

## THE EFFECT OF SATISFACTION WITH SERVICES AND TRUST IN PUBLIC ORGANIZATIONS ON CITIZENS' VOICE ORIENTATION: THE ROLE OF ETHICAL PUBLIC ADMINISTRATION

Müslüm KAYACI\*

### Abstract

*This study investigates the causal relationships between satisfaction with services, trust in public organizations and the voice orientation of citizens through the perspective of the New Public Management. The moderating role of ethical public administration in these relationships is also investigated. Survey methodology with a sample of 586 citizens from Diyarbakır city is used to analyze proposed hypotheses. According to linear regression analyzes, political efficacy level of citizens is positively affected by satisfaction with services and trust in public organizations variables. On the other hand, political participation is only impacted by satisfaction with services positively. No significant relationship can be found between satisfaction with services and political participation. Public administration ethics has a positive moderator role on the relationship between satisfaction with services and voice orientation behaviors (political efficacy and political participation). It also positively moderates the relationship between trust in public organizations and voice orientation of citizens (political efficacy and political participation). This research provides findings about the New Public Management outcomes from different country contexts through first-hand data.*

**Keywords:** Public Administration Ethics, Satisfaction with Services, Trust, Voice Orientation.

## HİZMET MEMNUNİYETİNİN VE KAMU KURUMLARINA DUYULAN GÜVENİN VATANDAŞLARIN SES ÇIKARMASI ÜZERİNDEKİ ETKİSİ: ETİK KAMU YÖNETİMİNİN ROLÜ

### Öz

*Bu çalışma vatandaşların hizmet memnuniyeti, kamu kurumlarına güven ve ses çıkarma davranışları arasındaki nedensel ilişkileri Yeni Kamu Yönetimi perspektifi aracılığıyla incelemektedir. Ayrıca etik kamu yönetiminin bu ilişkiler üzerindeki düzenleyici etkisi de incelenmiştir. Öne sürülen hipotezler Diyarbakır'daki 586 vatandaştan elde edilen örnekleme uygulanan anket yöntemiyle analiz edilmiştir.*

\*Assistant Prof., Dicle University Faculty of Economics and Administrative Sciences Department of Political Science and Public Administration, muslumkayaci@gmail.com, <https://orcid.org/0000-0002-6065-2734>

*Lineer regresyon analizi bulgularına göre vatandaşların siyasi etkinlik düzeyi, hizmet memnuniyeti ve kamu kurumlarına duyulan güven değişkenlerinden olumlu şekilde etkilenmektedir. Öte yandan siyasi katılım sadece hizmet memnuniyetinden olumlu şekilde etkilenmektedir. Siyasi katılım ve hizmet memnuniyeti arasında anlamlı bir ilişki bulunmamıştır. Kamu yönetimi etiğinin hizmet memnuniyeti ve ses çıkarma davranışları (siyasi etkinlik ve siyasal katılım) arasındaki ilişkide olumlu bir düzenleyici etkisi bulunmaktadır. Ayrıca kamu kurumlarına güven ve ses çıkarma davranışları (siyasi etkinlik ve siyasal katılım) arasındaki ilişkide de olumlu bir düzenleyici etkisi vardır. Bu araştırma Yeni Kamu Yönetimi çıktıları hakkında farklı ülke bağlamından birinci elden toplanan veriler ile bulgular sağlamaktadır.*

**Anahtar Kelimeler:** *Kamu Yönetimi Etiği, Hizmet Memnuniyeti, Güven, Ses Çıkarma.*

## **Introduction**

The need for better service to the public and the demand for a qualified public service in public administration has caused continuous reforms in the public sector. Most of the administrative reform initiatives are for increasing public service satisfaction and establishing trust in public institutions and sustaining this trust (Van de Walle, 2018, p. 228). These reform initiatives have been called the "New Public Management" (NPM) in public administration literature. The "traditional public administration" values that were formed by the thoughts of Max Weber and Woodrow Wilson have been deeply criticized by this new intellect in the field. The changing paradigm that symbolizes the shift from traditional values to modern ones has been influential in the theory and practice of public administration since the beginning of the 1980s.

NPM is defined as "an approach in public administration that employs knowledge and experiences acquired in business management and other disciplines to improve efficiency, effectiveness, and general performance of public services in modern bureaucracies" (Vigoda, 2003, p. 812). There have been numerous principles in NPM. These can be summarized as follows: a) state's role is leading rather than doing things itself, b) open competition in public services, c) focusing on inputs rather than outputs, d) effectiveness in using public resources, e) thrift and accountability, f) using private sector management styles in the public sector, g) clear service standards and performance measurements for public personnel, h) governments make money rather than spending constantly, i) paying attention to diagnosis rather than treatment to determine the problems previously, j) switching from centrality and hierarchy to localness and participation (Hood, 1991, pp. 4-5; Osborne and Gaebler, 1992, pp. 22-23; Denhardt and Denhardt, 2007, pp. 16-19).

NPM considers bureaucrats as managers and citizens as customers (Mizrahi, Vigoda-Gadot and Cohen, 2010, p. 100). Since NPM is based on market orientation to public organizations, citizens' satisfaction with public

services have become more significant in recent years (Walker, Brewer, Boyne and Avellaneda, 2011, p. 714). More satisfied citizens also have positive evaluations about other public administration elements like trust in public administration and increased political voice behavior in general (Van de Walle and Bouckaert, 2003, p. 894). Trust in public administration indicates a comprehensive evaluation of citizens towards public administrators if they act upon moral, ethical and social values (Wang and Wart, 2007, p. 266). Likely, ethical public administration involves a broad spectrum of elements like integrity, neutrality, transparency, accountability, etc. (Eryılmaz and Biricikoğlu, 2011, p. 35). Furthermore, policies in regards to public administration are closely related with intentions and acts of political leaders, acts or organs in many countries.

