Index

absence of market for outputs
and goal ambiguity 10
distinctive goals and 20
accountability
dilemma 127
locus of 26
measurability of accomplishment
and 25
vacuum 27
accountability avoidance
and goal ambiguity 11, 25, 27, 76
achievement-oriented leadership
effects 222
and expectancy 222
actual attainment rates of performance
goals
goal ambiguity and 54
administration by commission 115
versus administration by a single
head 115
administrative authority
delegation of 2
diminution 26
goal ambiguity and 26
leakage 26
administrative delays see red tape
administrative reforms
goal ambiguity and 11, 33–5
goal clarification and 33–5
agency
design 112
ideology 238
agency independency 114–15
agency insulation see political
insulation
ambiguity 5–6
bounded rationality and 5
complexity and 5–6
definitions 5
of history 6
of intention (goal) 6
of organization 6
of understanding 6
versus spurious precision 11
ambiguous goals see goal ambiguity
annual goals 75
versus long-term goals 79
Annual Performance Report Scorecard
83
antecedents see predictors
Audit Commission 191
autoregressive terms 238
Baron and Kenny’s approach to
mediation analysis 185
limitations of 202–3
bootstrapping method 168, 179
bounded rationality 5
and ambiguity 5
and goal ambiguity 11
budget size 94, 156, 168
and goal ambiguity 51, 94–5
and performance
hypothesis 156–7
bureaucracy 91
bureaucratic power
goal ambiguity and 29–30
measures 49, 184
statutes and 227
bureaucratic structure
goal ambiguity and 58
capital management 193
careerist administrators
versus politically appointed
administrators 115
goal ambiguity 24
case studies 216–18
comparative approaches 217
historical approach 216–17
causality issues for goal ambiguity
research 214–19
Performance goals in public management and policy

centralization
and goal ambiguity 52
changes in external demands
and goal ambiguity 23–4
coerciveness 109
common method (source) bias 73
comparative public administration 127
competing demands from
constituencies
and goal ambiguity 49
complexity
and ambiguity 5–6
definition 95
and goal ambiguity
proposition 210
and performance
proposition 212
compliance
definition 146
versus goal ambiguity 76–7, 146
complications
in analyzing goal ambiguity 41–3
conceptual framework for analysis of
goal ambiguity 162
empirically validated from English
local governments 201
empirically validated from South
Korean central government
agencies 190
empirically validated from U.S.
federal programs 173
external validity 202
implications of findings 174–7
Rainey and Jung’s 228–30
suggested 162
conceptual framework for analysis of
performance 162
empirically validated from English
local governments 201
empirically validated from South
Korean central government
agencies 190
empirically validated from U.S.
federal programs 173
suggested 162
concurrent validity 82–3
conflicts
and goal ambiguity 22
confounding factors see contingency
variables
congressional salience 50
contextualized explanations 216, 217
contingency variables 152, 216
contracting out see third-party
government; third-party
involvement
core service performance (CSP) 191–2
decentralized-implementation
governance see devolved-
implementation governance
development versus preservation 22
devolved-implementation governance
92
direct government 91
direct government provision
versus third-party provision 99
direct programs 99
versus third-party programs
external involvement 99
performance 154–5
direct tools 100, 109–10
directive goal ambiguity 45
directness 109
discriminant validity 83
tests of goal ambiguity 85, 145
distinctive goals 20–21
and absence of market for outputs
20
and goal ambiguity 20–21
public funding and 21
public ownership and 21
distinctive raisons d’être see distinctive
goals
diversity of goals see multiplicity of
goals
economic values versus democratic
values 10
effectiveness see performance
efficiency 20
indicators 81–2
versus democratic civic engagement
10
versus equity 10, 22
empirical goal ambiguity theory 35–40
versus goal-setting theory 35–40,
219–21
empirical regularity 88, 98, 107
English case 191–200
Index 263

