

**Public Organization and Management**  
**Dr. Vaneet Kashyap**  
**Department of Humanities and Social Sciences**  
**Indian Institute of Technology Tirupati**

**Lecture – 32**  
**Management of People in Public Organizations - II**

Hello, dear learners. Let us continue the discussion that I have started in the previous session. In the previous session, I have talked about the context of public sector organization and how the differences in the character of the public sector organization pose some challenges for the motivation as a concept. Then I have also talked about the meaning, the definition of motivation and how different researchers in the literature have tried to look at the aspect of motivation. And I have started discussing about the measurement tools which are available to measure the motivation level amongst the individuals in the organizations. Wherein we talked about job motivation, work motivation, intrinsic motivation, reward, expectancy and peer evaluation.

The meaning, how they are different from each other and there are tools available which you can review in the text of Rainey, Fernandez and Malatesta. In today's session, let's continue on some of the important aspects which are related to work motivation. Now, motivation to join an organization and continue to do work and stay with them. And motivation to work well and continue to do well are two different things. You may want to join an organization and work there, right? And then you should also have a motivation to work well. Then only we'll say that the motivation is leading to performance. You are only motivated to join but you don't want to stay and put in the efforts in the organization. So, it is important for the organizational managers and leaders to find out the ways with which once after people join, they have motivation to join, there are certain mechanism put in place, there are things in the environment, work environment which motivate individuals to continue to work well also. So, there are two different things.

You may just like to join the organization but may not be motivated to work. You just want to join the organization but to do well in the organization there are certain things that has to be taken care of by the organization and the managers and leaders which will motivate or direct individuals to work in the direction required to attain the objectives and goals of the organization. Important thing is motivation alone is not sufficient to drive high performance. For example, motivation to join alone. Is it sufficient? No. Motivation to work also. Contribution in terms of enhancing the performance, directing one's efforts towards the performance is also very important.

Apart from motivation, what another thing which we have discussed in the previous session was ability. Without ability, you won't be able to, even if you are motivated, you

may not be able to perform because ability is something which is required to do work. Example, if the work is given to somebody and that person is very much motivated to do work, but if that person lacks ability, there is no self-efficacy and self-confidence in that person to that they can do that work, then motivation alone is not going to work, right? So, ability is important. For example, you may have a willingness to do work and you are motivated to do work, right? But if this ability issue, then the organizational member should look for training aspects; coach people, provide them guidance, right? So, ability is one thing wherein people can be trained on, right? Especially when the new recruits are joining the organization, when they don't have much of clarity on the work expectations or how to do some kind of work, they learn from their social environment, they learn from their seniors and they get into the training programs. You know, the extensive trainings are given to these people to get accustomed to the culture of the organizations, the work expectations and how they need to conduct themselves in the work setting. So, ability if it's not there, even if motivation is there, it is not going to lead to the performance. So, vice versa is also true. If you are having ability but there is no motivation, so the work outcomes would not be good outcomes. Right? So, these are some of the important aspects which are related to the concept of motivation that the organizational leaders and managers, specifically I am talking about public managers, that they need to keep in mind.

So that they can devise some kind of practices or they can design some kind of strategies how they will try to link the efforts of the individuals with the performance by motivating them with the various factors. For that understanding of people in the organization is very very important. You listen to the perspective of people; you try to understand the expectations and manage their expectations and then direct their efforts toward the attainment of the goals. So, with this understanding of the context of motivation and the concept of motivation and related concept and various important aspects to it, let us continue the discussion on some of the theoretical frameworks or theories or we'll say that the perspectives on the concept of motivation wherein we will first focus on the need-based perspective on motivation, in text somewhere it is also called as content-based theories of motivation.

First of all, we will look at the background of this theory, assumptions what are the authors have taken and then we will continue with the frameworks review and once this framework review is done, we will look into the various cases of public sector organization and applicability of these frameworks in the public settings. Now, according to need-based perspectives or the content theories, the assumption is or the premise is that the needs deficiency. What are needs? Needs are the basic things that we need. right so if somebody's experience the need deficiency there is some kind of deficiency then one is experienced what they need they are not getting they are actually getting deficient about it or we call it unmet needs whatever we desire we are not or whatever we need we are

not getting it right we are expecting that thing but we are not getting it so that need is unmet need or we'll say need deficiency there is an experience of deficiency in terms of need satisfaction that people have Now, this particular unmet needs and need deficiency, it explained the motivation, behavior and actions.

