

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

Lecture – 37
Public Service Motivation - II

Hello dear learners, let me continue the discussion on the various aspects related to needs, values, incentives. In the previous session, I have given you the very basic meaning of these terms and I have talked about the needs. and different you know the insights from the research with respect to the need patterns among the public sector employees depending upon the kind of levels they are working on and the depending upon the kind of salaries they were getting. So, let me continue and move to the next important aspect related to the performance behaviour and the motivation among people is about values. So, values, they say they are very basic components of motivation because they guide people's behavior. They will give the indication to the people what is right, what is wrong, how they should plan their work, which comes across to be or the work which is a good work.

And especially in the case of public sector organization, it has much more importance. So, as I have told you in the previous session also, Rokeach in this particular area is the authority. I have given the reference of the title also here, Rokeach Value Survey, The Nature of Human Values. Those of you are interested and you will find this particular resource available in all the major organizational psychology and behavior textbook.

Your textbook also by Rainey, Fernandez and Malatesta talks about this. We will just briefly review what the meaning of terminal values and what are the research insights on the values with respect to public sector employees. Now, as I have already told you that when we talk about values, we look at the end state of existence and of course, the specific mode of conduct or means to reach those particular states. So, according to Rokeach, the end state of existence, you know, what people are looking forward to in terms of achieve in their life, they are termed as terminal values, and what are the ways, what are the specific mode of conduct or the means if we say that to reach those values are considered to be the instrumental values as they talked about. Now, given example, some of the example that, you know, are mentioned in there in the text are, you know, from Rokeach, end state of existence people might be looking for, let us say, a comfortable life, some of the examples I am writing here, somebody is looking for end state of existence to be happy, happiness is another end state of existence or specific mode of conduct, what are the means that you are going to be using in terms of reaching that, you can be helpful you know, in terms of your behaviour means, what kind of means that you want to be using, you want to come across as a person who is polite person and

the same is also being used when you are, you know, your specific mode of conduct and also you see that these are, you know, socially preferable, you know, the values and then it guides your behaviour to reach to the end states of existence.

So, this is about the meaning of the terminal and instrumental values. Let us look into the example of what are the highly preferred and the least preferred terminal values and instrumental values among the public sector employees. Here I would like to mention the reference number 3 here by Connor and Becker, Personal Value Systems and Decision Making Styles of Public Managers. They actually found the similar results with respect to what is mentioned in the reference number 4 study by Sikula. So, according to Connor and Becker, the highly preferred terminal values among the public sector employees in terms of the end state of existence, some of the examples I am writing, they are looking for family security, that is what their paper mentioned, that they are the highly preferred terminal values or also self-respect. And the authors also mentioned that they are largely in, I would say, in line with what the other research also talked about the terminal values and instrumental values among the public sector employees.

Also, accomplishment, somebody is achieving sense of accomplishment in their end state of existence as terminal values. And highly preferred instrumental values among public sector employees found to be means of conduct, being honest, also being helpful and of course being responsible. And also if you look at being responsible is very important value in terms of your conduct in the public sector organization. And also if you can recall in the very first module when we talked about the framework of public management given by Lynn, we have talked about public management as a responsible practice. So, when you are a public official, you are holding your office, you have a great responsibility on your shoulder.

So, you have to conduct in a very responsible way. So, what is the responsible practice? We have looked into this in very much detail when we talked about Lynn's framework. For example, you have to be accountable. You should be rational, logical in your approach when you do the work for people. So the actions that you are taking, the decisions you are taking should not be erratic, should be well thought of responsible decision making.

So these are the aspects which are very, very important in the context of the public sector organization. So, if you look at the least preferred the values according to the research as I mentioned. So, least preferred terminal values are pleasure amongst the, pleasure as an end state of existence or I would say a comfortable life. And the instrumental values means of conduct they will say that, cheerful or polite. These are some of the values they have listed about in terms of what research says has been found amongst the people who are working in the public sector and of course, they also, these value system also will then lead to what kind of styles, decision making styles are being followed by the people.

Because we are not talking about the decision making here. So, if you are more interested in finding out the other decision making styles, please refer to the paper of Connor and Becker here to learn more about it in terms of the understanding. So, this is what about we are talking about the concepts of the values here. Moving on, we are going to talk about the concept of incentives and incentives as I have already told you about, what are the incentives? Incentives are the things which are there in the external environment which excites people to put in more and more efforts to get access to those resources from their environment. So, this is another important interesting area.

