Abstract

This report outlines the first stage literature review for the interdisciplinary project “The Public Understanding of Public Service”. This stage of the review concerns existing empirical social scientific scholarship on the theme of public service, with a particular focus on elected office. The report begins by outlining the motivation for the review and the procedures used to find, screen and analyse academic literature on the topic. Key insights from the literature are discussed from a critical perspective, with common themes highlighted using bibliometric analysis techniques. Several gaps in the academic understanding of public service are identified, and these are used to formulate specific research questions for the project going forward.
"The opportunity to serve our country. That is all we ask."
— Rt Hon. John Smith QC, May 1994

Introduction

The idea of “public service” is most frequently used in plural, as a synonym for the functions of the public sector. But public service is about more than just occupation (Perry and Wise, 1990). In the academic literature, the idea of public service has previously been framed as an “ideal” (Perry, 2011) which is embodied by a sense of “duty and self-sacrifice” (Brewer, 1998).

This idealism certainly encapsulates how the late Labour Party leader John Smith viewed public service. Smith was a principled and conscientious barrister-by-trade from a rural Scottish background who took on the unenviable responsibility of opposition leader at a time of global uncertainty. He was a distinguished public servant respected and admired even by his opponents, none more so than the Prime Minister at the time, John Major, who described his passing as “a waste... to our public life”. The mission of the John Smith Centre for Public Service is to honour his memory by promoting the ideals he embodied.

It remains the case, however, that the concept of public service is poorly understood in relation to politics itself. Western citizens are known to be mostly cynical about the state of democracy (Hetherington and Rudolph, 2008) and skeptical of elected officials’ motives (Naurin, 2011, p.73), a perception that high-profile political scandals in Western democracies have done little to dispel (Bowler and Karp, 2004). Meanwhile political scientists have long conceived of elected representatives as self-interested actors (Downs, 1957). At a time of renewed democratic upheaval and partisanship, can a common public-spirited idealism be identified? Little academic work has directly addressed these topics, and the interdisciplinary “Public Understanding of Public Service” project seeks to address this chasm in understanding.

The following report represents the first step towards this goal, providing an overview of existing academic research which uses the concept of public service in one way or the other. The report is split into two parts. The first provides a large-n analysis of article metadata and abstracts to achieve a broad understanding of the state of research related to the topic. The second section contains a more traditional narrative review of the existing literature, grouped into three themes identified during the processes of collecting and reading relevant material. Thematic and empirical considerations are discussed throughout the report, and some potential research questions are also identified.
An overview of the literature

Approach to the review process

In recent years, the practice of "systematic" literature reviews has gained traction in the social sciences. These do not necessarily differ in purpose to traditional "narrative" reviews, but represent an approach to the process of gathering and summarising information which aims to be comprehensive, transparent and replicable. As Dacombe states, researchers aim to achieve this by "conforming to the standards usually expected of primary research" (2018, p.2). This typically means defining and iterating on research questions and search terms both before and during the literature search, setting explicit parameters for screening tasks and often also some analysis of meta-data.

Unfortunately, systematic literature reviews require a significant investment of time, manpower and resources to complete to satisfaction. Even so-called "rapid reviews", which incorporate deliberate limitations in scope, can take several months to conduct (Daigneault et al., 2014, p.274). As such, a full systematic review in service of this project is not realistic given time constraints. However, this does not mean that the review process ought to be conducted using arbitrary and ad hoc criteria. To mimic as best as possible a systematic review, steps have been taken to ensure that the literature used has been identified, gathered and screened using well-defined procedures which are as replicable as possible.

This resulted in twin tracks being adopted for this report. The primary review is still a traditional narrative/discursive overview of relevant literature, albeit one for which search terms and screening criteria have been recorded. Preceding that, however, I describe the findings of a mini systematic review which involved the quantitative bibliometric analysis of a large sample of published academic works’ citation records which reference "public service" in the title. This technique allows the concept’s academic usage to be traced rapidly across a very large number of publications, helping to identify broad trends in the literature and narrow down areas of interest for the narrative review element. After briefly describing the procedure used to conduct this portion of the review, I present descriptive analyses of article titles and publication venues followed by the results of an quantitative text analysis topic model of available abstracts.

