

Job Performance and Motivation among Government Employees in Uttar Pradesh

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Abstract

Motivation and performance in administration assume paramount importance in the era of globalization, economic liberalization and new policy regime. There has been increasing demand of transparency and accountability in public administration in the context of globalization, economic liberalization and new policy regime. The improved technologies of information, communication and office management have also widened the scope of transparency, accountability and responsiveness in the governance in India. Motivation among the government officials is crucial for improving the performance and productivity in the organization besides motivation ensures high level achievements and individual performance in the administration. In the changing paradigms of development and governance, motivation assumes greater importance as competitive environment is creating better job opportunities. Thus, organizational effectiveness and smooth functioning of the administration demands high level of motivation in order to achieve the desired goals and objectives and efficient administration. Against this view point, present paper purports to review theoretical perspective of motivation and job performance with special reference to Uttar Pradesh

Keywords : Job Performance, Motivation, Job Satisfaction, Public Sector

Motivation among the different categories of bureaucrats has been found crucial for improving the performance, productivity and achieving the desired goals of development and administration. With a change of time, the steel frame work of bureaucracy is converting to the bamboo framework as corruption is becoming rampant in

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development administration in India. This has also led the nexus between politicians and bureaucrats, which has resulted in malpractices, corruption and mis-utilization of state machinery. The frequent transfers of bureaucrats, political interference in development administration, law and order and particularly in implementation of flagship schemes and welfare of employees have been the causes of concern as it affects the motivation and morale of employees to perform better.

Motivation has been variously defined by scholars. Usually one or more of these words are included in the definition as desire, wants, aims, goals, drives, motives and incentives. Motivation is a Latin word which means, 'to move'. Motivation is the process of channeling a person's inner drives so that he wants to accomplish the goals of the organization. It is a kind of behavioral concept by which we try to understand why people behave as they do. It concerns those dynamic processes which produce goal oriented behaviour. Dubin describes motivation as the complex of forces starting and keeping a person at work in an organization. It is something that moves the person to action and activity and suggests that there are forces inside the person starting and maintaining activity, whether we call them drives, instinct or wishes, they can be described as mechanism of the organism. 'In simple words motivation is will to *work*'.

Berelson and Steiner state that "A motivation is an inner state that energizes, activates or moves and directs channels behaviour towards goals". Standford and Wrightman describe a motive "thus it is restlessness, a lack, a yen, a force. Thus motivation is the process of creating organizational conditions which will impel employees to strive to attain organizational goal. According to Lillis – motivation is the stimulation of any emotion or desire operating upon one's will and prompting or driving it to inspire and encourage people to take required action. Tolman observes "more specifically the term motivation has been called intervening variables". Motivation has been defined by many social thinkers and psychologists in their own way, all definitions indicate that motivation is a goal oriented work or it is a kind of energy in every man required to, as boost to expend

energy to achieve the goal, the boosted may be a kind of reward incentives etc. “We may define motivation as a willingness to expend energy to achieve a goal or reward. It is a force that activates dormant energies and set in motion the action of people”.

The aim of initiative under administrative reforms always remains to provide an efficient, accountable, transparent and citizen-centric administration. Since the traditional form of invisible governance has become obsolete in the phase of globalization and liberalization, there is an all-round demand and emphasis on free access and availability of information to the stakeholders. In India, the Right to Information Act, 2005 has been an important legislation that recognizes the citizens' right to information. It also operationalizes this right by presenting procedures and mechanisms. The Second Administrative Reforms Commission, under the chairmanship of Shri M. Veerappa Moily makes a number of significant recommendations in order to make the legislation more progressive and comprehensive. The Commission perceives 'right to information' as the key to strengthening participatory democracy and ushering in people-centred governance. It also indoctrinates significance of transparency in the form of availability of information to the people and intelligibility about functioning of various governmental agencies. With the increasing use of information technologies, community driven change and media activism, the development administration is leading towards good governance. It calls for transparency, accountability, and responsiveness among the bureaucrats. Thus, the performance of bureaucrats not only depends upon motivation and morale but also the changing paradigms of governance. The present study purports to examine the motivation and performance among the different categories of bureaucrats in administration.

A number of research studies related to motivation, job enrichment, working conditions, organizational climate and culture and job satisfaction have been carried out however; there is paucity of literature and empirical data on motivation and job satisfaction among the bureaucrats in Indian political and administrative system.

