Public Service Motivation of Street-Level Bureaucrats Amidst the COVID-19 Pandemic: An Analysis of Experiences in Implementation of an at-Home Vaccination Program

Beth M. Rauhaus

Abstract
This article details public service motivation of emergency medical services (EMS) personnel within a local fire department in Texas, as they implemented an at-home vaccination program, amidst the COVID-19 pandemic. EMS personnel were surveyed and interviewed to learn more about their professional experiences. Using mixed methods, this work finds that EMS personnel in the local department exhibit high levels of public service motivation in both deciding to participate in the at-home vaccination program and throughout their experience in administering the vaccine to community members. This research offers insight local public servants’ motives during a time of crisis and while working in a new, innovative capacity.

Keywords
public service motivation, emergency medical services personnel, street-level bureaucrats

Introduction
During times of crisis, public servants and public safety officials have a unique opportunity to make a significant impact in their community and to their public organizations. The COVID-19 pandemic has presented new challenges to public servants during times of crisis and the response has been decentralized a great deal, allowing state and local government entities to create and utilize innovative methods to combat the coronavirus within communities. The responses to the pandemic have illustrated complexities of governing associated with federalism and have highlighted local governments’ ability to work with state and federal partners to ensure public health and safety while having greater flexibility or discretion (Benton 2020). The COVID-19 pandemic has tested local government emergency preparedness and many local governments with limited...
resources have struggled, which has led to an increase in social inequities (Dzigbede, Gehl and Willoughby 2020). The decentralization of authority and responsibility during the pandemic has also led local governments to bear greater burdens in the provision of public service, resulting in fiscal stress and shortfalls, economic instability, an emergence of social inequities, adaptations of the way public servants work, increases in burnout and more (Barrett and Greene 2020; Afonso 2021; Propheter and Mata 2021). The complexities of federalism coupled with recent partisanship has resulted in local governments filling policy voids left by states and a greater responsibility to address public health during the pandemic (Lyons and Fowler 2021).

Frontline workers, fighting the pandemic are more likely to experience burnout; however, burnout among public servants has become more prevalent, which has also resulted in public servants exerting less effort on the job and a decline in organizational pride (Barrett and Greene 2020). Similar to frontline workers, street-level bureaucrats are groups of public servants that interact directly with the public and have a formal task to enhance the welfare of society while also meeting the demands and priorities of the specific communities they serve (Lipsky 1980; Tummers et al. 2015; Cohen and Hertz 2020). Gofen and Lotta (2021) explain that street-level bureaucracy, by definition, serve as the frontline of public service delivery and are essential in government response to crises and emergencies. Understanding motives of street-level bureaucrats and their experience in combatting the COVID-19 pandemic is important in shaping how we think about employee resiliency, motives, and performance during challenging times. Crisis, such as the COVID-19 pandemic, disrupt the environment in which street-level bureaucracies operate, creating a disconnect between the individuals they serve and the government and this change in the conditions may result in a departure from the norms of street-level bureaucrats’ practices (Brodkin 2021). This creates an interesting theoretical puzzle in exploring how crisis impact street-level bureaucrats’ work and motives. The COVID-19 pandemic and crisis in general, “inherently disrupt ordinary day-to-day street-level implementation” (Gofen and Lotta 2021, 4). Moller’s research suggests that street-level bureaucrats engaging in preventive efforts and social work with vulnerable groups during the COVID-19 pandemic represent a “suitable frontline context where both positive and negative lessons can be learned in service delivery” (2021, 96). Thus, this research seeks to understand street-level bureaucrats’ experience in a new program, in an overtime capacity, to help further develop useful human resource benefits and practices that ensure job satisfaction and a healthy work-life balance. Observing street-level bureaucrats during a crisis, such as the COVID-19 pandemic, can further expand upon our knowledge of public service motivation of street-level bureaucrats during times of crisis and aid local government managers in recruiting existing personnel to carry out new tasks during unprecedented times. Public service motivation is a framework that is widely used to examine bureaucratic behavior and suggests that individual’s values and needs align with the mission of the public organization (Perry and Wise 1990; Crewson 1997; Wright 2007).

