
- Perry, J. L., & Hondeghem, A. (2008). Motivation in public management: *The call of public service*. Oxford, UK: Oxford University Press.
- Perry, J. L. (2000). Bringing society in: Toward a theory of public service motivation. *Journal of Public Administration Research and Theory*, 10, 471-488.
- Perry J. (1996), Measuring public service motivation: An assessment of construct reliability and validity. *Journal of Public Administration Research and Theory*, 6(1).
- Rainey, H. G., & Steinbauer, P. J. (1999). Galloping elephants: Developing elements of a theory of effective government organizations. *Journal of Public Administration Research and Theory*, 9, 1- 32.
- Richard, C.O., E.C. Taylor, T. Barnett and M.F. Nesbi, (2002), Procedural voice and distributive justice their influence on mentoring career help and other outcomes. *Journal of Business Research*, 724- 726.
- Ritz, A., Brewer, G. A. and Neumann, O. (2016), Public Service Motivation: A Systematic Literature Review and Outlook. *Public Administration Review*, 76: 414–426. doi:10.1111/puar.12505.
- Ritz, A., & Neumann, O. (2012), 20 years of public service motivation research: A systematic literature review. A paper presented at the 34th European Group for Public Administration Congress, Bergen, Norway.
- Ritz, A. (2009). Public service motivation and organizational performance in Swiss federal government. *International Review of Administrative Sciences*, 75:53.
- Robbins, S.P. (2001), “Organizational Behavior”, New Delhi. Prentice Hall, Inc
- Vandenabeele, W., Scheepers, S. & Hondeghem, A. (2006). Public Service Motivation in an International Comparative Perspective: *The UK and Germany*. *Public Policy and Administration*, 21:13.
- Wise LR (2000) the public service culture. In: Stillman RJ (ed.) *Public Administration Concepts and Cases*, 7th edn. Boston: Houghton Mifflin, pp. 342–353.