In that respect, concepts like public service satisfaction, trust in public organizations and government, political efficacy, and participation are consequences of the NPM perspective. For this reason, this study aims to contribute to the NPM literature according to findings from Diyarbakır. We intend to measure the evaluations of Turkish citizens regarding service satisfaction, trust, political efficacy and participation, and public administration ethics and find the proposed relationships among them empirically.

## **1. LITERATURE REVIEW AND HYPOTHESES DEVELOPMENT**

In this part of the article, related literature about the research model is explained and the relationships among research variables are discussed.

### **1.1. Public Service Satisfaction**

The expectations of citizens about public services have been raised in previous years. There have been numerous reasons for this point. First of all, there is an increase in the number of citizens who question public authority and are less respectful of it. The number of citizens who criticize the real nature of public services is also increased. Moreover, the boundaries between the public and private sectors have been blurred gradually and this provided the opportunity for citizens to compare their experiences with public institutions and private organizations. Additionally, public service offers have transformed into a more anonymous/electronic nature rather than personal interactions. Lastly, there has been an encouragement for citizens to think and behave like public service customers and this has caused a new type of citizen who wants to maximize his/her personal needs and demands (Van de Walle, 2018, pp. 233-234). This change and transformation in citizens who are also voters have stimulated politicians and governments to establish a better public administration for holding power in the future.

NPM paradigm assumes that public administration should be positioned properly and citizens should be satisfied to have a better public service. Since citizens are seen as customers, marketing literature can help to investigate

citizen satisfaction with public services. Marketing literature has a consensus about the definition of customer satisfaction. According to this consensus, the evaluation of a customer about a product or service is determined by the expectations and experiences of the customer for that product or service (Hunt, 1977, p. 459). Experience is related to the processes and the outcomes that a citizen encounters in any public service. People can satisfy with particular services and how it is made. Specifically, people are satisfied with the accessibility of public institutions, benevolence, and sufficiency of public employees, and fairness, efficiency, and effectiveness of services (Christensen and Læg Reid, 2005, p. 491). The experience of citizens is formed through these circumstances. Expectancies also impact citizen satisfaction and are related to forward-looking judgments. They also reflect the faith in proposed service quality with a specific and desired level (Seyd, 2015, p. 75). In other words, the satisfaction with public services is deeply connected with the experiences and expectations of citizens (Roch and Poister, 2006, p. 304). In this sense, citizens' satisfaction with services can be defined as an "evolutionary attitude towards services or experiences" which is related to political processes and institutions, public services, bureaucracy, and government performance (James, 2009, p. 108). Satisfaction with public services is a process that covers the comprehension of citizens' demands, requests, and expectations, the allocation of resources in public services, the determination of public service standards, and the evaluation of outcome performance. Satisfaction with services can be possible with the correct planning and application of these processes. Citizen/customer satisfaction is seen as an obligatory strategic step in the NPM approach (Rhee and Rha, 2009, p. 1491). The adoption of this perspective is based on the idea that a better public administration would cause more satisfied citizens and this satisfaction would increase the positive evolutions of citizens for public administration and the government as a whole (Van de Walle and Bouckaert, 2003, p. 894).

The dissatisfaction and reaction of citizens to public services reflect their general attitude toward them and form their political behavior which is highly connected with the content and application of citizenship (Lyons Lowery and DeHoog, 1992, pp. 4-6). Most of the research in citizen dissatisfaction literature is about possible reactions of citizens and their choice among these reactions. The most significant and known framework on this topic was proposed by Hirschman (1970, pp. 3-5). He investigates the reactions to service dissatisfaction in three groups. These are exit, voice, and loyalty. Citizens can choose not to use a public service if they are not satisfied with it. This reaction is named exit and its use can be limited since some public services are monopolies and have no alternatives in most countries. The voice reaction is an attempt to change and affect the public institutions actively and constructively by using dialogs or protests. Lastly, the loyalty reaction slows down or stops the exit reaction and makes the voice reaction more efficient (Hirschman, 1970, pp. 3-5).

Voice is about the articulation of citizens' dissatisfaction with public services and they can employ voice reaction in different ways. They can express directly their dissatisfaction to the public personnel who does the related public service or deliver it to the politicians. They can vote for the political party which promises to improve bureaucracy and can increase their satisfaction with public services or organize against bad performance in public administration (Van de Walle, 2018, p. 237). These voice orientations and actions happen as political efficacy and participation (Vigoda-Gadot, 2007, p. 285).

On the other hand, one of the significant variables that increase citizen satisfaction in public services is the participation of citizens in the decision-making processes of public institutions and the ability to impact these decisions. Theories about political participation and efficacy support citizens' participation in decision-making processes at every level to increase satisfaction with public services (Box, 1999, p. 36). Moreover, these theories believe that political efficacy and participation are beneficial for both individual and social planes (Pateman, 1970, pp. 45-46; Barber, 2003, p. 296). The participation of citizens in decision-making processes would also provide important feedback for public institutions and increase government performance and citizen satisfaction (King, Feltey and Susel, 1998, p. 318; Beerli, Uster and Vigoda-Gadot, 2019, p. 262). When citizens believe that their opinions are considered seriously and they are involved in political decision-making processes formally, they would improve a higher level of political efficacy (Mizrahi, Vigoda-Gadot and Cohen, 2009, p. 25). In this vein, the direct reflection of satisfaction with public services into voice orientation and behavior is essential for improving public services in the long run. This improvement is connected with the existence of a relationship between concepts. Accordingly, the first hypotheses of the study are below:

H1a: Satisfaction with services affects citizens' political efficacy level positively.