This study explores EMS personnel in a local fire department, who are street-level bureaucrats, in Texas working in an over-time capacity to administer the COVID-19 vaccine to homebound residents in a diverse community. In Texas, in 2020, racial disparities in COVID-19 accounted for 5,000 more deaths among Black and Hispanic Texans, highlighting serious health equity gaps (Turner et al. 2021). Locally, the county low-income and communities of color faced a disproportionate burden of COVID-19, in numbers of cases and deaths. In the county, 68 percent of the COVID-19 cases and 72 percent of the deaths were in the Hispanic population, which makes up 64 percent of the population (Sanghavi and Siddiqui 2021).

Initially, the local fire department applied to become a vaccine administrator in January 2021 to vaccinate all public safety officials in the
local region. Next, EMS personnel in the local fire department began vaccinating elderly at senior centers and at-home, using the Meals on Wheels route. Finally in February 2021, the municipal government opened phone lines for all senior citizens to register for the at-home vaccine program. By Spring, the at-home vaccine program was adopted statewide. In this program, EMS personnel serve as street-level bureaucrats tasked with administering the two-dose COVID-19 vaccine to homebound community members. Once arriving at the homes of community members, street-level bureaucrats registered clients on ipads via the state vaccine portal, administered the vaccine, and waited 15–20 min for any possible adverse reaction. From winter to summer 2021, over 2,000 homebound community members were vaccinated due to this local public service. Program recipients included elderly, disabled, homebound, and those without access or inability to use transportation in the municipal area.

In this study, motives of these street-level bureaucrats are explored, looking specifically at what motivated field personnel to participate in the vaccine program and their public service motivation, in general. This analysis presents data collected from EMS personnel (street-level bureaucrats) from surveys administered and interviews conducted in Summer 2021. This work proceeds with a discussion of public service motivation of street-level bureaucrats and both quantitative and qualitative data are presented to highlight field personnel’s experience in a local COVID-19 vaccine distribution. Lastly, conclusions and implications for street-level bureaucrats working overtime while also exhibiting high levels of public service motivation are offered.

**Public Service Motivation Among Street-Level Bureaucrats**

Perry and Wise’s research (1990) explores theories of public service motivation (PSM), which includes personal sacrifice and duty to the public interest while assuming a relationship to high performance, efficiency and effectiveness. They note “public service motivation is most commonly associated with particular normative orientations- a desire to serve public interest, loyalty to duty and to the government as a whole, and social equity” (Perry and Wise 1990, 369). PSM definitions often include elements of altruism. For example, altruism motivates individuals to serve the public interest (Bright 2008) and helps to understand an individuals’ predisposition to enact altruistic or prosocial behaviors (Pandey, Wright and Moynihan 2008). Research has offered a further understanding street-level bureaucrats’ behaviors that deviate from the norms and use discretion, as prosocial behaviors are associated with assisting public organizations and stakeholders (Fleming 2020). According to Brockmann, “complex and ambiguous work environments require SLBs to exercise discretion” and the COVID-19 pandemic certainly created such an environment for street-level bureaucrats (2017, 430).

According to Koumenta, “Since PSM individuals are committed to serving the public interest, it is logical to assume that they will be acting as good organizational citizens if they believe that such behavior will impact on the quality of service provided” (2015, 342). Recent PSM studies have found that supportive leadership is crucial to street-level bureaucrats’ positive attitude towards clients (Keulemans and Groeneveld 2020). Taylor finds that local public servants with high levels of PSM have greater job satisfaction and highlights the importance of “empowering employees in the delivery of public service so that they can personally witness the positive impact of their efforts on the well-being of others” (2013, 912). Street-level bureaucrats with a higher level of work engagement are more likely to be dedicated to the organizational mission, devoted to providing better services to the public, and maintain motivation and energy in their work (Shim et al. 2021).