English local governments 191
ethnic diversity 194
evaluation ambiguity see program evaluation ambiguity
evaluative goal ambiguity 49
excessive goal clarification see premature goal clarification
executive department agencies versus independent agencies 114–15
expectancy 222
achievement-oriented leadership and 222
experimental studies 218–19
external control and goal ambiguity 20
public funding and 20
through legal and political systems 20
through market 20
external political control goal ambiguity and 26
external stakeholder involvement and goal ambiguity proposition 208–9
and performance proposition 211–12
external validity 65 conceptual framework for analysis of goal ambiguity 202
face validity 84 feasible generalized least squares (FGLS) regression 185
field experiment 218
financial management 193
financial publicness and goal ambiguity 49
first parties 91
fixed term for agency administrator 114
functions of executives 2, 16

gaming 87
George W. Bush administration 155, 178
goal conceptions and importance 2–3
contents of see also concepts and categories of performance goal
definition 2
value-laden 8–9
goal ambiguity 1, 6–12
absence of market for outputs and 10
accountability avoidance and 11, 25, 27, 76
and administrative authority 26
and administrative reforms 11, 33–5
bounded rationality and 11
budget size and 51, 94–5
and bureaucratic power 29–30
and bureaucratic structure 58
centralization and 52
changes in external demands and 23–4
competing demands from constituencies and 49
complexity and proposition 210
complications in analyzing 41–3
conceptual and measurement issues 145, 176–7
conflicts and 22
and decision-making process 25–6
definitions 6–7
development of concepts and measures 222–3
dimensions 7
distinctive goals and 20–21
effects of 25–32
negative 7–8, 25–8, 53–60
positive 29–32, 224–5
and employee attitudes and behavior 27–8
external control and 20
and external interventions 29
and external political control 26
external stakeholder involvement and proposition 208–9
financial publicness and 49
and goal and action competencies 7
goal clarification and 215–16
goal conflict and 21–2, 52
and goal displacement 27, 135
and human resource development (HRD) 58
and information distortion 26
internal communication and 52
interventions on society and 9
and intra-organizational conflicts 25–6
and job satisfaction 54, 56
lack of rivals and 10
leadership and 222
and learning 32
learning (period) and
findings 103–5
hypothesis 93–4
proposition 209
management capacity and
findings 103, 186, 196
hypothesis 89–91
proposition 208
and managerial discretion 30–31
and measurability of
accomplishment 28
measurability of costs and 21
measures 43–4, 45, 49, 78, 80, 82, 182, 192–3
mediation effects of 60–61
findings 168–74, 186–7, 196–8
hypothesis 158–60
proposition 213
multiplicity of goals and 21
nature of 11–12
nonlinear effects 224–5
organizational 45
organizational age and 50, 184
and organizational commitment 54, 56
paradox of 8–11, 19, 127
conception 8–9
examples 9–11
perceptual measure 43–4
and performance 28, 53–4
findings 138–42, 236–9
hypotheses 133–6
implications of findings 143–5
proposition 210–11
varying relationships 136, 140–42, 236–9
person-job (P-J) fit and 52–3
person-team (P-T) fit and 52
policy responsibility (regulatory versus nonregulatory) and 49–50
political compromise and 22–3
political influence and 52
political insulation and
findings 106
hypothesis 96
political rationality and 124
political salience and 50–51
and political support 29
political support and 9, 52
predictors of 45–53, 89–96
findings 103–7
hypotheses 89–96
implications of findings 107–8
professionalism and 24
and public service motivation (PSM) 56
public service motivation (PSM) and 10–11
public versus private organizations 43–4
reasons for 19–25, 76
and red tape 27, 58
and responsiveness 31–2
and risk-taking culture 58
and role ambiguity 58
routineness and 51
size and
findings 50, 105–6, 186, 196
hypothesis 94–5
proposition 209–10
societal value and 20
statute vagueness and 23
strategic behavior versus 76–7
and tax use 26
theory of 32–3
third-party involvement and
findings 103
hypothesis 91–2
and turnover intention 54, 56
value conflicts and 10
versus compliance 76–7, 146
versus goal specificity 36–7
work complexity and
findings 50, 106, 186, 196
hypothesis 95–6
and work motivation 9–10, 54
goal and action competencies
goal ambiguity and 7
goal-authority-role sequence 5
goal clarification
and accountability 93
and administrative reforms 33–5
and goal ambiguity 215–16
PART and 34
and performance 93
in public organizations 35, 127, 226
skepticism in 226
goal clarity see goal ambiguity
goal commitment
moderation effect of 220
goal conflict 21–2
and goal ambiguity 21–2, 52
internal 16
public funding and 10
public ownership and 10
goal displacement 27, 81, 146
goal ambiguity and 27, 135
goal hierarchy 4–5
and hierarchy of formal authority 4
goal intensity 87
goal setting 1, 9, 22, 34, 151
political perspectives to 90, 124
see also reasons for goal ambiguity
in public organizations 11, 38
rational perspectives to 89, 126
goal specification see goal clarification
goal specificity
definition 36
and performance 36
versus goal ambiguity 36–7
and work motivation 36
goal-setting theory 36–40, 69–70
and goal ambiguity research 219–21
versus empirical goal ambiguity theory 35–40, 219–21
goal structure see goal hierarchy
government by proxy see third-party government
Government Organization Act (South Korea) 181
Government Performance and Results Act (GPRA) 34, 146