H1b: Satisfaction with services affects citizens' political participation level positively.

## **1.2. Trust in Public Organizations**

The NPM approach also focuses on trust in public organizations concept. This approach has caused to enter a new era in public administration that criticizes and re-interprets traditional public administration values, citizen-state relationships, efficiency, and effectiveness issues. This change aims to increase the positive evaluations of citizens for public services and strengthen their trust in public organizations (Van de Walle and Bouckaert, 2003, p. 908).

Trust is a condition that an individual's well-intentioned attachment to another person. It is also the faith and the defenselessness situation that the opponent individual would not abuse the individual's goodwill (Baier, 1986,

p. 235). Trust includes the vulnerability that depends on the expectation of other people's goodwill and good behavior (Rousseau, Sitkin, Burt and Camereret, 1998, p. 395) and it is defined as a bet on the possible actions of others (Sztompka, 1999, p. 69). Trust is an important strategy to combat an uncertain and uncontrollable future. Moreover, it is a multidimensional concept with cognitive, emotional, and behavioral components and works at interpersonal and institutional levels. There is no absolute definition of trust universally but most definitions share some common components. First of all, the expectancy that other people will behave predictably. Secondly, the thought that other people would act by considering our interests. Lastly, the emotion after the trust is ruined because of a breach of our expectations (Feldheim and Wang, 2004, p. 64).

Trust is not only significant for interpersonal relationships but also for interactions with public institutions (Van de Walle, 2017, p. 119). Public trust is a general notion that means the public has trust for a public institution 'to do the right thing'. This trust does not refer to the public's attitude toward a particular duty for a specific institution but it reflects a more comprehensive public opinion that executives carry on and sustain their responsibilities based on moral, social, and trust characteristics (Wang and Wart, 2007, p. 266). Public trust in public institutions is an important measure of administrative success or failure (Easton, 1975, p. 447). The relationship between the government and the citizens is also based on trust in public organizations (Bruning and Ledingham, 1999, p. 160). Trust in public organizations means the faith of the public that both politicians and public officers work for the public interest, act upon ethical values and principles and do the right things with integrity. The establishment of trust in public administration would impact democratic legitimacy, the formation of public policies, and the pursuit of these policies positively (Mizrahi et al., 2009, p. 26; He and Ma, 2021, p. 486). However, people's trust in public organizations does not have a uni-dimensional explanation since causal relationships are contentious, complicated, and multi-directional. Trust in public organizations is a complicated mixture of general images, ideologies, cliches, the performance of particular public services, and demographic variables (Van de Walle and Bouckaert, 2003, p. 907; Christensen and Læg Reid, 2005, p. 487; Van de Walle, 2018, p. 227).

In a similar vein, political efficacy and participation are concepts that are related to democracy. In representative democracies, public organizations are nested in politics since elected politicians in governments control public administration by both policy-making and executive assignments. Therefore, there would be political rewards if public organizations perform better, simplify the lives of citizens and solve their problems quickly and effectively. The interaction between political authority and the citizens happens through public organizations and public services. When public services are perceived positively by the citizens, this perception would also positively reflect on the

government. However, if public services are fulfilled with unqualified and unethical standards, citizens would reflect their negative attitude through political efficacy and participation mechanisms. They can transform their bad experiences into tangible reactions to the government. Some of the tangible reactions can be a lower level of trust in public organizations and a decrease in participation in political processes (Vigoda-Gadot, 2007, p. 291). Citizens may lose their faith in democracy if they perceive the public administration as insensitive to public needs and think that they are exposed to unjust applications. These perceptions can also diminish the faith in the value of political participation and efficacy (Niemi, Craig and Mattei, 1991, p. 1410). In other words, when people's trust in public organizations increases, the possibility of the fulfillment of citizenship roles and the involvement in decision-making processes can increase (Levi and Stoker, 2000, p. 501). Besides, trust in public organizations can be affected by cultural factors. Political cultural variables have a strong and general impact on the people's trust in public organizations (Christensen and Læg Reid, 2005, p. 506). As a result, trust should be evaluated through the context of these factors. For this reason, trust in public organizations would be related to political participation and efficacy due to the nature of political culture (Mizrahi, et al., 2010, p. 119). Consequently, the related hypotheses of these arguments are as follows:

H2a: Citizens' trust in public organizations affects citizens' political efficacy level positively.

H2b: Citizens' trust in public organizations affects citizens' political participation level positively.

### **1.3. Public Administration Ethics**

Ethics is a "system or code of conduct based on universal moral duties and obligations which indicate how one should behave; it deals with the ability to distinguish good from evil, right from wrong, and propriety from impropriety" (Josephson, 1989, p. 2). Nowadays the scope of ethics is quite extended. This extension has happened with the involvement of 'applied ethics' in ethics literature which determines ethical behavioral rules in many professions. Public administration ethics is also included in the applied ethics area. Public administration ethics consists of right and wrong judgments based on acts (Cohen and Eimicke, 1995, p. 99). The basic goal of public employees is not limited to doing only technical work. Also, they have to do the right things according to ethics. Public employment does not only cover expertise but also covers the commitment to ethical standards (Bowman and West, 2018, p. 5). In this context, public administration ethics means "a set of principles and values like neutrality, integrity, kindness, justice, transparency, accountability, protecting the public interest, devotion, merit, effectiveness, efficiency and quality that public executives should follow when they make decisions and execute public services" (Eryılmaz and Biricikoğlu, 2011, p. 35).