PSM is widely used to explore not only why individuals select public service employment but also how motives impact their performance, specifically at the street-level when interacting
with community members. Christensen (2014) argues that the relationship between individual equity and PSM needs further attention as well as educating public servants to discover new ways to foster altruism and public commitment. Perry (1996, 1997) offers a four dimensional PSM measurement, which includes attraction to policy making, commitment to public interest, compassion and self-sacrifice. Research on street-level bureaucrats, those who interact with the public and community routinely, find social workers’ job satisfaction and PSM influence public service provision to clients (Perry 1996). Research has further developed assessment and measurements of PSM on an international scale to deeper understand the multidimensional areas of self-sacrifice, attraction to public participation, commitment to public values, and compassion (Kim et al. 2012). Public service motivation typologies, such as rational, norm-based, and affective motives, influence much research and the frameworks, including the four dimensional measures are applied to this survey instrument to learn more about the experiences of street-level bureaucrats working overtime to participate in the at-home vaccine clinic.

It is important to further understand the motives and experiences of street-level bureaucrats, which is a term commonly used in place of street-level bureaucrats during the COVID-19 pandemic, such as firefighters and EMS personnel, at all times but especially during times of crisis, such as the COVID-19 pandemic. Existing literature has explored behaviors and experiences of street-level bureaucrats in fire departments and EMS personnel during ordinary times. For instance, Lee and Olshfski state, “the role of firefighter entails a commitment to doing a job: fighting fires and taking care of communities” with a special emphasis on safeguarding the welfare of others (2002, 108). In their study, they find that firefighters were committed to their job and to the role in the community, which is imposed on them by the job; and, altruistic behaviors, such as guarding the welfare of clients is some of their job (Lee and Olshfski 2002). In a similar fashion, research has indicated that EMS personnel exhibit prosocial behavior, breaking rules with the goal of helping patients, in providing frontline health care (Borry and Henderson 2020). Piatak and Holt (2020) find that employees who exhibit organizational citizenship behavior, a prosocial workplace behavior, go above and beyond their job description to help others. Thus, it is imperative to understand street-level bureaucrats’ experience and motives during the pandemic, while working in an overtime capacity to administer vaccines to homebound residents.

Research Approach

This study used a mixed-methods approach by incorporating data collected from surveys and interviews conducted in July 2021. Fifty-three street-level bureaucrats were identified as participants in the at-home vaccine administration program and 31 responded to the survey, yielding a 58 percent response rate. Of these participants, 11 reported that they hold a leadership position within the fire department, such as Battalion Chief and Captain. This sample consists of EMS personnel in the local, professional fire department of over 400 personnel. Of the street-level bureaucrats that participated in the survey, 12 individuals participated in interviews conducted virtually that lasted an average of 21 min. Participants that opted to work in the at-home vaccine program may have higher levels of PSM than their colleagues, in that they volunteered to participate in the program. Due to the research design, limitations of the study include the inability to compare EMS personnel not participating in the SOS program to those that volunteered to work in the program. In total, over 255 min of interviews were conducted. This study was IRB approved (ID 2021-05-209) with the exempt determination approval. Both the survey instrument and interview protocol were piloted by fire department leadership prior to data collection. Participants were selected specifically for their knowledge, involvement and experience in the at-home vaccine program, using purposeful sampling.
The survey instrument included PSM measures to determine individual street-level bureaucrats’ motives in their work, in addition to a question regarding their motives to participate in the at-home vaccine program. The survey instrument contained a series of an abbreviated version of PSM measures asking the field personnel to use a five-point Likert scale (1 = Strongly disagree to 5 = strongly agree). The PSM measures were adapted from PSM research exploring two specific dimensions of PSM, such as self-sacrifice and compassion. Survey items measuring self-sacrifice measures included prompts such as, “I believe in putting civic duty before self” and “I am prepared to make sacrifices for the good of society”. Survey items measuring compassion measures included prompts, such as: “Considering the welfare of others is very important”; “I get very upset when I see other people being treated unfairly”; “I empathize with other people who face difficulties”; and “I feel sympathetic to the plight of the underprivileged”. Self-sacrifice and compassion PSM measures were particularly selected for this research. Field personnel signing up for this overtime opportunity may be more specifically motivated by self-sacrifice, by giving up their time off to work overtime in this program and putting themselves in situations where they can be exposed to COVID-19. Measures of compassion were used in this study to explore field personnel’s dedication to the community, public health and safety, and use of care in this capacity.