Maslow suggested that there is a '*hierarchy of needs*' which people progress. Once a need at one level in the hierarchy is satisfied in an individual, it ceases to motivate their behavior; instead they are motivated by the need at the next level up the hierarchy. Though many found the idea of a hierarchy of needs appealing, we should stress that the notion has not much empirical support (Wahba and Bridwell, 1978). One content theory which does provide reasonably reliable measures for the needs it proposes is known as ERG theory (Alderfer, 1972).

Herzberg's two-factor theory is a second theory which makes the same basic point (Herzberg, and Snyderman 1959). The independent effect of motivators and hygiene's has been questioned, and at least one study has demonstrated that both can be related to job satisfaction and dissatisfaction (Schneider and Locke, 1971). Douglas McGregor also attempted to illustrate the connection between different models of motivation and managerial practices (McGregor, 1960). An emphasis on the role of an individual's cognitive processes in determining his or her level of motivation is what all process theories have in common. Individuals can also compare their effort-reward ratio to one that they experienced at one point in time. Equity theorists assume that this *social comparison process* is driven by our concern with fairness or equity. We perceive effort and reward not in absolute but in relative terms (Adams, 1965). Recent research (Summers, and Hendrix, 1991) (Dornstein, 1989) in real rather than laboratory settings supports Adams' original predictions and confirms equity theory as one of the most useful frameworks for understanding work motivation. The key role of employees' perceptions of their jobs is underlined again in the *Valence, instrumentality and expectancy* (VIE) theory. This explanation of employee motivation has been popular since the publication of Vroom's study (Vroom, 1964).

In a study by Hong et. al. (Long, Luang, Sun & Chiou, 1995), bonuses, dividends and pensions are the three types of benefit that were found to have the greatest impact on workers' performance. Larger firms often offer share ownership schemes as an incentive to

their employees, but Cully et al (Cully, G Dix, A O'Reilly & S Woodland, 1999) found that the presence of such a scheme has no measurable effect upon workers' motivation or performance. Over the past two decades, a major theme in organizations has been the "reengineering" of jobs in an attempt to make them more psychologically rewarding (Pefia and Reis, 2001). Reengineering may involve "job rotation" (switching employees between tasks to avoid boredom), "job enlargement" or "job enrichment" (LJ Mullins, 1996). Social interactions with colleagues are an important source of motivation in many jobs. To some extent these are beyond managers' control, but firms can seek to reduce the risk of de-motivating personal conflicts occurring, by taking care during the recruitment and selection process to hire appropriate individuals who will fit in with a team's culture (Bent, Forbes, Ingram and Seaman 2002). There is evidence that employees are best-motivated when they are pursuing specific "goals".(Cully, Dix, O'Reilly and Woodland, 1999) also found evidence that regular performance appraisals and monitoring of individual quality do help to "boost morale" and improve "workplace well-being". Nearly all employees regardless of their occupation or their status in an organizations hierarchy are motivated to some extent by pay (Wiley, 1997).

Faculties appear to have the needs which are the most mature. The academic environment attracts people who tend to be oriented to self-initiated, creative behavior. By Aldefer (1972) frustration of growth (generatively and self-actualization) increase the desires of relatedness satisfaction, and frustration of related needs lends to the desire for existence gratification. For instance, frustrated researchers might turn to affiliation available through teaching, frustrated teachers might move to another institution, extend their education, or participate more in administration. MacKeachie (1982), Leander (1982) and Ryan (1982) all suggest that faculty are intrinsically motivated and have limited positive extrinsic motivation possibilities. Intrinsic motivation is coincident with the higher levels of Maslow's need hierarchy, while extrinsic motivators are appropriate for the lower levels of the hierarchy. Deci and Ryan

(1982) indicate that intrinsic motivation appears to work equally well for both teachers and learners. A teacher who is intrinsically motivated seems to enjoy the activity for its own sake and has a good chance to get the student to seek the intrinsic rewards of learning. If a teacher is extrinsically motivated, students might conclude that learning is worthless in and of itself and lacks inherent value. Whitehead (1929) says that the ideal of a technical education is to be a commonwealth in which work is play, and play is life."