Bibliometric analysis

To obtain a representative and reliable sample of related literature, I conducted a search of article titles in the Web of Science Core Collection using the term "public service".\footnote{Quotation marks included. Search conducted 03/04/2018}.

The database returned 4,734 results. The records were downloaded in BibTeX format then transformed and analysed in the R software package using the latest\footnote{Up to 05/04/2018.} versions of the \texttt{tm}, \texttt{quanteda}, \texttt{bibliometrix} and \texttt{topicmodels} packages. The tables were produced for \LaTeX{} using the \texttt{xtable} package.
There are several ways to approach the analysis of citation records. Below, I present descriptive analysis of article titles and academic publication venues followed by latent topic analysis of article abstracts for the subsample of records containing these. Stop words\(^3\) were removed for the title and abstract vectors to produce cleaner results.

**Descriptive findings**

Bibliometric analysis of article titles is a simple descriptive way to identify common themes in the literature. Table 1 shows the 10 trigrams\(^4\) which appear in the highest number of paper titles\(^5\).

By far the most common trigram, appearing in roughly 1 in 20 of the sample’s article titles, is “public service motivation”. This refers to a well-developed field of study regarding the work motivation of public employees. This literature is discussed in much more detail below in the narrative review section and is the most immediately relevant academic literature to the current project. The next most frequently occurring terms relate to public service broadcasting and public service delivery. The remainder of the results fit into these three themes: the bureaucracy\(^6\), public communications and service delivery. These findings suggest that the concept of public service has been dominated by researchers working in the public administration tradition.

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<th>Feature</th>
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<tr>
<td>1 public service motivation</td>
<td>246</td>
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<td>2 public service broadcasting</td>
<td>171</td>
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<td>3 public service delivery</td>
<td>112</td>
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<td>4 public service announcements</td>
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<td>5 public service media</td>
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<td>6 australian public service</td>
<td>80</td>
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<td>7 public service reform</td>
<td>64</td>
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<td>8 public service provision</td>
<td>60</td>
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<td>9 public service corporations</td>
<td>58</td>
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<td>10 public service award</td>
<td>54</td>
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This is confirmed by examining which academic journals appear most frequently in the sample of references. Table 2 shows the top 10. Again, it is obvious that the public administration literature is dominant in academic discussions of the

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\(^3\)Stop words are commonly used words, typically function words like “a”, “the”, “that” and so on, which are removed from natural language text to allow for precise processing and analysis.

\(^4\)An “ngram” is simply a sequence of \(n\) items in a text. ngrams with two items are called a “bigram”, with three a “trigram” and so forth.

\(^5\)This refers to the number of titles in which the trigram appeared (i.e. “document frequency”) rather than the overall frequency, though there is little difference when it comes to paper titles.

\(^6\)The trigram “Australian public service” appears so frequently in the table because this is the official name of the civil service in Australia.
Table 2: “Public service” publications by journal

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<th>Rank</th>
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<tr>
<td>1</td>
<td>Public Administration Review</td>
<td>196</td>
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<td>2</td>
<td>Australian Journal of Public Administration</td>
<td>140</td>
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<td>3</td>
<td>Public Administration</td>
<td>128</td>
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<td>4</td>
<td>Canadian Public Administration</td>
<td>101</td>
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<td>5</td>
<td>International Review of Administrative Sciences</td>
<td>78</td>
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<td>6</td>
<td>Public Personnel Management</td>
<td>63</td>
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<td>7</td>
<td>Annals of the AAPSS</td>
<td>59</td>
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<td>8</td>
<td>Public Money &amp; Management</td>
<td>59</td>
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<tr>
<td>9</td>
<td>American Review of Public Administration</td>
<td>45</td>
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<tr>
<td>10</td>
<td>American Political Science Review</td>
<td>40</td>
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concept of public service. Only two of these journals are unrelated to the general topic of public administration. The Annals, a public policy and sociology journal, has published 59 of the references in the sample. APSR, ranked tenth, is the only outright political science journal to appear more than a handful of times in the sample. But none of its 40 articles were published after the turn of the century. Though the "Public Understanding of Public Service" research project is an avowedly interdisciplinary enterprise, one of its main aims is to introduce an explicitly political understanding of public service.