The interview protocol consists of general questions regarding professional experiences in administering the COVID-19 vaccine to elderly and homebound community members in the at-home vaccine program. A semi-structured interview approach with the use of follow up questions was used. For example, participants were asked open ended questions, which included the following:

- Can you tell us what motivated you to develop (or participate in) the SOS program?
- Can you describe your role in the SOS program?
- What impact (if any) did your participation in the SOS program have on you?

Data collected from the interviews was used to supplement and expand upon PSM measures and to provide rich data into EMS field personnel’s experience in the overtime capacity. Data collected from the interviews were transcribed and analyzed to discover key concepts, using key concepts analytical framework to identify the factors of central importance, common to most of the participants in the discussion (Billups 2021). This approach is useful as the local at-home vaccine program is a new program; outlier perspectives are minimized and the most common agreed upon ideas are the focus of the findings. Data was coded to categorize and organize responses thematically and discover PSM of research participants.

Findings

In the survey questionnaire, street-level bureaucrats were asked what motivated them to sign up for the overtime opportunity to participate in the at-home vaccine program and were given the opportunity to select which of the motivational factors were most important. As illustrated in Figure 1, most street-level bureaucrats working in this program were highly motivated to participate to help vulnerable populations in the community and to be involved in activities to aid the community. Monetary compensation, the desire to fulfill the organizational mission, and the desire to contribute to activities that tackle social problems were of high importance in EMS field personnel’s decision to participate in the at-home vaccine program.

Qualitative responses regarding motivating factors to participate in the program aligned with the survey findings. Common responses among the field personnel focused on their desire to help vulnerable populations and be involved in activities to aid the community. Additionally, field personnel shared that they were motivated to participate in the program to flatten the curve of the community spread of COVID-19. One field personnel said,
It [participating in the program] was a positive impact for me. I felt like I was being of some kind of use during this pandemic and helping out the community. It was a worthwhile effort on my part. Of course, they paid me overtime to do it, but I would have done it for free.” Another street-level bureaucrat shared, “It was nice to be able to go out and help vaccinate our community, first and foremost, to try and keep the numbers down in our area. You know, by protecting them, it also helps protect us and protect our families. And then, of course, you know, the overtime compensation was also very nice.”

Qualitative evidence illustrated field personnel in the program exhibited organizational commitment and a desire to fulfill their organization’s mission, which supports survey findings. Like previous research (Lee and Olshfski 2002; Borry and Henderson 2020; Piatak and Holt 2020), these street-level bureaucrats displayed prosocial behaviors. In interviews, field personnel shared that leadership was also committed to the at-home vaccine program and participated heavily, leading the way to encourage others to sign up for the overtime opportunity. One street-level bureaucrat shared, “Our Assistant Chief was completely engaged, answered questions when we were out in the field, and provided any resources we needed. When we were short on vehicles, he let us use his.” A number of field personnel interviewed also noted that Battalion Chiefs were asked to participate in the at-home vaccine program, which motivated their personnel to sign up. Reflecting on the department’s response to COVID-19 in the community and the planning of the at-home vaccine program, a leader within the fire department stated, “We were constantly brainstorming and trying to come up with roles for the fire department to play.” Another department leader within the field personnel expressed the eagerness of personnel to participate in the program. He said, “When something like this comes up, we have people ready to sign up. A lot of our people rose to the occasion”.

Overall, field personnel displayed self-sacrifice PSMs. These findings align with Lee and Olshfski’s (2002) research demonstrating local fire personnel’s commitment to public safety and commitment to community. These findings also align with research on altruistic PSM, self-sacrifice, and commitment to public interest (Bright 2008). Perry’s (1997) work suggested commitment to public interest, which is one’s desire to fulfill a societal obligation, specifically the desire to serve the public interest, remain loyal to duty and government.

Survey data illustrated that the field personnel have high levels of PSM, which is presented
in Figure 2. In Figure 2, quantitative data from the two dimensions of PSM assessing field personnel’s self-sacrifice and compassion are presented.