Public employees use discretionary power when they do their daily jobs and use public resources. Ethical values and standards are the main control and balance tools to block the misuse of this power. For this reason, public administration ethics is a vital element for creating a trust for public organizations and sustaining this trust. Moreover, it is not a circumstance but an activity. In this vein, supporting ethical behaviors in public organizations does not mean only determining the list of obligatory rules and status. It is a process that forms the basis of public institutions' mechanisms and should continue constantly (OECD, 1996, p. 13). Therefore, public officials should both do their technical jobs correctly and follow the ethical rules. Accordingly, public administration ethics is a very fundamental field and it can directly impact citizens' satisfaction with public services and trust in public organizations.

The participation theories argue that the citizens' involvement in decision-making processes increases their responsibilities in regards to outcomes and their collaboration and trust level for the system (Dahl, 1971, p. 5; Putnam, 1993, p. 121). Thus, the increase in citizens' participation in administrative decision-making processes and their perception of their political efficacy level would cause positive evaluations of public institutions. The positive perceptions of citizens for ethical behavior in public administration can induce more political efficacy and political participation, satisfaction with public services, and trust in governance (Vigoda-Gadot, 2007, p. 301). Previous studies in the literature have shown that the ethical perception of citizens toward public officials and public organizations has a positive effect on their satisfaction with public services (DeLeon, 1996, p. 508; Vigoda, 2000, pp. 184-185).

Public administration ethics would inevitably affect these concepts both directly and indirectly. For example, the impact of satisfaction with services on political efficacy and political participation would be shaped by the level of public administration ethics for the citizens. Similarly, the increase in political efficacy and participation because of trust in public organizations can be stronger when citizens perceive public administration as more ethical. Since ethical public administration increases both public service satisfaction, trust in government and voice behavior of citizens separately, it can be expected that it would have a facilitator role on the relationships among these concepts. Public administration ethics can increase the power of these relationships. As a result, the last hypotheses of the study are below:

H3a: The positive relationship between satisfaction with services and citizens' political efficacy level would be stronger when public administration ethics increases.

H3b: The positive relationship between satisfaction with services and citizens' political participation level would be stronger when public administration ethics increases.

H3c: The positive relationship between citizens' trust in public organizations and citizens' political efficacy level would be stronger when public administration ethics increases.

H4d: The positive relationship between citizens' trust in public organizations and citizens' political participation level would be stronger when public administration ethics increases.

## 2. METHODOLOGY

Sample distribution and variable measurement are defined in this part of the article.

### 2.1. Sample

The sample of this study consists of 586 individuals who live in Diyarbakır. The city has a controversial history with the state due to ethnic and terrorism problems. These problems have caused a high level of politicization in the city population. The city is also known for its highest support for the Kurdish political movement and political representatives. Since there has been an ongoing conflict between the government and these representatives, it would highly affect the perceptions of citizens in the city. Thus, conducting the research in Diyarbakır would be significant by providing findings on citizen satisfaction, trust, and voice orientation in a continuous conflicted environment.

**Table 1. Demographic Characteristics of the Sample**

		Freq.	Ratio			Freq.	Ratio
Gender	Female	278	47.4	Education	No Education	23	3.9
	Male	308	52.6		Primary	155	26.5
	Total	586	100		Secondary	149	25.4
Marital Status		Freq.	Ratio		High School	122	20.8
	Married	358	61.1		Associate Degree	67	11.4
	Single	190	32.4		Undergraduate	60	10.2
	Divorced/Widowed	38	6.5		Graduate	10	1.7
	Total	586	100	Total	586	100	
Age		Freq.	Ratio	Income Level <sup>1</sup>		Freq.	Ratio
	18-27	130	22.2		0-3000TL	300	51.2

<sup>1</sup> Income level is determined according to national minimum wage level in 2021. Income level intervals were determined by multiplying the nearest rounded amount of net minimum wage. According to the Ministry of Family and Social Services, the minimum net wage should be 2.825,90 Turkish Liras in 2021. (<https://www.aile.gov.tr/asgari-ucret/asgari-ucret-2021/>)

28-37	161	27.5	3001-6000TL	231	39.4
38-47	136	23.2	6001-9000TL	42	7.2
48-57	93	15.9	9001-12000TL	13	2.2
58-73	66	11.3			
Total	586	100	Total	586	100

Survey methodology was used to collect data via face-to-face meetings in the city center. The survey was undertaken according to the approval of Dicle University Social and Human Sciences Ethics Committee with the number of E-14679147-663.05-87586 and the date of 15.06.2021. The data collection period was from August 2021-September 2021. Respondents were chosen according to the convenient sampling method. This method helps to understand the perceptions and attitudes of citizens from diversified backgrounds and demographics in the city. The researcher assured respondents of the anonymity of their answers and encouraged them to answer all the questions. In this way, the study has reached a considerable sample size regarding the population of the city. Diyarbakır has a population of 1.517.297 for the year of 2020 according to the Turkish Statistical Institute (TÜİK, 2020). The minimum sample size for a 10.000.000 population is 384 and the final sample of the study is greater than this amount (Shieh, 2009, p. 521). Consequently, the final sample size of the study is compatible with statistical analyses.