Now, for example, if someone is feeling, experiencing deficient about something, deficient need, this particular need will actually motivate that individual to perform some kind of action. For very simple example, let us somebody is experiencing hunger. Somebody is hungry. what will you do when you are hungry this is the deficiency that you are experiencing that you are hungry and you are now in order to satisfy this particular hunger need which you are experiencing deficiency what you will do what kind of action you will indulge into you will look for food which can satisfy your hunger right so when we talk about somebody is experiencing deficiency in some kind of need for some kind of need in order to fulfill or satisfy that need people will indulge into actions that somebody who is feeling hungry and there is a deficiency of that need they will be motivated to indulge into the action to look for food or arrange for food and look for the ways they with the help of which they can satisfy their hunger need. So, according to the need-based perspectives or the content theories, the motivated behavior amongst the individual is explained because of the deficiency of needs experience.

They are experiencing some kind of needs deficiency that's why they are indulging into one or another behavior. Now, the question arises, what about satisfied needs? Will it continue to motivate the behavior, motivator for behavior? See, let's say once the needs are satisfied, the hunger need is satisfied, will it again motivate the person to indulge and to find again food? See, sometimes what happens is the previously satisfied needs can again become deficient. It's not about that, see, for example, being hungry, it's not like you can only feel hungry once. You can, after some time, can also feel hungry. So, once satisfied needs, they can again become deficient and then again it can be related to motivation for somebody's behavior. Right? So, it says that particular needs and motives, the assumption of the theory is, particular needs and motives of the individuals, they affect motivation.

All right, so in the next particular module on PSM and values, attitudes and motives, we will look into the details of needs and motives meaning and how it is linked with the motivation aspect. So according to the assumptions of this content theories and the need-based perspective, needs and motives, they affect motivation. People experiencing need deficiency or they have unmet needs, in order to satisfy these needs, the people indulge into the efforts to get and they are motivated to indulge into some kind of behaviors and action so that they can get that need satisfied for which they are feeling deficient about, right? Now, according to this need-based perspective on motivation and content theories, the theories are broadly classified as below. We will first review need hierarchy theory by Abraham Maslow, then we will move to reviewing the framework of ERG, ERG theory

by Clayton Alderfer. Then we will talk about the dual structure theory, Herzberg's two-factor theory, McGregor's theory X and theory Y and David McClelland's needs-based model to look into how people are you know, motivated to indulge into some kind of behavior and actions depending upon the need deficiency and need-based perspective in the literature.

First amongst the need-based perspectives and very well cited and discussed in the literature is the need hierarchy theory by Maslow. I have given the, you know, the citation also here, Maslow's A Theory of Motivation Psychological Review, it is published in A Theory of Motivation. This is the, one of the largely cited and read literature, in the literature theory about the motivation, human motivation. According to this particular perspective, as per Abraham Maslow, human needs are arranging themselves in the hierarchy of pre-potency. Meaning that some needs first of all have to be satisfied before other needs become dominant and people start experiencing deficiency about, right? So, there are always some kinds of needs which get more priority and they are more important than the other needs until or unless those needs are satisfied, people cannot think of any other kind of need that they want to satisfy.

We'll talk about this. The meaning is the appearance of one need rest on the prior satisfaction of another which is another which is more pre-potent need. We will talk about this with the help of this needs in the hierarchical theory. Now look at it is actually all these needs which Maslow have prescribed in the theory they are arranged in the pyramidal form and the levels below in the pyramid are telling or explaining that the lower level needs are more right in terms of more important than the higher level needs in the sense that the lower level needs have to be first of all satisfied then only people can start thinking about the other actions depending upon the deficiency of the need that they experience.

Now first among them according to Maslow are the physiological needs which are lying on the base of the pyramid. Physiological needs in terms of prepotency. Now these are the needs which are basic needs which people require to survive. food, shelter, clothing, bare minimum things which are needed by individuals to survive. So, when people they are feeling deficient about it, they don't have enough food, they don't have clothing, they don't have resources to survive, then these needs are more dominant needs. Now, these needs will do what? They will actually motivate the individuals to show or express some kind of actions which will help them to satisfy these needs.