Field personnel exhibited moderate to high levels of self-sacrifice, as 84 percent agreed in putting civic duty before self and 94 percent agreed that they are prepared to make sacrifices for the good of society. Of the PSM measures, street-level bureaucrats expressed that considering the welfare of others is very important, which is a PSM measure of the compassion dimension. The remaining results in Figure 2 highlight quantitative evidence of field personnel’s compassion in public service. Likewise, qualitative data highlighted street-level bureaucrats’ compassion, as most respondents were concerned about the welfare of others. Many respondents felt great pride in vaccinating homebound community members and shared that their greatest accomplishment in this program was giving the homebound greater chances at normalcy. One EMS personnel shared, “I think the greatest thing about the program was the sense of relief of the elderly and bed-ridden after receiving their vaccine”. Another street-level bureaucrat interviewed stated, “It was just self-fulfillment. I felt good to go home at the end of the day because I had done something positive for the community”. Another field personnel echoed the importance of welfare of others by sharing, “It was great for us to be able to let them [the homebound clients] have some sort of normal daily life, so their grandkids could visit. One street-level bureaucrat added, “It was not about the publicity or the media. We needed to do this for the community”. Most of the research participants exhibited great dedication and compassion for the welfare of others, specifically the most vulnerable in the community.

Overall, field personnel were motivated to fulfill societal obligations, provide excellence in public service and demonstrated sacrifices for the good of the community. In a similar fashion to Piatak and Holt’s research findings (2020), this research illustrates that field personnel were motivated to go above and beyond in their work to help community members and specifically, vulnerable and disadvantaged populations. For example, in the interviews, street-level bureaucrats shared their experiences in the at-home vaccine administration program and illustrated a strong concern of public health and safety of the vulnerable in our community beyond COVID-related health concerns. One street-level bureaucrat shared, “During the time we were giving the vaccine, we had the freeze. Some of these people had busted pipes. One of the guys I worked with went back on his day off to repair the plumbing for them”. Another noted that, “there were a few individuals that we came across that I reported it up to my supervisor. [I asked] can we contact somebody and see if they can get some help with food delivery and stuff like?”. These qualitative results also revealed high levels of compassion and self-sacrifice in PSM, as field personnel shared their desire and initiative in sympathizing with underprivileged and going above and beyond to assist.

**Conclusion**

Overall, street-level bureaucrats exhibited high levels of the two dimensions of PSM tested (self-sacrifice and compassion) and demonstrated that they went above and beyond in this program, driven by their desire to help community members, specifically vulnerable groups, such as the elderly and home-bound clients served. These findings align with previous research on PSM at the street-level and offers interesting and unique implications for public servants working in an over-time capacity during the pandemic. Understanding street-level bureaucrats’ motives during a time of crisis is essential for local government leaders and fire department administration interested in measuring performance of the new, innovative at-home vaccine program.

This research serves an example to guide local government administrators in identifying and recruiting motivated street-level bureaucrats to work in new capacities during times of crisis. The work offers insight into using existing public service personnel in new, innovative ways, as the COVID-19 pandemic continues to stress available resources and
personnel. Local government managers can examine existing street-level bureaucrats’ motives, skills and abilities to discover new approaches to using street-level bureaucrats effectively in times of crisis. It may also be useful to identify local government organizations with missions and objectives that align with the needs arising from crisis to determine which street-level bureaucrats would be capable of assisting. When crisis occur, community needs tend to evolve and increase in demand. During these times, local government leaders should engage in preparedness by assessing human resource capabilities and begin to develop strategies to utilize existing human resources in new ways and create new collaborations to ensure an effective response.

While those volunteering to work over-time in such programs may already exhibit high levels of public service motivation, it is important to manage human resources with attention to burnout, job-satisfaction and work-life balance. Additionally, knowing what motivates individuals to participate in overtime opportunities, such as this program, contributes to the body of literature in a number of ways. During the COVID-19 pandemic, burnout of local public servants nationwide has been greatly discussed as well the implications of professional burnout, which include performance concerns, employee well-being and job satisfaction.