Topic models

Table 3 shows the results of a latent Dirichlet allocation topic model (LDA) with $k = 8$ on a document feature matrix of 1,993 article abstracts. LDA is a generative probabilistic modelling procedure which identifies the latent topical structure of a document corpus given a fixed number of topic dimensions ($k$) which assumes that each document is composed of a small number of topics and that topics can be identified by the presence of a few frequently repeated words. Because the model assumes that the number of latent topics is known, the process of determining the optimal $k$ is inductive and iterative. Models with between five and 12 latent dimensions were tested, with an eight dimensional model providing the greatest face-value topic coherence while minimizing overlap.

Most of the topics in Table 3 identify well-known academic literatures. Topic 1 relates to the literature on public service motivation, which is discussed in depth in the second section of this review. Topic 2 relates to the provision of specific services, while Topic 3 seems to cover rural and urban development. Topics 4, 5 and 6 include themes related to the new public management literature. Finally, Topics 7 and 8 relate to public service broadcasting and public service announcements/advertising respectively. Though these results are only preliminary, this provides support for the idea that the normative concept of public service is ne-

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7In addition to common stop words, various other recurring tokens were removed from the corpus including “public”, “service” and research-related terms like “study” and “analysis”.
Themes in empirical research

The results of the “narrative” literature search confirm the dominance of public administration scholarship when it comes to the academic study of public service. Little work grounded in the political science tradition has explicitly dealt with the topic.

Three broad themes emerged during the literature search and screening process: public service motivation, institutional trust and what I refer to as “normative civic duty”. Not all of these categories are well-developed fields of study which fit neatly within disciplinary boundaries; they instead represent thematic commonalities between strands of published research from various traditions. Even public service motivation, the most established of the three, is interdisciplinary and incorporates many different strands of inquiry (Bozeman and Su, 2015; Ritz et al., 2016). I will discuss each category in turn, outlining their existing scope, summarising their key takeaways and assessing their contribution toward the current research topic. To conclude, I will formulate research questions informed by these considerations.

Public service motivation

The dominant category of literature to emerge from both the bibliometric and narrative searches was a large body of public administration work on “public service
motivation” (hereafter PSM). The impetus for PSM research derived from the notion that public servants, typically bureaucrats, are driven by a public-spiritedness that complements or overrides rational self-interest in work motivation (Perry, 2000). In simple terms, PSM researchers investigate the idea “that some individuals are highly attracted to and motivated by public service work” (Bright, 2005, p.138). The concept was formalised by Perry and Wise, who described PSM as a “predisposition to respond to motives grounded primarily or uniquely in public institutions and organisations” (1990, p.368). As Perry would later clarify, the original definition “sought to emphasise motives, such as civic duty and compassion, that are commonly associated with public organisations” (2010, p.682). The same author laid the field’s methodological foundations by developing and piloting a response scale to measure the concept (Perry, 1996).