The sample of the study involves 47.4% female and 52.6% male respondents. While 26.5% of the respondents graduated from primary school, 25.4% graduated from secondary school and 20.8% graduated from high school. These statistics have shown that the education level of the respondents is not so high. The married individuals consist of 61.1% of the sample. The age level in the sample is 39.10 (St. Dev.=13.05) and the mean income level is 3286.86 (St. Dev.=2503.30) Turkish Liras (TL). Almost 50% of the sample is younger than 38 which show that Diyarbakır has a young population with the help of high birth rates. However, half of the sample has a lower level of income. These demographic issues can also have a significant impact on citizens' perceptions of the government and politics. All of the demographic characteristics of the sample are summarized in Table 1. Although the income level and age variables were continuous, they were recoded as categorical variables to be summarized in Table 1.

## **2.2. Measurement of Variables**

The survey includes demographic and Likert-type questions to conduct the research. As can be seen in Table 1, respondents answered the questions about their gender, age, marital status, education level, and monthly income in the first part of the survey. The second part of the survey involves Likert-type questions regarding public service satisfaction, trust in public

organizations, political efficacy and participation, and public administration ethics. All of the Likert-type questions were used in previous studies by distinguished scholars and are adopted by the researcher for the Turkiye context (Mizrahi, Vigoda-Gadot and Cohen, 2021, p. 241-242; Mizrahi, Ben-Eliyahu, Cohen, Hertz, Miller-Mor, Mishor and Vigoda-Gadot, 2022, pp. 12-13; Vigoda-Gadot, 2007, pp. 293-294). Likert-type questions have been translated from English to Turkish by three people in the field. Also, two academics have investigated the survey items for their comprehensibility. Exploratory factor analyses and reliability analyses are employed to check out the construct validity of the Likert-type questions. All of the scales have acceptable KMO, Bartlett's test of significance, and Cronbach's alpha values as can be seen in Table 2, Table 3 and Table 4.

The dependent variables of the study are political efficacy and political participation levels of citizens. The original version of the political efficacy scale has four questions. However, only three questions were used in the Turkish version (Vigoda-Gadot, 2007, pp. 293-294). The overall political efficacy level of each respondent is measured through the mean of three questions. The minimum factor loading in the scale is 0.777 which is high. The political participation scale has six questions that measure the frequency of citizens' involvement in proposed political activities. Respondents indicated how often they involve in these activities on a three-point scale that range from 1 (never involved) to 3 (still actively involve). These political activities can be summarized as: "being a member of a political party, following the daily politics, voting regularly in the elections, being involved in political petitions, being a member of a public organization (political party, public committee, or union) and being involved in political meetings and demonstrations" (Kayacı, 2022, p. 194-195). Similar to the political efficacy scale, the political participation scale has factor loadings that range between 0.471 and 0.817 as can be seen in Table 2 that are acceptable values according to Tabachnick and Fidell (2014, p. 489).

**Table 2. Factor Loadings, Validity and Reliability of Political Efficacy and Political Participation Scales**

Political Efficacy (PE)	Factor Loadings
The average person can substantially affect government policies and administrative decisions in Turkiye.	0.918
The public has a great deal of impact on what public servants do in the office	0.888
The average person can be taken into consideration by talking to public officials	0.777
Variance	0.745
KMO	0.73
Bartlett's Test of Significance	1093.19; p<0.05

Political Efficacy (PE)	
	Factor Loadings
Cronbach's Alpha	0.89
Political Participation (PP)	
	Factor Loadings
Being a member of a political party.	0.640
Keeping informed about daily politics.	0.817
Voting regularly in general elections.	0.761
Signing petitions on political issues.	0.761
Being a member of a political organization (political foundation, political association, etc.)	0.743
Taking part in political demonstrations and political meetings	0.471
Variance	0.800
KMO	0.72
Bartlett's Test of Significance	951.25; p<0.05
Cronbach's Alpha	0.72

The first independent variable of the study is satisfaction with public services. This variable is measured by twelve items. Respondents evaluated the list of twelve different public organizations in Türkiye about the services they provide to the citizens. The five-point Likert scale of satisfaction with services ranges between 1 (very dissatisfied) and 5 (very satisfied). The list of the public organizations involves hospitals and health centers, public schools, security forces (police, guards, gendarme), courts and courthouses, national employment agencies, social security institutions, family and social services (social aids), transportation and infrastructure, finance and revenue administration, governorate, the ministry of agriculture and forestry, the ministry of environment and city planning. The minimum factor loading in this scale is 0.577 which is a moderate level. Another independent variable of the study is trust in public organizations. Respondents also indicated their trust level of them on a Likert-type scale for twelve public organizations. These organizations are as followed: ministry of health, ministry of education, ministry of internal affairs, courts and courthouses, national employment agency, social security institution, ministry of transportation, Turkish Radio and Television Company (TRT), finance and revenue administration, governorate, universities and central bank. The minimum factor loading in this scale is 0.685 as can be seen in Table 3.

**Table 3. Factor Loadings, Validity and Reliability of Satisfaction with Services and Trust in Public Organizations Scales**