I will say the important variable that the organizations they work on. So, these are incentives and incentives can be both types, incentives in terms of money or incentives in terms of appreciation. So, we will talk about in terms of intrinsic and extrinsic rewards in that particular context. So, another important thing that I want to mention to all of you is, If you can recall when we discussed about the school of the management thoughts in the module number 2, we also talked about the Chester Bernard's economy of incentives, the concept where we talked about that when you really want people to work in the organization. So, their contribution and the efforts by the individuals, they actually, you know, you have to pay them, you know, you return this particular, you know, their service by the incentives.

There are inducements, they say, the word uses inducements given by the organization. So, contributions and efforts by individuals in return of incentives given by organizations. So, this is again also very true in terms of all the context of organizations being it public and private, people work because they expect organizations to return the efforts that they are putting in, in terms of the incentives, could be intrinsic or extrinsic. Now, in that context what Barnard also mentioned it that of course, design of incentives is one thing that you have to create incentives in such a way that it excites people to work. Also, if the effort they are putting in and the incentive they are getting in hand, if they are not in equilibrium, if they are not incentives, those are considered to be valuable incentives, then the contributions and the efforts made by people would not be great.

So, I am not saying always money. I am talking about in terms of the incentives that are valued by the people. So, money may not be always a motivator for people to do that, but certain inducement, the combination of inducement that the organization is providing people, that's what really matters. Now, once the incentives are designed or inducements are designed, The duty of the public managers and the of course we can say leaders is to look for the resources to provide those incentives. So, you also should have resources to provide those incentives.

I will just quickly review what we have discussed in the categorization of incentives as mentioned in the work of Barnard in the functions of executive. Barnard talked about two

broad categories of the incentives, specific incentives and the general incentives. So, in terms of specific incentives, they are saying that these are the, as the name indicates, these are the specific incentives, specific means incentives that are given to the individuals in the organization. For example, there could be examples of material related inducements which includes something which can be equated with the money, the things that are important for people so you design in that or also could be some kind of personal non-materialistic inducements. Your text also mentioned about this, but I am referring to the work of Barnard here.

You can also find very interesting insights much more on the functioning of public organizations, bureaucracy and things like that. So, in terms of the personal non-materialistic, it is something which is not equated with money. It is just to do with much more recognition, much more prestige, distinction or things like that. And in terms of general incentives which are available for people across, these are the incentives which are available for more and more number of people there. So, that is what is the categorization of incentive.

So, for example, in terms of general incentive if you look at, there can be associational attractiveness to work with an organization. Also, the working condition, what you are getting from the organizations and also personal comfort that you enjoy because of your association with that particular organization, a thing which is called as condition of communion. So, these are the incentives which are considered important. And of course, in addition to this, there are many other incentives also which are being listed, are mentioned in the text. But I am only talking about this because I am more interested in discussing about the research studies which try to give the insights on what are the kind of incentives which are more prevalent in the context of the public sector organizations.

So, let us look into some of the research studies published and they talked about the aspects of intrinsic and extrinsic rewards in that. So, if you look at the study by Buelens and Van den Broeck in 2007. They talked about that public sector employees, they gave less importance to pay, you know, which is an extrinsic monetary reward. So, public sector employees, they gave less, you know, importance to pay, which is an extrinsic motivation, monetary reward in comparison to their private sector contracts. So, they have done some analysis of the work motivation between public and private sector organization published in public administration review.

So, they talked about that public sector employees are found to be less motivated by the extrinsic monetary rewards and in comparison to their private counterparts. On the other hand, this study by Park and Word, they talked about that both public sector as well as non-profit sector employees, they are much more motivated by the intrinsic factors. They are motivated by intrinsic factors much more. What are the factors that they considered more important for the public and non-profit employees? It is to do with the

organizational reputation and of course the public service, their ability to serve the public that is what they have talked about in terms of the motivation with respect to intrinsic factors among public and non-profit employees. Now, the other, you know, this study talked about the intrinsic rewards, you know, which has higher motivational, motivation for public managers.