For example, people will look for work, people will look for food, people will look for, you know, the shelter. What they will do is they need money, right? If they need money, they will actually show them in their actions by looking for work, right? By gaining access to resources, right? Looking for food, going to the organization which can help them. So, physiological needs, according to Maslow, they are the base of pyramid and

which are the most important. Until or unless these needs are satisfied, the higher-level needs will not make much sense to people. Simple if you look at if somebody is feeling very hungry, that person has not eaten for long time, days, weeks, he has not eaten.

At that point in time when somebody is hungry, experiencing this need deficiency of hunger, only attention that this person is going to give it to look for food. That person is not looking for anything else, having fun, going outside, going on an adventurous trip, enjoying luxury. No, they are not going to talk about or even think about that because this particular need at that time is very, very deficient. It is more important than any other kind of need, so when this happens people will indulge or direct all their efforts to satisfy that particular need first of all, so according to Maslow the physiological needs are important needs until or unless these needs are satisfied people cannot start even thinking about or you know expecting to behave in a manner which their higher order needs will ask them to once these physiological needs are satisfied people move up in the ladder

Let's talk about the security once they feel that they have all the survival needs then their security and safety Needs become more deficient, dominant in terms of experiencing need deficiency. Now they want to feel secure. Secure of what? They need job security. They want security from anything that is going to pose a threat to them. They need safety from the diseases. They need safety from the environment. So, this is something which they then start experiencing. In terms of pre-potency after physiological needs, next come is security and safety needs. Once these particular needs are also satisfied, that they got secure job, they have got their family and themselves secured, let's talk about health-related aspect of it, they have enrolled themselves into a health program, they have got insurance policy and so on and so forth. I am giving you some of the examples, there could be many others also. Now, once these are satisfied, now they are not, because they are satisfied, they will not even think about it, you know, after once they are satisfied, until they become again somehow deficient. After this becomes the aspect of socialization.

When people have started feeling deficient about companionship, they look for the relationships, affiliation from the others, being part of the society, being part of the group, right? So, in order to do that, what they can do is they become friends with others, they join some kind of groups, right? They try to get affiliation by showing efforts to other people in the group and try to satisfy their socialization needs, right? Once these are satisfied, people will start moving into the self-esteem category which talks about deficiency they feel because they want to feel pride in the work that they do, they want to enjoy luxury, job titles, promotions, right? All these kind of self-esteem needs then become deficient and they will indulge into the efforts to get these needs satisfied. Now top of the pyramid is the self-actualization needs. According to Maslow, it's about realizing the full potential or working up to the full potential by the individual is the self-

actualization need deficiency. So, for that people would want to work in meaningful work. They want to get into the contribution which will give them lot of satisfaction, immense pride in how they are contributing.

They want to be part of some kind of challenging projects. They want to contribute to the society. They have high needs for achievement. So, with this, they will try to satisfy their self-actualization needs. Now, if you look into the public sector organizations and the people working in the organization, research also talks about you know, two levels in the hierarchy. Two levels mean people at lower levels. This is different from what, you know, Maslow talks about, lower level and higher level. They say that people who are working in the lower level in the organization, perhaps for them, the physiological needs, security needs are more dominant, right? Money will much more satisfy them, right? Money is the motivator for these people. On the other hand people who are working at the higher level perhaps for them self-esteem and self-actualization needs are more important right and they indulge into the efforts and motivated to show behaviors which will help them satisfy self-esteem or self-actualization needs right on the other hand there could also be relationship of level what kind of pay people are getting from their jobs if people are getting higher level of pay in the organization or lower level of pay in the organization, how their motivational behavior will be. So lower-level people will be again, will be motivated by money, right? The materialistic things to get motivated to indulge into behavior, right? On the other hand, people who are working at the higher salary level, right? I'm talking about salary level here, higher salary level, then they will be motivated for their contributions, enjoying luxury, job titles, challenging assignment, meaningful work and engaging in the meaningful activity and the contribution towards society.

Literature also talk about, if you look at the public sector organization, largely they say that most of them at the higher level, they will be in the category of self-actualization as far as their contributions towards the society, the meaningful work, the sense of accomplishment, achievement is there in the public sector organization, right? There is also a lot of criticism of this particular theory done by various other researchers. For example, Maslow said that the one particular need will be more deficient at one point in time. There is no other need which will be deficient. But there could be cases when more than one need can be deficient at one point of time. People have no resources but at the same time they also feel that they are also not secure, feeling safety.