Conceptually, the idea of public officials responding to some sort of noble higher purpose was expressed as a normative ideal by public administration researchers in writings pre-dating emergence of a coherent PSM research programme (Frederickson and Hart, 1985). Perry and Wise drew on these earlier works to create a conceptual typology of PSM incorporating what they called “rational”, “norm-based” and “affective” motives (1990), which involve different degrees of self- or policy-interest and traits like patriotism, communitarianism, altruism et cetera. Perry used this typology to develop the aforementioned measurement scale over four dimensions, “attraction to policy making”, “public interest”, “compassion” and “self-sacrifice” (1996). This conceptualisation found support in subsequent research (Vandenabeele, 2011, p.89), though significant cross-national differences in PSM were also identified (Vandenabeele and Walle, 2008; Kim et al., 2013). At the individual level, Brewer et al. (2000) used qualitative Q-methodology to identify four broad subtypes of PSM, which they termed “Samaritans”, “Communitarians”, “Patriots” and “Humanitarians”. The common thread in all conceptions is that people with public service motivation tend to place more emphasis on intrinsic rather than extrinsic rewards (Crewson, 1997).

Early PSM research focused on the discovery of empirical support for the concept, primarily by comparing the attitudes, preferences and behaviours of public- and private-sector workers (e.g. Crewson, 1997; Houston, 2000). The empirical consensus on these matters is, unsurprisingly, that public workers exhibit more PSM than those in private organisations, who tend to place greater emphasis on financial and status incentives (Perry et al., 2010). In causal analyses, a strong negative relationship between PSM and monetary compensation preferences has been found (Bright, 2005). Scholars have also discovered relationships between PSM and other outcomes “such as job satisfaction, public sector job choice, individual and organizational performance, organizational and job commitment, and low turnover” (Ritz et al., 2016). There remain questions, however, about the direction of causality (Wright and Grant, 2010). Do workers self-select into public service? Or are they socialised into a public-facing culture which emphasises normative motives? Public service motivation is less well-understood as a dependent variable (Vandenabeele, 2011; Bozeman and Su, 2015).

While the literature has concentrated on PSM as a public sector phenomenon, recent developments have suggested that PSM can be identified in individuals...
across all sectors (Bozeman and Su, 2015). Some researchers have offered broader conceptualisations which transcend sectoral considerations and locate PSM "beyond self-interest and organizational interest... [to concern] the interest of a larger political entity" (Vandenabeele, 2007). It is surprising, therefore, that public administration researchers have not developed an interest in the concept’s wider political context. There has been little-to-no cross-pollination between PSM research and political science and the relationship between PSM and citizens or their representatives has rarely been explored. Indeed, if anything, PSM research is trending towards the concept’s managerial applications (Wright and Grant, 2010, p.697) and away from first principles. This obviously presents a significant research opportunity.

This state of affairs is not without precedent, though. More than a decade ago, Bouckaert et al. (2005, p.232) observed that "the citizen has been neglected as an object of study in public administration". Though progress has been made in some areas of public administration research, such as citizen satisfaction with public services (Jilke et al., 2015) and government performance (Van Ryzin, 2007), citizens have been left out of the PSM research agenda with only a few exceptions. The most notable of these is a study of the antecedents of PSM among recipients of prestigious volunteering awards in the United States (Perry et al., 2008). This involved both a survey and a series of interviews on a small sub-sample, with the authors finding that PSM was "tied to self-perceptions of a need for personal integrity or wholeness in one’s life, and linked to personal understandings of the importance of community" (Perry et al., 2008, p.454). Though it is important to understand the motivation of civic-minded citizens and the study contributes to understandings of PSM outside of a narrow bureaucratic context, it does not speak to the wider public’s PSM orientations because, by design, observations were selected on the dependent variable. Another example is recent experimental research which tapped the concept for use as an independent variable using a sample of Amazon Mechanical Turk respondents (Pedersen et al., 2017). The literature search did not yield any studies in which PSM among citizens at large was the focus, nor even one which tapped PSM as a survey measure using a conventional representative sample. This is perhaps because the size of PSM measurement scales makes them unsuited for inclusion in non-specialised settings.

Work on PSM among politicians has also been slow to emerge, which is even more surprising given the field’s rapid development in recent years (Ritz et al., 2016). The most prominent example so far is an exploratory study by van der Wal (2013), who demonstrated that small samples of Dutch, EU and US political elites and bureaucrats express broadly similar public service motivations, albeit while emphasising subtly different priorities. Two studies of PSM among local councilors have been published to date, one focusing on Denmark (Pedersen, 2014) and the other on Switzerland (Ritz, 2015). The only other existing academic work on politicians and PSM is a working paper by Bertelsen et al. (2017) comparing the PSM of Danish local mayors and high-ranking officials.