high performance cycle (HPC) 36, 39, 220, 221
high reliability organizations 178
House's path-goal leadership model and goal ambiguity research 221–2
human relations model 130
human resource development (HRD) goal ambiguity and 58
human resource management (HRM) 193
implementation 66
independent agencies versus executive department agencies 114–15
independent variables see predictors
indirect tools 100
information blocks 154
information distortion 26
goal ambiguity and 26
institutional location 114
insulation structure see political insulation
internal communication and goal ambiguity 52
internal process model 130
inter-rater reliability 85
Interstate Commerce Commission 24
interventions on society and goal ambiguity 9
intra-organizational conflicts goal ambiguity and 25–6
IT management 193
job satisfaction goal ambiguity and 54, 56
public versus private organizations 28
job-goal specificity see goal specificity
jurisdiction ambiguity 223
laboratory experiment 218
lack of rivals and goal ambiguity 10
leadership achievement-oriented 222
and goal ambiguity 222
directive 222
measure 193
learning (period)
direct 155
goal ambiguity and 32
and goal ambiguity findings 103–5
hypothesis 93–4
proposition 209
indirect 155
measure 100–101
and performance
finding 168
hypothesis 155–6
proposition 211–12
legal and administrative procedures 24
legislative constraints 30, 40
let managers manage 112
long-term goals 75
versus annual goals 79
long-term goals versus short-term goals 10
low-balling see gaming
management 177
management by objectives (MBO) 34
management capacity
definition 89, 182
and goal ambiguity
findings 103, 186, 196
hypothesis 89–91
proposition 208
measures 99, 182–3, 193–4
and performance
findings 168, 186–7, 196
hypothesis 153
proposition 211
management capacity approach 153
management capacity-goal ambiguity-performance path 90
managerial autonomy see managerial discretion
managerial discretion
goal ambiguity and 30–31
political insulation and 112–13
third-party involvement and 154
measurability of accomplishment
and accountability 25
goal ambiguity and 28
measurability of costs
and goal ambiguity 21
media salience 50
mediated moderation
model 152, 162
relationship
findings 172–4, 189–90
hypothesis 161
proposition 213
mission ambiguity 56
mission comprehension ambiguity 45
mission statement see official goal
moderator 111
motive 16
multidimensionality
test of goal ambiguity 85
multiple goals see multiplicity of goals
multiplicity of goals 21
and goal ambiguity 21
National Administrative Studies
Project (NASP) 44, 51, 56
National Park Service 114
natural experiment 218
New Public Management (NPM) reforms 35, 112, 113, 128
non-operational goal see official goal
number of functional divisions 183
number of manager-level staff 182–3
number of programs 101, 106, 157, 158, 168, 169
objective see subgoal
official goal 4
open-system model 130
operational goal 4, 11
operative goal 4
see also operational goal
organization conception 2
organization design theory 112–13
organizational age
and goal ambiguity 50, 184
and performance 184
organizational commitment
goal ambiguity and 54, 56
public versus private organizations 28
organizational goal
definition 2
forming processes 3
organizational goal ambiguity
definition 6, 45
dimensions 45–9
see also goal ambiguity
organizational goal specificity see goal ambiguity
organizational work complexity see work complexity
Index