Satisfaction with Services (SWS)	Factor Loadings
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The Effect of Satisfaction with Services and Trust in Public Organizations on Citizens' Voice  
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Hospitals and health centers	0.765
Public schools	0.649
Security forces (police, guards, gendarme)	0.769
Courts and courthouses	0.750
National employment agency	0.803
Social security institutions	0.759
Family and social services (social aids)	0.690
Transportation and infrastructure	0.742
Finance and revenue administration	0.807
The ministry of environment and city planning	0.783
The ministry of agriculture and forestry	0.743
Governorate	0.835
Variance	0.577
KMO	0.93
Bartlett's Test of Significance	5187.39; p<0.05
Cronbach's Alpha	0.94
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Trust in Public Organizations (TPO)	Factor Loadings
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Hospitals and health centers (Ministry of Health)	0.872
Public Schools (Ministry of National Education)	0.763
Security forces (police, guards, gendarme) (Ministry of Internal Affairs)	0.849
Courts and courthouses	0.813
National employment agencies	0.851
Social security institution	0.823
Transportation (Ministry of Transportation)	0.806
Turkish Radio and Television Company -TRT	0.819
Finance and revenue administration	0.833
Governorate	0.875
Universities	0.821
Central Bank	0.804
Variance	0.685
KMO	0.95
Bartlett's Test of Significance	6756.51; p<0.05
Cronbach's Alpha	0.96
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The moderator variable of the study is public administration ethics. This variable has three questions about the integrity and ethics level of public employees according to citizens. The factor loadings of the items are also acceptable and can be seen in Table 4. This scale is also derived from Vigoda-Gadot (2007, pp. 293-294) and translated to Turkish in the study.

**Table 4. Factor Loadings, Validity and Reliability of Public Administration Ethics Scale**

Public Administration Ethics (PAE)	Factor Loadings
Most public officials are impartial and honest in Turkiye.	0.907
Citizens are treated as equal and fair by public officials.	0.911
It is common in public organizations to deviate from ethical/moral rules in Turkiye.	0.799
Variance	0.764
KMO	0.73
Bartlett's Test of Significance	1180.06; p<0.05
Cronbach's Alpha	0.90

## 2. FINDINGS

All of the hypotheses in the study are tested through linear regression analysis by using JASP. Before conducting regression analyses, Pearson correlation analyses were applied to investigate the relations among all the variables. All of the analyses were applied at the 95% confidence interval level. Table 5 summarizes inter-correlations, means, and standard deviations of the research variables. All of the independent and moderator variables have positive and significant relations with the political efficacy variable. On the other hand, only trust in public organizations ( $r=0.10$ ;  $p<0.01$ ) has a significant and weak relationship with the political participation variable. The high level of correlation between political efficacy and public administration ethics ( $r=0.80$ ;  $p<0.01$ ), satisfaction with services ( $r=0.78$ ;  $p<0.01$ ), and trust in public organizations ( $r=0.78$ ;  $p<0.01$ ) may cause multicollinearity problems in regression analyses. Due to this problem, all of the independent variables and the moderator variable are mean-centered during moderation analyses (Aiken and West, 1991, pp. 12-17). Besides all of the VIF values are below 10 which shows that there is no multicollinearity problem among variables in regression analyses.

**Table 5. Descriptive Statistics and Correlations**

Variables	Mean	SD	1	2	3	4	5
1. Political Efficacy	2.19	1.04	1				
2. Political Participation	9.79	2.25	0.06	1			

3.Public Administration Ethics	2.35	1.05	0.80**	0.02	1	
4.Satisfaction with Services	2.68	0.87	0.78**	0.06	0.76**	1
5.Trust in Public Organizations	2.19	0.98	0.78**	0.10**	0.74**	0.88** 1

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

The findings of hypotheses testing for the political efficacy as the dependent variable are summarized in Table 6. Hypotheses were tested through Model 1a, 1b, and 1c when the dependent variable is the political efficacy level of the citizens. H1a indicates that citizens' satisfaction with public services would positively affect their political efficacy level. According to the findings of Model 1a, the coefficient of satisfaction with services variable has a positive and significant impact ( $\beta=0.51$ ,  $p<0.01$ ) on the dependent variable. Thus, H1a is supported. Similarly, H2a proposes a positive impact of trust in public organizations on citizens' political efficacy levels. Since the coefficient of this variable also has a significant and positive value ( $\beta=0.42$ ,  $p<0.01$ ) in Model 1a H2a is supported. H3a assumes a moderating influence of ethics in public administration for the positive relationship between satisfaction with services and political efficacy variables. As can be seen in Model 1b, the moderator variable has a positive and significant coefficient ( $\beta=0.11$ ,  $p<0.01$ ) which supports H3a. This finding shows that the positive relationship between satisfaction with services and the political efficacy variable would be stronger when public administration ethics have a higher value. The increase in  $R^2$  value between Model 1a and Model 1b also supports the same hypothesis. In a similar vein, H3c proposes a moderating influence of ethics in public administration on the relationship between trust in public organizations and political efficacy. Model 1c findings ( $\beta=0.07$ ,  $p<0.01$ ) support this hypothesis too. Consequently, public administration ethics positively moderates the positive relationship between trust in public organizations and political efficacy. According to Durbin Watson Statistic values of all models in Table 6, there is no autocorrelation problem. All the Durbin Watson statistics range between 1.5 and 2.5.

**Table 6. Regression Findings of Political Efficacy as the Dependent Variable**

Variable	DV=Political Efficacy									
	Model 1a			Model 1b			Model 1c			
	<i>B</i>	<i>SE</i>	<i>VIF</i>	<i>B</i>	<i>SE</i>	<i>VIF</i>	<i>B</i>	<i>SE</i>	<i>VIF</i>	
Constant	-0.11	.08		- 2.11*	.02		- 2.14*	.02		-
Satisfaction with Services (SWS) (H1a)	.51*	.06	.54	0.41*	.03	.38				
Trust in Public Organizations (TPO) (H2a)	.42*	.05	.54				0.40*	.03	.30	

Public Administration Ethics (PAE)		0.45*	.03	.79		0.49*	.03	.48
PAE*SWS (H3a)		0.11*	.02	.39				
PAE*TPO (H3c)						0.07*	.02	.45
R <sup>2</sup>	0.80			0.85				0.85
Adjusted R <sup>2</sup>	0.64			0.73				0.72
F	539.82**			527.75**				524.58**
Durbin Watson Statistic	1.966			1.907				1.895