It is also worth noting that the lack of interaction between PSM and political science goes in both directions. Though some political scientists have published studies of politician motivation, they typically assume that these officials are self-
interested and, as a result, conceptualise their behaviour as tradeoffs between purely rational incentives e.g. office vs. policy-seeking (Callander, 2008) or financial rewards (Ferraz and Finan, 2011). Indeed, the sole existing study of office holders’ motivation from a political science background to explicitly mention PSM is a recently published in-depth investigation of motivation among Armenian municipal councils and mayors (Balian and Gasparyan, 2017). Despite making extensive use of the concept of PSM, the authors did not delve deeply into the existing literature for conceptual or methodological guidance. There is substantial scope for further investigation in this area, where research can make important contributions to both the further development of PSM and understandings of representation.

In sum, the PSM literature provides numerous useful theoretical and empirical starting-points for research on public service. PSM research is conceptually well developed – perhaps to the point of profligacy (Bozeman and Su, 2015) – and encompasses extensive work on measurement instruments, characteristics which will doubtless help to inform our study of public attitudes toward service. So far, the literature has all but ignored possible applications of PSM to common topics of interest in political science, a gap which our research aims to fill by bridging public administration and political science.

**Trust in politics, government and bureaucracy**

An extensive political science literature on democratic trust and system support is also relevant to the topic of public service, with current turbulence in Western democracies providing a wider context for the study of attitudes to public service. The term “trust” was explicitly included in searches alongside more immediately related terms like “public service” in order to identify common ground. It emerged that there is more crossover between public administration and political science in this area, with topics like trust in the bureaucracy and the influence of government performance on system satisfaction gaining traction.

The faith of citizens in democracy has been a topic of study in political science for decades. There is an established tradition of survey-based research into political trust and its relationships with participation, voting behaviour, government performance, social capital in general and many other concepts (Levi and Stoker, 2000). Scholars have long recognised that there is a separation between “specific” support for individual actors or institutions and “diffuse” support for the system of government itself (Easton, 1975). As Citrin stated, “a diffuse sense of pride in and support for the ongoing ‘form of government’ can coexist with widespread public cynicism about ‘the government in Washington’ and the people ‘running it’ ” (1974, p.975).

Diffuse and specific support are not necessarily independent of one another. Research has consistently found that perceived government performance is the main predictor of system support in democracies (Kim, 2010; Magalhães, 2014). But the causal picture is complicated. There is evidence that lacklustre diffuse support makes low specific support something of a self-fulfilling prophecy by creating a hostile environment for public office holders (Hetherington, 1998), while dissatisfaction with democracy has been found to strongly predict distrust in spe-
cific institutions (Christensen and Laegreid, 2005). These wrinkles can contribute to difficulties with operationalisation. Linde and Ekman (2003), for example, found that a widely-used measure of "satisfaction with democracy" was tapping specific rather than diffuse support.

Recent work by both public administration and political science researchers has examined trust in the civil servants (Van Ryzin, 2011) and the public sector more generally (Van de Walle et al., 2008), which has important implications for research on public attitudes to public service. Marlowe found that citizen trust in the integrity of public administrators is not separable from trust in other democratic institutions "despite their relative distance from electoral, legislative and judicial politics" (2004, p.107).

Again, though, the direction of causality is not straightforward. In a comparative study of several European democracies, Vigoda-Gadot et al. (2010) found that perceptions of bureaucratic responsiveness, professionalism and innovation predict system support, with Norway being a model example. Kampen et al. (2006) suggest that attitudes to bureaucracy originate from positive and negative first-hand contact with public agencies, with bad experiences leaving a greater impact than good ones. Recent research on Spanish public opinion by (del Pino et al., 2016) is even more pessimistic, demonstrating that individuals' negative attitudes to bureaucrats persist in spite of positive public service experiences.