What kind of intrinsic reward they talk about? Work which is beneficial for the society. this is the kind of intrinsic rewards to say that work which is beneficial for the society also if one receive recognition of the work that they are doing for the benefit of the society also these people derive much more motivation from helping others and they have of course high achievement orientation. So, these intrinsic rewards are broadly categorized into these important intrinsic reward and they say that these are the high motivation potential, these intrinsic rewards are higher motivational potential for public managers. Then, there is an Indian study which is mentioned at the reference number 5 here by Satyawadi and Ghosh published in the International Journal of Human Resources Development and Management, the paper titled Motivation and Work Values in Indian Public and Private Sector Enterprises. According to these authors, they have also found a similar pattern in terms of intrinsic factors being higher, having higher motivation potential among the Indian public sector employees.

Let us look into what kind of intrinsic factor they have studied. So, according to authors Satyawadi and Ghosh, they talked about that intrinsic factors including achievement, self-control, achievement and self-control. Taking pride in one's work. Somebody is very much inclined towards their work and they are taking such satisfaction and pride in their work. And of course, one's involvement in one's job, also growth in one's career in the public sector.

And also your preference for the work activities you know what kind of preference you are having for the work activities which keeps you very busy in your work because you are really engrossed in their work, you value your work and when you do your work it really gives you lot of motivation. So these are some of the factors which has been found to be motivating the Indian public sector employees you know having higher motivation potential by intrinsic factors right There is another study which talked about the health sector in particular among Indian public sector employees. They say that intrinsic factors were found to have higher motivation potential. So, we see a similar kind of pattern here. But there are also other studies which do not find, who have reported the kind of mixed findings.

So, concluding remarks, I would say in this public and private sector comparison, of course, I have included studies which have talked about this, but there could also be exceptions in some of the cases and these exceptions, these mixed findings of whether intrinsic rewards are important or extrinsic rewards are important, they can vary. And that

variation is due to people working at different levels in the organization. Their demographic, such as age, if you look at the age, they also impact what they will prefer more in terms of intrinsic and extrinsic rewards. So, what I am trying to say, broad generalization would be difficult. Because there are many other factors also which can impact the way the public sector employees think about these reward systems.

There could also be aspect related to the culture which can possibly impact these, have something on the findings. occupational context, individual values and preferences could be different because of that you will see also a different kind of mixed finding from the literature also. But largely if you see that this has been found that you know intrinsic factors have a greater motivation potential for public sector employees. One of the another reason which I find is to be interesting is that why intrinsic factor holds very true in terms of having higher motivation potential among the public sector employees is to do with the long-term sustaining impact of these rewards rather than the extrinsic reward which will largely have a short-term impact. So, I would also like to recall the discussion that I have made when I discussed about the theory, Herzberg's two-factor theory where we talked about the hygiene factors and the motivators factors.

So, there when we discussed about this particular aspect, I discussed that the hygiene factors, the external factors in the environment, which is a source of kind of dissatisfaction for employees, no matter what organization does with those factors, they tend to you know, lead to the source of dissatisfaction. Maybe they'll give some kind of, you know, no dissatisfaction stage to people for some time, which is a short-term aspect of it. But for longer-term impact of the incentives, the motivators have the higher potential. And especially in case of the public sector organization, the motivators have to be thought about by the organizational managers how you know the organization will design the work environments and the jobs that continue to excite employees to sustain their efforts in terms of working hard in terms of enhancing their performance. So, this is another explanation that I could thought of in terms of why intrinsic factors are found to be important amongst the public sector employees with respect to having higher motivation potential.

But nevertheless, there are research studies which also talked about the mixed finding. Some studies they have found differences, others they did not find many differences and various factors that they have talked about we have just discussed in terms of different levels, age wise differences, cultural context and so on and so forth. So, this is about the aspect of the incentives in the organizational context. So, let us continue and see the aspect of motives. Motives are another important context that we need to discuss in relation to what we say as factors which can impact employees to work in the required or desired direction. Now, as we have talked about motives in terms of the, I would say the force within the individuals which is kind of pushing or influencing them to work into the

desired direction to achieve the motives that they have to fulfill and acquire from the outside environment.

So, here I would like to talk about the motives in the context of public organization and I am referring to the work of Anthony Downs, A Theory of Bureaucracy. So, according to Downs, in terms of motives, public officials or we will say administrators, according to Downs, they have complex set of goals that includes various elements. So, officials, they focus on complex set of goals with various elements. Let us look at what kind of elements they talk about. See, in terms of the public sector employees, officials who are working in the public sector organization on a bureaucracy as Downs mentioned, some of the elements of these goals are related to somebody's desire to contribute to public interest, desire to contribute to public interest.