Several studies have highlighted the deleterious consequences of high workloads or work overload. According to Wilkes et al. (1998) work overloads and time constraints were significant contributors to work stress among community nurses. Workload stress can be defined as reluctance to come to work and a feeling of constant pressure (i.e. no effort is enough) accompanied by the general physiological, psychological, and behavioral stress symptoms (Division of Human Resource, 2000). Al-Aameri AS. (2003) has mentioned in his studies that one of the six factors of occupational stress is pressure originating from workload. Alexandros-Stamatios G.A. et al. (2003) also argued that "factors intrinsic to the job" means explore workload, variety of tasks and rates of pay. Rapidly changing global scene is increasing the pressure of workforce to perform maximum output and enhance competitiveness. Indeed, to perform better to their job, there is a requirement for workers to perform multiple tasks in the workplace to keep abreast of changing technologies (Cascio, 1995; Quick, 1997). The ultimate results of this pressure have been found to one of the important factors influencing job stress in their work (Cahn et al., 2000). A study in UK indicated that the majority of the workers were unhappy with the current culture where they were required to work extended hours and cope with large workloads while simultaneously meeting production targets and deadlines (Townley, 2000).

Role ambiguity is another aspect that affects job stress in the workplace. According to Beehr et al. (1976), Cordes & Dougherty (1993), Cooper (1991), Dyer & Quine (1998) and Ursprung (1986) role ambiguity exists when an individual lacks information about the

requirements of his or her role, how those role requirements are to be met, and the evaluative procedures available to ensure that the role is being performed successfully. Jackson & Schuler (1985) and Muchinsky (1997) studies found role ambiguity to lead to such negative outcomes as reduces confidence, a sense of hopelessness, anxiety, and depression. Several studies have tried to determine the link between stress and job satisfaction. Job satisfaction and job stress are the two hot focuses in human resource management researches. According to Stamps & Piedmonte (1986) job satisfaction has been found significant relationship with job stress. One study of general practitioners in England identified four job stressors that were predictive of job dissatisfaction (Cooper, et al., 1989). In other study, Vinokur-Kaplan (1991) stated that organization factors such as workload and working condition were negatively related with job satisfaction. Fletcher & Payne (1980) identified that a lack of satisfaction can be a source of stress, while high satisfaction can alleviate the effects of stress. This study reveals that, both of job stress and job satisfaction were found to be interrelated.

The study of Landsbergis (1988) and Terry et al. (1993) showed that high levels of work stress are associated with low levels of job satisfaction. Moreover, Cummins (1990) have emphasized that job stressors are predictive of job dissatisfaction and greater propensity to leave the organization. Sheena et al. (2005) studied in UK found that there are some occupations that are reporting worse than average scores on each of the factors such as physical health, psychological well-being, and job satisfaction. The relationship between variables can be very important to academicians. If a definite link exists between two variables, it could be possible for an academicians to provide intervention in order to increase the level of one of the variables in hope that the intervention will also improve the other variable as well (Koslowsky, et al., 1995). In this study, we would like to examine what extent of interrelation between the job stress and job satisfaction among university academic staff setting in Malaysia.

In order to cope with increased competitive pressure globalization

and demand for efficiency, many organizations have come to rely on the strategy of restructuring and downsizing. The effectiveness of this strategy, however, depends, in part, on its impact on survivors' work attitudes and behaviors. Unfortunately, much of the evidence from research on survivors' work-related attitudes and behaviors subsequent to restructuring and downsizing have documented evidence of feelings of job insecurity, *intent to quit*, decline in organizational commitment, loyalty and trust, among others (Brockner, 1998; Brockner, Grover, Reed, DeWitt and O'Malley, 1987; Cascio, 1993; Kets de Varies and Balazs, 1997; Armstrong-Stassen, 1998; Ryan and Macky, 1998; Wager, 2001). Of these, intent to quit poses the most serious threat to the effectiveness of the restructuring and downsizing strategy because if unchecked, with appropriate organizational interventions, it leads to voluntary turnover of high performing survivors on whose long-term commitment, motivation and loyalty, the success of restructuring and downsizing depends (Mueller et al. 1984; Mone, 1994; Mishra, Spreitzer and Mishra, 1998). What is more, intent to quit is considered to be one of the most reliable predictors of voluntary turnover (Price and Mueller, 1995; Hom and Griffeth, 1995; Muller et al., 1994). This underscores the need for a conscious and structured organizational approach to the management of survivors' adverse reactions (intent to quit and subsequent voluntary turnover) to restructuring and downsizing.