Clearly, the relationship between system support and trust in public servants - elected or not - is far from straightforward. Again, the current project represents an excellent opportunity to contribute to this broad literature. Do citizens discriminate between elected and unelected public servants, or are the latter simply viewed as another "cog in the system" (Marlowe, 2004)? Is the ideal of public service itself a diffuse construct which attracts broad support in theory? If it does, are citizens with high system satisfaction more likely to espouse this this ideal than their less satisfied peers?

A final consideration is whether democratic citizens have different attitudes to public service which is perceived to be part of the political system and that which ostensibly exists outside it, such as non-managerial public sector work, volunteering and other forms of "civic" service. The final part of the literature review discusses academic previous academic work relevant to different forms of public service and normative considerations surrounding them.

The politics of civic duty

The third category of literature identified in the screening process is the smallest and least internally coherent. It encompasses studies which sit at the intersection of political science, public administration and sociology which share a common thread concerning the normative aspect of public service despite focusing on different professional and social roles. In some ways it represents an "other" designation, distinct from PSM and other established bureaucratic research in that it strays from the purely occupational and sectoral into civic and normative realms. These articles reflect varied understandings of the idea of "public service", with most concerning citizen and service-provider attitudes and behaviours
Public Service Literature Review

relating to forms of public and civic service. These include forms of civic engagement, volunteering, civil obligations and duties like jury duty, as well as abstract constructs like "civic morality" (Letki, 2006). Though some of the articles in this category are situated in well-established traditions, others are idiosyncratic. The most unique study found in the searches to fall under this umbrella is an investigation of Finnish legislators’ favoured normative principles for administrative conduct (Salminen, 2006).

There is some clear overlap with the PSM literature here, particularly the study of its behavioural, attitudinal and demographic antecedents (Bright, 2005; Vandenabeele, 2011). What differentiates this grouping of articles is the focus on normative public service attitudes either located outwith public sector employment itself or beyond the narrow public management focus of mainline PSM research. A good example of this is Johnson (2011) on "civic bureaucrats". Johnson states that the field has "a long history of seeking to put the ‘public’ in ‘public administration’ " (2011, p.159) and contributes to that by investigating democratic and public-facing values among public servants, or "social learning" over and above “delivery” (2011, p.183). This study provides some connective tissue between PSM as work motivation and its implied normative democratic applications. One particularly interesting takeaway is that bureaucrats are more “civic” in localities with less competitive elections (Johnson, 2011, p.180-81), suggesting that public servants compensate for perceived shortfalls in representation.

In another example of the PSM literature extending beyond public management, as discussed above, Perry et al. (2008) used a reduced PSM scale to investigate the concept among award-winning citizen volunteers and found that their expressed motives were complex. There is some established literature on volunteering, but of particular relevance here is evidence that people who participate in volunteering are interested in other forms of civic-minded participation. Musick et al. (2015), for example, found that volunteers tend to be more willing to engage in jury service in a representative sample of the US state of Texas. The relationship disappeared, however, when other "normative activities" were controlled for, suggesting that normative civic activities share common prosocial behavioural antecedents. In other words, if individuals are interested in "being involved in civic affairs, maintaining their health, and avoiding drunken establishments" (2015, p.455) they are more likely to want to volunteer and serve on juries.

The concept of "civic service" has also received some attention. McBride et al. (2004) describe this as “a subset of volunteering” within a “programmatic structure”, typically run by NGOs. When people perform civic service, they do so “in the spirit of improving living conditions or general welfare” (2004, p.10). The article defines the concept and identified civic service programmes in a direct appeal to other public administration and subfield researchers to extend the scope of their study to this emerging worldwide phenomenon.