Also, another element of the goal is to gain prestige or let us say power or also could be income. These are the important elements of the goals that the public official look forward to achieve. Also can be looking for security or convenience, taking pride in the work well done. These are all the elements which are mentioned by Downs in terms of the goals that the public sector officials or the administrator they like to fulfill or in terms of acquisition. Also could be loyalty towards some policy or I would say some institution, these are some of the things that they are important complex goals, set of goals with the various elements as they have listed.

Now, according to Downs, all these elements and the officials different preferences, these are the category of the elements in set of the goals that they are looking forward to achieve. Now, does not mean that all the people will look for all the kind of things, depending upon their individual preferences, depending upon the, I would say, the elements, the attraction towards these elements and of course, the individual preferences. Downs are actually categorized or classified official into two broad categories. And one of the categories defined by Downs is the category of the administrators. of the officials who are driven by self-interest and we will look into the category what they all these terms climbers, conservers all these terms are you know coined by, Downs in the paper.

So, two categories of people, officials who are driven by the self-interest and we look at on what basis of these elements these people they are giving preferences to. Also, another category is officials who are driven by the mixed motives, right. For example, zealots, advocates and statesmen. So, what I am going to do is I am going to talk about these officials in terms of what they would look forward to in terms of these goals, what are their inclinations with respect to their individual preferences and then we will further build on the aspect of public service motivation in that way. Let us first of all look into the aspects of the first category of the officials here, officials who are driven by self-interest.

So, these people, they derive motivation. We will see that they derive motivation for fulfillment of the self-interest because of the goals which are mentioned here. So, we look into this. Now, these people, they always give importance to the goals which provide much more benefits to them. You know, more rather than the organization or the society for which they are working. So, these are the people who are actually giving much more importance to the self-interest, much more importance to the kind of goals mentioned here which is benefiting them rather than their organization and society.

So, the first category of these officials as Downs mentioned are the climbers. Now, who are the climbers? They are the people who wanted to maximize power, maximize power and the prestige and hence the income also, maximizing power and the prestige is the motive, that these people wanted to fulfil, that is what is influencing them, pushing them, a force inside which is putting them to get into the efforts to achieve that particular thing. But how they would achieve? So, prestige, power and income, how they would achieve? What are the means to gain prestige or power? One of the ways is mentioned is, if you are really looking for prestige and power, you also have to gain access to the top level in the hierarchy, you know, in terms of, I am talking about getting promotions, you know, in the organizations or if that opportunity is not available within the organization, these people will look forward for these, you know, the opportunities elsewhere, in other organization which can actually increase, you know, their I would say power, prestige or income. So, these climbers, their motives are clear, they are driven by self-interest. So, their motivation is more to do with gaining prestige, gaining power and income by the way of reaching to the top positions in the organization because reaching at the top position will give them much more access to resources, give them much more prestige and of course, much more power, power to of course, control resources.

So, that's the category of climbers there. Then, there are conservers. Conservers also are the driven, you know, these people as the name indicates, conservers, right, they are more looking for the security, you know, focus on increasing or maximizing the security and of course, these people look for the convenience. So, you remember that we talked about these goals, you know, this complex set of goals. So, that's what the official driven by self-interest, some of the goals will be important for these category of, you know, the officials. So, these people, conservers, they look for security and they look for the convenience.

So, how they will, you know, achieve this? What are the means that they will follow to, you know, achieve this thing? For example, when we talked about climbers, climbers look for the opportunities within the organization and outside the organization to gain resources, more prestige and power and income. But for these people who are conservers, what they do in terms of their means to look for security and convenience is to maintain their positions. They want to maintain their position and they try to focus on maintaining the level of things that they were doing. These people are not motivated to do any kind of

changes because if the changes are to be introduced or changes are put in place, there will be a challenge to the status quo and they are feeling comfortable with. So, these are the characteristics of the climbers and the conservers who are officials, who are driven by the self-interest.

I will again pick up this discussion when we will discuss about the Downs' organizational life cycle model in the administrative reform module in our discussions in times to come. So, I will close here, I will continue this discussion on motives and officials driven by mixed motive in the next class and then we will talk about the public service motivation in much more detail.