Using Lazarus and Folkman's (1984) theory of stress, Mishra and Spreitzer (1998) offer a theoretical model that explains survivors' responses to downsizing. It classifies responses as either constructive or destructive and explains how they are influenced by trust, sense of justice, empowerment and job redesign. Empowerment and work redesign, they argue, influence secondary appraisal and facilitate constructive active responses because they enhance survivors' assessments of their capacity to effectively respond to the challenges that restructuring and downsizing represent. Consequently, they respond by obeying orders, waiting willingly through good and bad times for conditions to improve in the organization, accepting the

goals and objectives assigned to them by management and by actively finding ways to help the organization fulfill the objectives of the downsizing. If this argument holds true, employee empowerment and job redesign would be related to affective organizational commitment, defined as an employee's desire to remain attached to an organization and work to help accomplish its goal (Porter et al., 1979; Mowday, Steers and Porter, 1979,). It also suggests that empowerment and job redesign can be organizational interventions that could mitigate “intent to quit” that is induced by the uncertainties that restructuring and downsizing create. This, of course, is based on the premise that constructive responses exhibited by survivors are manifestations of their desire to remain attached and work to help accomplish the goals of the organization. Conversely, intent to quit and the consequent voluntary turnover are manifestations of a decline of survivors' affective organizational commitment. In other words, affective commitment is a predictor of intent to quit and subsequent voluntary turnover.

A number of studies on organizational and personal effects of restructuring and downsizing have reported mixed findings. While some reported cost savings and improved efficiency, others have reported high organizational costs in terms of lower levels of employees= morale, *trust* (Henkoff, 1994; Cascio, 1993; Ket de Vries & Balazs, 1997; Brockner, Davy & Carter, 1985) and feelings of *job insecurity*, higher levels of stress, loss of productive employees and feelings of uncertainties among survivors. Just as the results are mixed for organizations, survivors' responses to restructuring and downsizing are mixed as well. In one study of survivors' reaction to layoffs, Brockner, Grover, Reed, DeWitt and O'Malley (1987) found that it took the form of reduced work performance and organizational commitment. In another, Brockner, Grover, Reed, and DeWitt (1992) found that survivors who perceived downsizing as a threat but who had high economic need to work, responded by increasing their work efforts. Therefore, while some see it as a threat to job security, breach of psychological contract and trust, others see it as an opportunity to advance and assume greater

responsibility by assuming the tasks and responsibilities of the victims. Mishra and Spreitzer (1998) are of the view point that constructive responses range from *obliging* (calm, relief, committed, loyal, following order, routine behavior) to *hopeful* responses (hope, excitement, optimism, problem solving, and taking initiative). The post restructuring and downsizing work environment is characterized by uncertainty, work overload, role overload and stress level as survivors struggle to assume the work duties and responsibilities of those lay off. Emotional reactions to all of these include, fear, anxiety, feelings of job insecurity, anger, bitter feeling toward the organization for not holding its end of the psychological contract, and sense of loss of friendly coworkers. A number of studies have found associations between these prevailing conditions and emotional reactions and intent to quit, and between intent to quit and voluntary turnover. Hom and Griffeth (1995) found positive relationship between role overload and voluntary turnover. Similarly, Mueller, (1994) found association between work overload and voluntary turnover. To some survivors, the job insecurity associated with restructuring and downsizing environment is viewed as an opportunity to pursue career opportunity elsewhere (Bennet et al., 1995). It should be noted, however, that availability of alternative opportunities may mitigate voluntary turnover. Unfavorable economic conditions may prevent survivals from translating intent to quit into actual voluntary turnover. In such situation, survivors' decision to stay in their current employment may results from continuance commitment. A review of organizational commitment research literature by Meyer and Allen (1991), and corroborated by Dunham, Gruba and Castaneda (1994), identified three types of organizational commitment: *affective, continuance and normative*.