This represents another avenue for potential study, and perhaps a modern,
all-encompassing conception of public service which has been overlooked by a
literature preoccupied with government delivery and work motivation. I do not
mean to suggest that research on public sector workers is unimportant, however.
Tummers et al. (2015), for example, conducted a systematic literature review of
work on “coping” strategies among frontline public sector workers, developing an
understanding of how stress impacts service delivery. They find that the most
common strategy is “moving towards clients”, meaning that employees “want to
perform meaningful public service, even in stressful situations” (2015, p.1108-09).
This suggests that some public sector workers “walk the walk” when it comes to
idealised normative notions of public service. Is this practice shared by public
service managers, legislators, or even citizens participating in voluntary service?
The picture here may be complicated. Touching again on the theme of tension
between the political and civic spheres, some scholars argue that civic partici-
pation is not a “cure-all” solution to the democratic malaise (Theiss-Morse and
Hibbing, 2005) because it has a “dark side” (Fiorina, 1999). Indeed, much ex-
isting research suggests that civic participation has negative normative socialisa-
tion effects (Theiss-Morse and Hibbing, 2005, p.232). The most relevant is that
voluntary associations offers a problem-solving environment free from the messy
compromises and conflict of the political arena (ibid., p.237). If negative attitudes
about politics deter people from the competitive democratic arena and towards
non-confrontational civic engagement, are these perceptions self-perpetuating?
These considerations have important democratic implications, and perhaps sug-
gest that organisations promoting public service ought to explicitly encourage di-
rect participation in political life. If it is the case that civic and associational
participation does not socialise good democratic citizens, is it necessary to sepa-
rate these activities from the concept of public service more generally? This will
be one of the main questions for the follow-up literature report, which synthesises
the conceptual literature to develop a coherent and operationalisable theory of
public service.

Conclusion

McBride et al. (2004) claimed that “social scientists are trailing behind policy
and practice in understanding what service is, and whether intended or unintended
outcomes are being achieved”. Having reviewed academic literature relating to the
concept of public service, it is hard to avoid coming to a similar conclusion with
regard to that more specific concept. Existing research will certainly strongly
inform the “Public Understanding of Public Service” project going forward. But,
given the presence of significant sectoral and disciplinary divisions and the lack of
conceptual unity in previous academic work which refers to the topic, this influence
is almost as much in the form of questions as answers.

This report began by describing the findings of a large-n bibliometric anal-
ysis, which revealed that academic usage of the term “public service” has been
dominated by public administration researchers. The traditional narrative review
process revealed three broad themes in empirical studies: the well-defined field of
public service motivation, research on trust in democracy and bureaucracy and a looser grouping of work which concerns the normative aspects of public and civic service. All of these areas have proven instructive regarding the project’s next steps.

Firstly, though there is a vast and ever-growing empirical literature (Ritz et al., 2016, p.416) on public service motivation, the political dimensions of the concept have been neglected with regard to citizens and politicians. The planned representative survey has the potential to remedy the former immediately. There is also scope for an elite survey of Members of the Scottish Parliament (MSPs), which would permit a study of PSM among representatives at a higher level than previous studies. Existing PSM measurement scales (Perry, 1996; Kim et al., 2013) will heavily inform the development of bespoke survey instruments.

Secondly, the extensive political science literature on public trust in institutions (Levi and Stoker, 2000) overlaps with emerging public administration work on trust in government agencies and administrators. There are many unanswered questions regarding the relationship between system support and citizen attitudes to public service, and several preliminary research questions emerged from the discussion of this literature.

Finally, the third category of articles raises interesting questions concerning the conceptual fungibility of public service, its normative power and the distinction between the political and civic arenas. Some scholars argue that civic engagement is not the democratic panacea it has been portrayed as (Fiorina, 1999; Theiss-Morse and Hibbing, 2005).

These themes will be developed further in the second stage of the literature review, which focuses on the conceptual understanding of public service. This conceptualisation effort will be followed by work on operationalisation and measurement, with a particular focus on how PSM measurement scales can be adapted to suit this project.
References


REFERENCES


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15