outcome
  definition 80
  indicators 81
  -oriented efficiency indicators 82
output
  definition 80
  indicators 81
  -oriented efficiency indicators 82
paradox of goal ambiguity 8–11, 19, 127
  conception 8–9
  examples 9–11
paradox of public administration 225
PART see Program Assessment Rating Tool
passing the buck 27
path analysis 163
performance
  complexity and
    proposition 212
  concept 53, 130
external stakeholder involvement
  and
    proposition 211–12
goal ambiguity and 28, 53–4
  findings 138–42, 236–9
  hypotheses 133–6
  implications of findings 143–5
  proposition 210–11
  varying relationships 136, 140–42, 236–9
goal specificity and 36
learning (period) and
  finding 168
  hypothesis 155–6
  proposition 211–12
management capacity and
  findings 168, 186–7, 196
  hypothesis 153
  proposition 211
measurement methods 131
measures 131–3, 181–2, 191–2
models 130–31
organizational age and 184
program evaluation ambiguity and
  findings 138–9, 140–42, 238, 239
  hypothesis 135–6
program goal ambiguity and
  conceptual and measurement
    issues 145, 176–7
    findings 138–42
    hypotheses 133–6
    implications of findings 143–5
    varying relationships 136, 140–42, 236–9
program type and 154–5
size and
  findings 168, 186–7, 196
  hypothesis 156–7
  nonlinear relationship 178
  proposition 212
target ambiguity and
  findings 138–9, 142, 238, 239
  hypothesis 133–4, 136
third-party involvement and
  finding 168
  hypothesis 153–5
timeline ambiguity and
  findings 138–9, 142, 238, 239
  hypothesis 134–5, 136
work complexity and
  findings 168, 186–7, 196
  hypothesis 157–8
  nonlinear relationship 178
performance goal 4
  concepts and categories 75
  performance indicators 81–2
  person-job (P-J) fit 52–3
  and goal ambiguity 52–3
  personnel size 94
  and goal ambiguity 50, 51
  and performance 156
  person-team (P-T) fit 52
  and goal ambiguity 52
Planning Programming and Budgeting System (PPBS) 33
Plum Book see U.S. Policy and Supporting Positions
policy responsibility (regulatory versus nonregulatory)
  and goal ambiguity 49–50
policy uncertainty 90
political authorities
  formal 2, 8
  informal 8
political compromise
  and goal ambiguity 22–3
Performance goals in public management and policy

political influence
and goal ambiguity 52

political insulation
and goal ambiguity
findings 106
hypothesis 96
and managerial discretion 112–13
measures 117–18, 183–4, 194–5
moderation effects
findings 118–24, 172–4, 188–90, 198–200
hypothesis 116–17
implications of findings 124–7
proposition 210
structures 96, 113–16
theories of organization design and political control 112–13
theory 112–13
political rationality
and goal ambiguity 124
political salience 50
and goal ambiguity 50–51
political support
goal ambiguity and 29
and goal ambiguity 9, 52
political transaction
cost 116–17
theory 116–17
politically appointed administrators
versus careerist administrators 115
goal ambiguity 24
population size 194
possibility of external evaluation 70, 80
predictors of goal ambiguity 45–53, 89–96
findings 103–7
hypotheses 89–96
implications of findings 107–8
premature goal clarification 11, 226
presidential salience 50
prima facie evidence of mediated relationship 168
principal-agent theory 116
priority goal ambiguity 49
process-oriented performance 132
professional staff proportion 96, 101, 106, 157, 158, 168, 169
professionalism
and goal ambiguity 24
professionalization see professional staff proportion
Program Assessment Rating Tool (PART) 70–4, 131–3
controversy over 72–3, 132–3
criticisms of budgeting in 178
description about 71–2
and goal clarification 34
management section 71
performance assessment 71
as performance data 131–3
planning section 71
program type 71, 231
purpose and design section 71
results section 71
standard questions for assessment 232–5
stipulations for 93
compliance with 146–7
usefulness of 73–4, 132–3
program evaluation ambiguity 80–82
definition 80
and goal displacement 135
meaning 135
measure 82
and performance
findings 138–9, 140–42, 238, 239
hypothesis 135–6
reliability of the measure 85–6
validity 84–5
versus evaluative goal ambiguity 82
program goal ambiguity see also goal ambiguity
concepts and measures 77–82
conceptual and methodological issues for research 64–6, 76–7
definition 7, 70
learning (period) and findings 103–5
hypothesis 93–4
management capacity and findings 103
hypothesis 89–91
mediation effects of findings 168–74
hypothesis 158–60
need for empirical research on 12–13, 61–4
Index