This research explores the unique experiences of street-level bureaucrats working in a

![Figure 2. PSM Measures of EMS Field Personnel](image)
new program during the COVID-19 pandemic to vaccinate homebound community members. While there is much research on the various elements of PSM, this work specifically explores motives (self-sacrifice and compassion) of EMS personnel employed by the local fire department during unprecedented times, engaging in overtime work. This study offers implications for local public managers in recruiting and retaining personnel for overtime projects as well as being aware of the impact of overtime, special projects have of their well-being, work-life balance and professional job satisfaction. This work also further contributes to understanding experiences of street-level bureaucrats in unprecedented times and crisis and offers an example of how motives of personnel can be heightened to meet the demands of client needs during the pandemic and future crisis. Local public organizational leaders and supervisors can benefit from understanding street-level bureaucrats’ motives and willingness to contribute to the organizational mission, when the environment, professional tasks and conditions are constantly changing.

**ORCID iD**

Beth M. Rauhaus [ID](https://orcid.org/0000-0001-6910-288X)

**References**

Afonso, Whitney. 2021. “Planning for the Unknown: Local Government Strategies from the Fiscal Year 2021 Budget Season in Response to the COVID-19 Pandemic.” *State and Local Government Review* 53 (2): 159–71.

Barrett, Katherine, and Richard Greene. 2020. A Burnout Crisis hits government. *Route Fifty.* December 22, 2020. https://www.route-fifty.com-management/2020/12/burnout-crisis-hits-government/170966/ (accessed October 13, 2021).

Benton, J. Edwin. 2020. “Challenges to Federalism and Intergovernmental Relations and Takeaways Amid the COVID-19 Experience.” *American Review of Public Administration* 50 (6–7): 536–42.

Billups, F. D. 2021. *Qualitative Data Collection Tools: Design, Development and Applications.* Los Angeles: Sage.

Borry, Erin L., and Alexander C. Henderson. 2020. “Patients, Protocols, and Prosocial Behavior: Rule Breaking in Frontline Health Care.” *American Review of Public Administration* 50 (1): 45–61.

Bright, Leonard. 2008. “Does Public Service Motivation Really Make a Difference on the job Satisfaction and Turnover Intentions of Public Employees?” *The American Review of Public Administration* 38 (2): 149–66.

Brockmann, Julia. 2017. “Unbureaucratic Behavior among Street-Level Bureaucrats: The Case of German State Police.” *Review of Public Personnel Administration* 37 (4): 430–51.

Brodkin, Evelyn Z. 2021. “Street-level Organizations at the Front Lines of Crises.” *Journal of Comparative Policy Analysis: Research and Practice* 23 (1): 16–29.

Christensen, Robert K. 2014. “Concepts to Advance Public Service Contribution? Equity, Motivation, and Altruism.” *Journal of Public Administration Research and Theory* 24 (4): 1076–9.

Cohen, Nissim, and Uri Hertz. 2020. “Street-Level Bureaucrats’ Social Value Orientation on and Off Duty.” *Public Administration Review* 80 (3): 442–53.

Crewson, Philip E. 1997. “Public-Service Motivation: Building Empirical Evidence of Incidence and Effect.” *Journal of Public Administration Research and Theory* 7 (4): 499–518.

Dzigbede, Komla D., Sarah Beth Gehl, and Katherine Willoughby. 2020. “Disaster Resiliency of U.S. Local Governments: Insights to Strengthen Local Response and Recovery from the COVID-19 Pandemic.” *Public Administration Review* 80 (4): 634–43.

Fleming, Casey. 2020. “Prosocial Rule Breaking at the Street-Level: The Roles of Leaders, Peers and Bureaucracy.” *Public Management Review* 22 (8): 1191–216.

Gofen, Anat, and Gabriela Lotta. 2021. “Street-Level Bureaucrats at the Forefront of Pandemic Response: A Comparative Perspective.” *Journal of Comparative Policy Analysis: Research and Practice* 23 (1): 3–15.

Keulemans, Shelen, and Sandra Groeneveld. 2020. “Supervisory Leadership at the Frontlines: Street-Level Discretion, Supervisor Influence, and Street-Level Bureaucrats’ Attitude Towards
Clients.” *Journal of Public Administration Research and Theory* 30 (2): 307–23.

Kim, Sangmook, Wouter Vandenabeele, Bradley E. Wright, Lotte Bogh Andersen, Francesco Paolo Cerase, Robert K. Christensen, Celine Desmarais, et al. 2012. “Investigating the Structure and Meaning of Public Service Motivation Across Populations: Developing an International Instrument and Addressing Issues of Measurement Invariance.” *Journal of Public Administration Research & Theory* 23 (1): 79–102.