N=586; \*\* p < 0.01, \*p<0.05; DV=Dependent Variable

The hypotheses regarding political participation as the dependent variable are tested through Model 2a, Model 2b, and Model 2c. The findings of these models can be seen in Table 7. H1b has proposed that satisfaction with public services has a positive effect on the political participation level of citizens. According to Model 2a, there is no significant impact of satisfaction with services on the political participation variable ( $\beta=-0.34$ ,  $p>0.1$ ). Therefore, H1b is not supported. On the other hand, the positive and significant value of coefficient ( $\beta=0.52$ ,  $p<0.01$ ) for trust in public organizations variable supports H2b which shows the positive impact of trust in public organizations on political participation level. Moderating role of ethics in public administration is tested with Model 2b and Model 2c. As proposed by H3b, ethics in public administration positively moderates the relationship between satisfaction with services and political participation ( $\beta=0.85$ ,  $p<0.01$ ) in Model 2b. In a similar vein, H3d proposes the moderating influence of ethics in public administration for the relationship between trust in public organizations and political participation. The positive and significant coefficient value in Model 2c ( $\beta=0.83$ ,  $p<0.01$ ) is also supported this hypothesis. As public administration ethics increase, the positive relationships between satisfaction with services and political participation and trust in public organizations and political participation get stronger.

**Table 7. Regression Findings of Political Participation as the Dependent Variable**

Variable	DV=Political Participation								
	Model 2a			Model 2b			Model 2c		
	<i>B</i>	<i>SE</i>	<i>VIF</i>	<i>B</i>	<i>SE</i>	<i>VIF</i>	<i>B</i>	<i>SE</i>	<i>VIF</i>
Constant	9.58**	.31		9.14**	.11		9.17**	.10	
Satisfaction with Services (SWS)	-0.34	.22	.54	0.26	.13	.38			

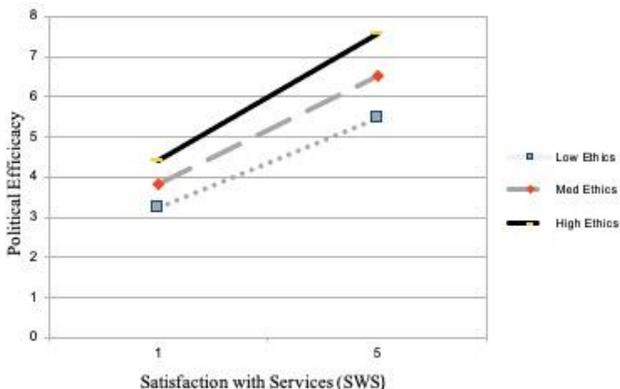
(H1b)

Trust in Public Organizations (TPO) (H2b)	0.52**	.20	.54			0.27*	.13	.30	
Public Administration Ethics (PAE)				-0.65**	.14	.79	-0.67**	.13	.48
PAE*SWS (H3b)				0.85**	.09	.39			
PAE*TPO (H3d)							0.83**	.08	.45
R <sup>2</sup>		0.12			0.36			0.38	
Adjusted R <sup>2</sup>		0.01			0.12			0.14	
F		4.72**			29.88**			33.39**	
Durbin Watson Statistic			1.971			1.991			2.012

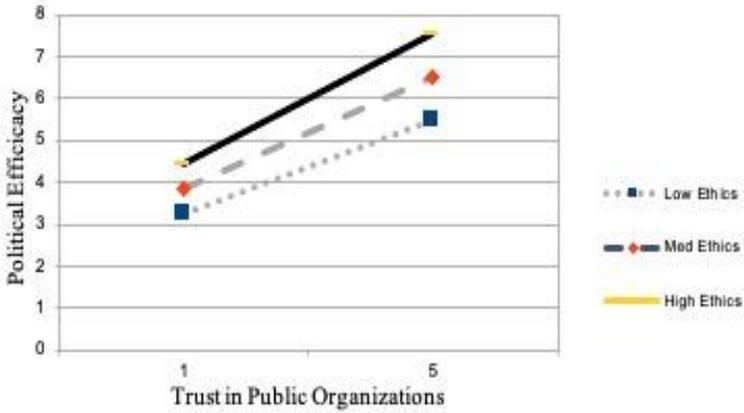
N=586; \*\* p < 0.01, \*p<0.05; DV=Dependent Variable

To get a clearer view of the exact impact of the moderator variable, simple slopes of interaction terms are used and drawn as suggested by Aiken and West (1991, pp. 12-17). According to Figure 1, when public administration ethics have a high value (above +1 SD on the mean value), the relationship between satisfaction with services and political efficacy has a steeper slope. This shows that public administration ethics make the relationship between satisfaction with services and political efficacy stronger. Similarly, Figure 2 indicates that the positive relationship between trust in public organizations and political efficacy would increase when public administration ethics has a high value above the mean.