But according to Maslow, the pre-important needs, the other needs are more important before people start thinking about other needs which are less important until and unless the lower-level needs are satisfied. So, this is about the contribution of need hierarchical theory.

So next need theory in the need-based perspective is ERG theory. ERG stands for Existence, Relatedness and the Growth. This theory has been given by Clayton Alderfer. I have given the original reference here, paper of Alderfer, An Empirical Test of New Theory of Human Needs, which was published in Organizational Behavior and Human Performance. This particular theory is proposed as an alternative to Maslow's need hierarchical theory. There are some kinds of similarities and then there are differences. We'll look into this. If you look at the Maslow's lower-level needs, physiological needs and security needs, they are more related to somehow the existence needs proposed by Maslow. Clayton Alderfer, right? There are needs which are important for people to exist for their survival, right? Once they are satisfied, then people start talking about, thinking about relatedness need, which is more related to the socialization needs of Maslow. And then finally, the growth needs, which are more related to self-esteem and self-actualization needs. I'm talking about the similarity in some ways. But the ERG theory's assumption is based on simple frustration hypothesis, needs satisfaction to strength of the desires.

We'll talk about this. What does this mean? Now, if you look at the existence needs, relatedness needs and the growth needs which are given by Clayton Alderfer, it works on the assumption of satisfaction progression and frustration regression. For example, somebody is experiencing deficiency about experience, existence needs, right? So, they will put in the efforts they will be motivated to direct their efforts and action towards satisfying these needs so once these are satisfied they are satisfied they will progress to the next level which is the relatedness right which is more for social connection they look for companionship affiliation and so on so forth once this is satisfied they will move up in you know hierarchy not hierarchy up in the next level which is growth level needs then talking about growth level needs so this is the concept of satisfaction and progressions once you satisfied at the level then you will progress to the next level from existence to relatedness to growth but there is another important aspect related to this In case of ERG, let's say if some organization and somebody is trying to satisfy their growth needs but because of some issues they are not able to get their growth needs satisfied, they become frustrated and they regress to the relatedness needs. The needs which they were satisfied earlier become now more, you know, they start feeling deficient about and they start doing something to increase their involvement in the social groups. They will start having more, getting more motivation from joining the different kind of groups and take the work with them. So, frustration regression means that somebody is not able even if they are trying hard not able to get that need satisfied, they will regress to the level.

Where in the Maslow, until or unless the lower-level needs are satisfied they move not up in the ladder and they continue to remain on that particular ladder until or unless these needs are satisfied. So, this is the difference between both Maslow's theory and ERG. In some ways, they are similar depending upon how they are categorizing the various needs.

For example, Maslow's physiological and security needs are more related to existence needs, socialization more closely related to relatedness needs and self-esteem and actualization needs to growth needs. But only difference is satisfaction progression is okay both with Maslow and ERG satisfaction and progression once the level needs are satisfied people move up in the ladder and start thinking about the other needs but differences are in the frustration regressions if the level needs which are higher than the below are not satisfied even if persons are trying really hard they will regress to one level below So, this is the important difference between Maslow's and ERG theory of Clayton Alderfer.

Then dual structure theory given by Herzberg and colleagues. I've given the references here also of dual Herzberg's dual factor theory of job satisfaction and motivation a review of evidence and criticism published in personal psychology and some of which is also highlighted in the text of which is prescribed for this particular course. Now according to this particular perspective job satisfaction, they have two separate independent dimension, job satisfaction and job dissatisfaction. Now, first of all, what is the meaning of job satisfaction? Job satisfaction is all about somebody's attitude about their job, feelings about someone's job. One is doing a job and there is a perception which is related to the kind of job the person is doing.

I may have positive feelings for my job. Like I am feeling good about my job. I am feeling satisfied from my job. It's my attitude towards my job. I am satisfied. On the other hand, if I am not having good feelings or negative feelings about my job, I will develop the job dissatisfaction. Now, according to dual structure theory and Herzberg's and colleagues, these two dimensions, they are not opposite ends of the same continuum. It is not like on one side we have job satisfaction and other side we have job dissatisfaction. They are not at the same continuum. On the other hand, the author says that they are placed in such a way, I am drawing it here, on one side we have job satisfaction on other side we have no job satisfaction. One side we have job dissatisfaction and then no job dissatisfaction.