and performance
  conceptual and measurement issues 145, 176–7
  findings 138–42
  hypotheses 133–6
  implications of findings 143–5
  varying relationships 136, 140–42, 236–9
political insulation and
  findings 106
  hypothesis 96
predictors of
  findings 103–7
  hypotheses 89–96
  implications of findings 107–8
reliability 85–6
size and
  findings 105–6
  hypothesis 94–5
third-party involvement and
  findings 103
  hypothesis 91–2
validity 83–5
work complexity and
  findings 106
  hypothesis 95–6
program management capacity see management capacity
program performance see performance
program performance goal 11
programs 101
propositions corroborated 207–13
public
  conception 8
  organizations 8
  policy 63, 109
  program 7, 12, 61–3
public administration and organization theory 111–12
public choice perspective 156–7
public funding 10
  and distinctive goals 21
  and external control 20
  and external demands 22
  and goal conflict 10
public organizations 8
public ownership
  and distinctive goals 21
  and external demands 22
  and goal conflict 10
public policy
  definition 63
  types 109
public program 61–3
  definition 7
  importance 12
public service motivation (PSM)
  definition 3
  and goal ambiguity 10–11
  goal ambiguity and 56
public versus private organizations
  external environment 8
  and goal ambiguity 43–4
  goal setting 9–10
  job satisfaction 28
  managers 7
  organizational commitment 28
  scrutiny 25
  work involvement 28
purposes see official goal
quality of feedback 221
quality of strategies 221
quantitative longitudinal studies 214–16
ratio of discretionary budget 184
rational goal model 130
rational management 133–4
rationality
  in administrative management 5
  assumption and management capacity 116
  versus politics 124
red tape 27
  goal ambiguity and 27, 58
Reinventing Government 34
reliability 83
responsiveness
  goal ambiguity and 31–2
risk avoidance see accountability avoidance
risk-taking culture
  goal ambiguity and 58
role ambiguity
  goal ambiguity and 58
routineness
  and goal ambiguity 51
satisfaction model 130–31
scrutiny
  public versus private organizations 25
second parties 91
self-efficacy 36
short-term goals versus long-term
  goals 10
size
  definition 94
  and goal ambiguity
    findings 50, 105–6, 186, 196
    hypothesis 94–5
    proposition 209–10
  measures 101, 183, 194
  and performance
    findings 168, 186–7, 196
    hypothesis 156–7
    nonlinear relationship 178
    proposition 212
Sobel test
  limitations of 179
social desirability bias 44, 73
societal value
  and ambiguity 20
South Korean case 181–90
South Korean central government
  agencies 181
statute vagueness
  and goal ambiguity 23
statutes
  adjustment of 24
  and bureaucratic power 227
  and delegation of power 23
  enactment of 24
  and political compromise 23
  reasons for ambiguous 23
strategic behavior
  versus goal ambiguity 76–7
subgoal 4
suppression effect 179
suppressor 172
target 69–70, 78
  ambiguity 77–8
  definition 77
  measure 78
  and performance
    findings 138–9, 142, 238, 239
    hypothesis 133–4, 136
  reliability of the measure 85–6
  validity 83–4
  target population ambiguity 223
task complexity
  effects 220
task-goal specificity see goal specificity
theory 36
type 32–3
third-party government 91
third-party involvement
  entities 91
  and goal ambiguity
    findings 103
    hypothesis 91–2
  and managerial discretion 154
  measure 99–100
  and performance
    finding 168
    hypothesis 153–5
third-party programs 99
  versus direct programs
    external involvement 99
    performance 154–5
third-party provision
  versus direct government provision 99
time
  limit see timeline
  proximity 79
  span see timeline
timeline 69–70, 79
timeline ambiguity 78–80
  definition 78
  measure 80
  and performance
    findings 138–9, 142, 238, 239
    hypothesis 134–5, 136
  reliability of the measure 85–6
  validity 84
turnover intention
  goal ambiguity and 54, 56
Type I error 168
uncertainty
  definition 112
  goal ambiguity as 30
types 108
unit of analysis
  difference in 219
U.S. Government Manual 118
Index

U.S. Office of Management and Budget (OMB) 71
U.S. Policy and Supporting Positions 117
U.S. Social Security Administration (SSA) 21, 115

value conflicts
  and goal ambiguity 10
vignette experiment 218
visibility 110

work complexity
  diversity of service needs for 194
  environmental perspective to 194

and goal ambiguity
  findings 50, 106, 186, 196
  hypothesis 95–6
  measures 101, 183, 194

and performance
  findings 168, 186–7, 196
  hypothesis 157–8
  nonlinear relationship 178

work involvement
  public versus private organizations 28

work motivation
  goal ambiguity and 9–10, 54
  goal specificity and 36