Koumenta, Maria. 2015. “Public Service Motivation and Organizational Citizenship.” *Public Money & Management* 35 (5): 341–8.

Lee, Seok-Hwan, and Dorothy Olshfski. 2002. “Employee Commitment and Firefighters: It’s my job.” *Public Administration Review* 62 (1): 108–14.

Lipsky, Michael. 1980. *Street-level Bureaucracy: Dilemmas of the Individual in Public Service*. New York: Russell Sage Foundation.

Lyons, Jeffrey, and Luke Fowler. 2021. “Is it Still a Mandate if we Don’t Enforce it? The Politics of COVID-Related Mask Mandates in Conservative States.” *State and Local Government Review* 53 (2): 106–21.

Moller, Marie O. 2021. “The Dilemma Between Self-Protection and Service Provision Under Danish COVID-19 Guidelines: A Comparison of Public Servants’ Experiences in the Pandemic Frontline.” *Journal of Comparative Policy Analysis: Research and Practice* 23 (1): 95–108.

Pandey, Sanjay K., Bradley E. Wright, and Donald P. Moynihan. 2008. “Public Service Motivation and Interpersonal Citizenship Behavior in Public Organizations. Testing a Preliminary Model.” *International Public Management Journal* 11 (1): 89–108.

Perry, James L. 1996. “Measuring Public Service Motivation: An Assessment of Construct and Validity.” *Journal of Public Administration Research and Theory* 6 (1): 5–22.

Perry, James L. 1997. “Antecedents of Public Service Motivation.” *Journal of Public Administration Research and Theory* 7 (2): 181–97.

Perry, James L., and Lois R. Wise. 1990. “The Motivational Bases of Public Service.” *Public Administration Review* 50 (3): 367–73.

Piatak, Jaclyn S., and Stephen B. Holt. 2020. “Disentangling Altruism and Public Service Motivation: Who Exhibits Organizational Citizenship Behaviour?” *Public Management Review* 22 (7): 949–73.

Propheter, Geoffrey, and Melissa Mata. 2021. “Local Government Fiscal Early Warning Surveys: Lessons from COVID-19.” *Journal of Public and Nonprofit Affairs* 7 (1): 29–45.

Sanghavi, Ankit, and Nadia Siddiqui. 19 July 2021. Advancing Health Equity in Nueces County Amid and Beyond the COVID-19 pandemic: Final Report. Texas Health Institute. Presentation.

Shim, Dong Chul, Hyun Hee Park, Jaeduk Keum, and Sangmook Kim. 2021. “Street-level Bureaucrats’ Work Engagement: Can Public Managers’ Servant-Leader Orientation Make a Difference?” *Public Personnel Management* 50 (3): 307–26.

Taylor, Jeannette. 2013. “Public Service Motivation, Relational job Design, and job Satisfaction in Local Government.” *Public Administration* 92 (4): 902–18.

Tummers, Lars L.G., Victor Bekkers, Evelin Vink, and Michael Musheno. 2015. “Coping During Public Service Delivery: A Conceptualization and Systematic Review of the Literature.” *Journal of Public Administration Research and Theory* 25 (4): 1099–126.

Turner, Ani, Thomas A. LaVeist, Patrick Richard, and Darrell J. Gaskin. 2021. *Economic Impacts of Health Disparities in Texas 2020*. Episcopal Health Foundation. https://www.episcopalhealth.org/wp-content/uploads/2021/01/Econ-Impacts-of-Health-Disparities-Texas-2020-FINAL-002.pdf (accessed October 18, 2021).

Wright, Bradley E. 2007. “Public Service and Motivation: Does Mission Matter?” *Public Administration Review* 67 (1): 54–64.

**Author Biography**

*Beth M. Rauhaus* is an Associate Professor of Public Administration and MPA Coordinator at Texas A&M University, Corpus Christi. Her research explores social equity, public personnel administration, and theoretical issues of diversity and gender representation in public policy and administration. She holds a PhD in Public Policy and Administration from Mississippi State University.