**Figure 1. Interaction Plot for the Moderating Effect of Public Administration Ethics on the Relationship Between Satisfaction with Services and Political Efficacy**

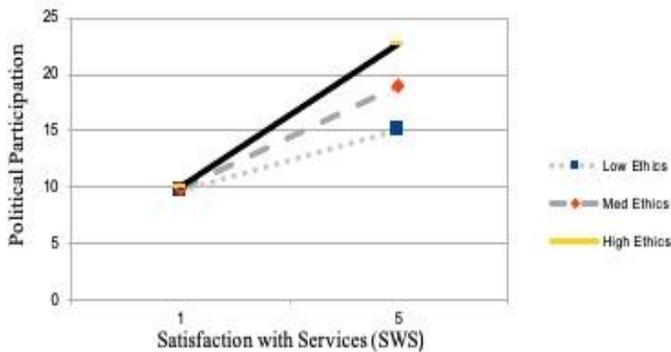


**Figure 2. Interaction Plot for the Moderating Effect of Public Administration Ethics on the Relationship Between Trust in Public Organizations and Political Efficacy**

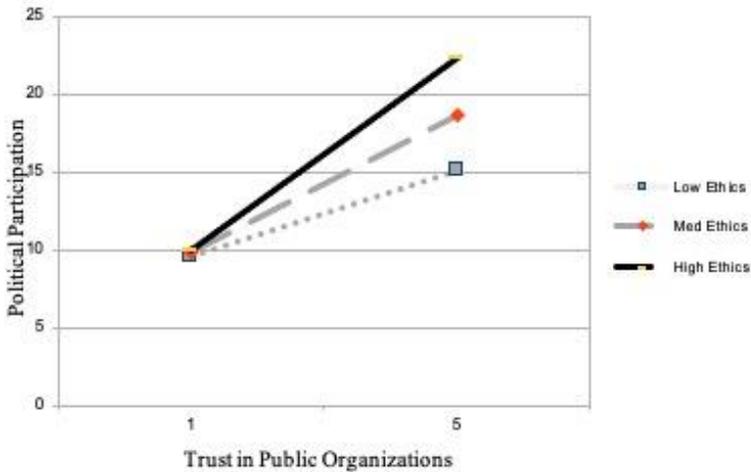


While the low level of satisfaction with services and trust in public organizations have the same level of relationship with political participation in different levels of public administration ethics, the relationship has become stronger as satisfaction with services and trust in public organizations increase for different levels of public administration ethics. These impacts can be seen in Figure 3 and Figure 4.

**Figure 3. Interaction Plot for the Moderating Effect of Public Administration Ethics on the Relationship Between Satisfaction with Services and Political Participation**



**Figure 4. Interaction Plot for the moderating effect of Public Administration Ethics on the Relationship Between Trust in Public Organizations and Political Participation**



## Conclusion

Nowadays, political efficacy and participation have become major indicators for gaining public trust in many democratic systems. Besides, the history of ethical values and their importance in governmental systems and organizations have a rich nature for understanding the evolution of public administration. Additionally, these concepts are basic priorities in the NPM approach since the 1980s. Public trust can be established through effective democratic systems and public services in modern countries. These concepts have already proven their effectiveness and value for public administration in Western countries despite minor opposing arguments. These opposing arguments are against the view that citizens are customers of public services and that public administration should be carried on through private sector strategies and approaches. For this reason, the meaning of these concepts and applications in NPM should be investigated in different contexts like Turkiye to understand their contribution to having effective democratic systems and accountable public organizations.

Accordingly, the main purpose of this study is to analyze the impact of satisfaction with public services and trust in public institutions on citizens' political efficacy and participation level. Furthermore, the effect of ethical public administration as an environmental context variable (moderator) on these relationships is investigated to get a full picture of NPM applications in Turkish public administration. The findings of this study provided strong support for the significance of these concepts toward citizens' views. The first finding of this study is the positive contribution of satisfaction with services and trust in public organizations to citizens' political efficacy levels. This finding indicates that considering citizens as customers like private sector

organizations and prioritizing their satisfaction and trust with the public sector would also improve democratic variables and systems. This shows that there is a strong linkage between citizenship roles and expectancies. While satisfaction with services has a positive impact on citizens' political participation level, trust in public organizations seems to have no significant effect on political participation. This finding may be related to the study context since Diyarbakır has many political conflicts with the central government due to municipal elections and the dismissal of elected mayors in recent years. Although respondents who are satisfied with public services choose to participate in political activities, trust in public institutions has become related to trust in central government in citizens' perceptions. Thus, political participation level has other causes instead of trust in public organizations in addition to public service satisfaction in the study context. Another important finding of the study is the booster effect of public administration ethics on the relationships between satisfaction with services and political efficacy and participation and trust in public organizations and political efficacy. This finding implies that ethics and the application of ethical values would be significant for most of the NPM concepts in citizens' perceptions. Policymakers should designate public administration not only considering private sector concepts but also establishing a more ethical public administration and merging them successfully.

These findings contribute to NPM literature in the Türkiye context where political participation and efficacy are not well developed. Public administration in Türkiye is highly traditional and policymakers perceive citizens as passive actors that only should follow the decisions. Although policies were developed to adopt the NPM approach in public administration in recent years, the implementers have archaic mindsets that hinder the execution and improvement of these policies. However, the findings of this study show that new perspectives have also reflections on citizens' perceptions and NPM concepts can easily be adopted in Turkish public administration to be more effective and efficient. Furthermore, ethical applications should not be underestimated while adopting new concepts. When governments support ethical public administration, they can build more satisfaction and trust among citizens and gain political support for the future. Also, citizens would be part of the further processes of establishing a new public administration when it satisfies citizens and increases their trust. In this way, transforming the public administration can have a broader coalition that has rich resources and is more dynamic. This coalition can also share the burden of public administration executives to solve problems and manage public institutions more up-to-date.

Despite important contributions to NPM literature and practical implications for policymakers, the findings of this study have some limitations. First of all, the sample of the study is selected from only one city in Türkiye. Another limitation is common method bias due to data collection of all scales within one survey. Future studies can use expanded samples and

longitudinal data collection methods to overcome these limitations. Moreover, future research can investigate the perceptions of public employees regarding NPM concepts in this study.

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