So, this is how the continuum works. It's not about exact opposite ends of the same continuum. It's not like job satisfaction one side, job dissatisfaction other side. The theory assumes two different types of factors which affect the motivation. For example, if we look at the continuum of job satisfaction and no job satisfaction, right? I will be either satisfied with my job Or I say, I am not that satisfied. I am not very satisfied from my job. Not satisfied. Job satisfied, not job satisfied. Factors are okay, but I am not satisfied. On the other hand, I have job dissatisfaction. I am completely negative feelings about my job. On the other side, we have no job dissatisfaction. Okay, I am not that dissatisfied, but it is not the condition where I am saying that I am not completely moving towards the job satisfaction. am not job dissatisfied. Something is missing there, right? So, please understand and keep this thing in mind. I will talk about why these are important for



understanding this factor, right? It's not an opposite continuum like job satisfaction and job dissatisfaction. It is like job satisfaction and no job dissatisfaction and no job dissatisfaction.

Now, theory assumes two different types of factors that affect motivation. One is motivators. They are intrinsic incentives such as interest in work, achievement and higher order needs which according to authors will always lead to higher job satisfaction. They say that these are the factors because they are intrinsic incentives which gives me much more satisfaction because of the kind of work I am doing. Work, achievement and higher order needs, these are the kind of things which are giving me much more satisfaction.

So, motivators always lead to job satisfaction. Okay, then this also leads to something which says that given the factor that we have of motivators because they are more internally, you know, placed in terms of work within give me lot of immense satisfaction, right? On the other hand, we have hygiene factors which are instinctive factors outside, external factors. For example, the working condition, the rewards, the behavior of supervisor, these are all beyond my control, right? So, whatever is there in the perception, these are hygiene factors. No matter how much salary I am getting, no matter how good relationships are, I will always be feeling some kind of dissatisfaction from the hygiene factors. That's why I'm saying, even if some improvement is there, I will say I'm not job dissatisfied, but it is not job satisfaction.

I'm talking about hygiene factors. For example, if you look at the rewards, rewards have been increased. So, I'm saying, I'm not job dissatisfied, but something more is required, right? Because it's a hygiene factor, you always want more of this. So that's why it relates more to the job dissatisfaction factor. Now, what is the very important contribution of this theory is, they say that beyond a point, if you start working on hygiene factors, we will not be able to motivate individuals that will lead them to job satisfaction. Understand this, hygiene factors can only prevent dissatisfaction. But to increase motivation, motivators are highly essential. So, first of all, hygiene factors are very important because they are the ones which is going to help individuals to move to the satisfaction level after a point. But if you continue to try to motivate people with improving hygiene factors, there's a limit to it, right? How many times you can increase salary of somebody? You don't have capacity to pay. And how many times you continue to give rewards to people, right? In terms of monetary rewards, I'm talking about. So, beyond the point, hygiene factors will not lead to any kind of satisfaction.

We can only prevent dissatisfaction. People are not dissatisfied, but to increase somebody's satisfaction, you have to find out other ways to motivate people. Now, for example, if you look at some of the people are actually experiencing job dissatisfaction because they are not getting good pay as per the industry standard. So, industry is paying much more but the organization is not paying them well. So, they are job dissatisfied

because the source of dissatisfaction is a hygiene factor which is pay, right? Now, what happened is the organization, they started working on hygiene factors. They said, okay, let's increase their salary to meet the industry standard.

Let's say that you have prevented dissatisfaction. Now, people are no job dissatisfied but you have nowhere moved them to a stage where it is called as no dissatisfaction. You know job satisfaction so what we have to do is first of all you take people from job dissatisfaction to no job dissatisfaction by working on the hygiene factors once this stage is particularly reached you then start working on the motivators factors to lead them to job satisfaction. Very important, especially in the public sector organization where the control of personal systems is not with the organizational leaders and managers and supervisors. They need to really find out the motivators which will actually motivate people to indulge into the behaviors and actions which are leading towards the higher level of performance. We discussed about the three important need-based perspectives. One, we started with need hierarchy by Abraham Maslow, then we talked about ERG theory by Clayton Alderfer, and then dual structure theory by Herzberg and colleagues.

So, these three different theories are largely based on the need-based perspective, dissatisfaction, the need deficiency, will lead to people engaging into the behaviors and the motivated to indulge into the actions and behaviors which will lead to high performance in the organization and the achievement of the goals. In the next session, we will continue to review the need-based perspective before starting discussing about the process-based perspectives and some of the Indian case studies.