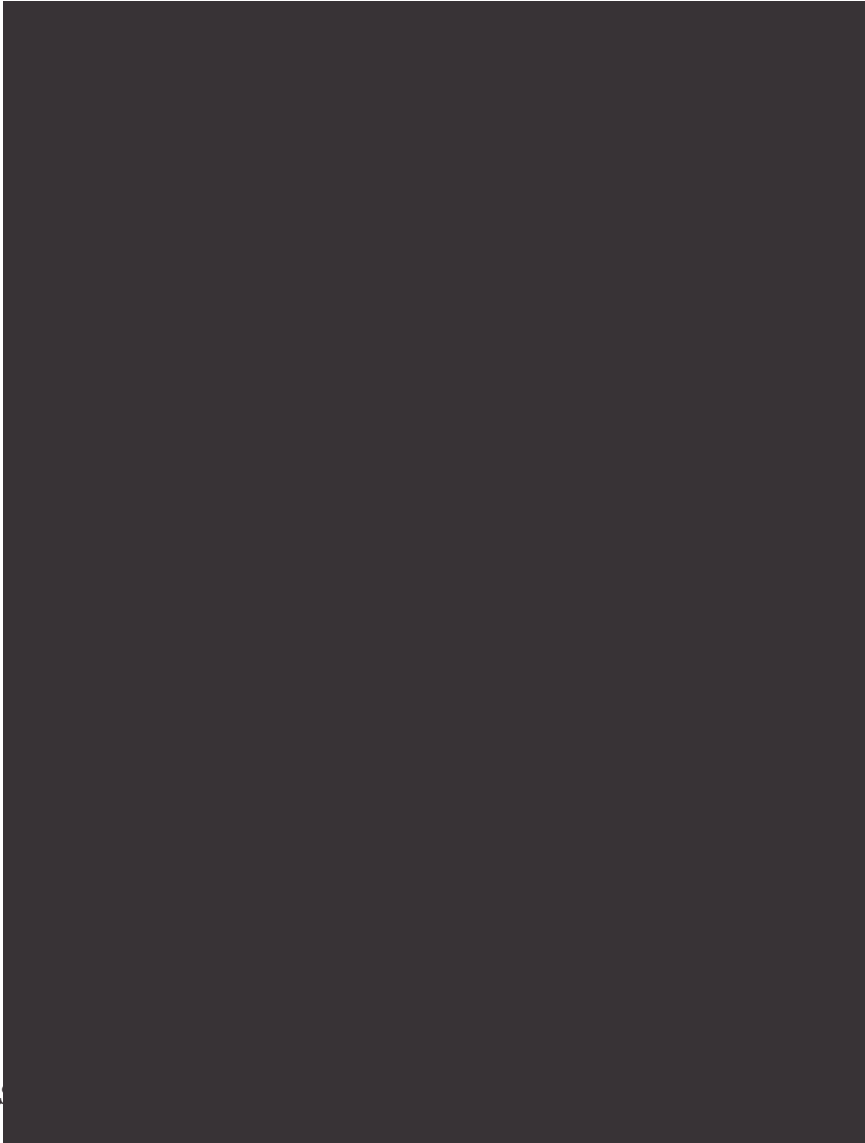
Job satisfaction is a highly researched work and attitude is commonly defined as “a pleasurable or positive emotional state resulting from the appraisal of one's job or job experiences” (Locke, 1976). Job satisfaction is associated with various organizational and individual outcomes (Judge, Parker, Colbert, Heller, & Ilies, 2001). For example, Violanti and Aron (1994) found that high levels of job

satisfaction were associated with improved psychological well-being, in their research with police officers. The relationship between low levels of job satisfaction and increased turnover behaviours is consistently produced (O'Leary-Kelly & Griffith, 1995). However, the associations between job satisfaction and actual turnover behavior are generally only moderate, and have also produced some mixed findings. The instability of job satisfaction over time probably accounts for these moderate predictions of turnover (O'Driscoll & Brough, 2003; Paton, Jackson, & Johnston, 2003), although this point has rarely been formally tested.

The onset of economic planning in India in 1951, with the launch of its First Five Year Plan, gave the Indian Civil Service the senior role in development administration. In this new mould, they were expected to (a) accept the ideological paradigm of development by the state, (b) design appropriate policy, and (c) implement policy. Cast in the Weberian model, the Indian bureaucracy was supposed to be neutral in the execution of their roles, but as Jackson (1983) states, this is an, 'extremely romantic, idealized view of the bureaucrat and the bureaucratic process'. Hirschmann called for reform of development bureaucracies in 1981, arguing that the situation had become 'deadlocked' (1981, 1999). However, attempts at reform of the Indian administration are not new. Over the years in India, many consultants' committees and commissions have been set up to revamp bureaucratic administration (Bhattacharya, 1997). Even a century ago, The Viceroy of India, Lord Curzon, was anxious to cut 'red tapism' within the service and reduce interdepartmental rivalries (Pachauri, 1997). Subsequent reforms under colonialism include parts of the 1909 Morley Minto reforms and the disastrous Montague-Chelmsford reforms (Pachauri, 1997). With Independence, reforms include the consultation with Paul Appleby and AD. Gorwala in the 1950s; the Santhanam Report; the monumental Administrative Reforms in the 1960s which submitted 20 reports; L. K. Jha's report in 1983; the report of the National Police Commission; and the Sarkaria Commission report on Centre-State relations in the 1980s, which included a section on the

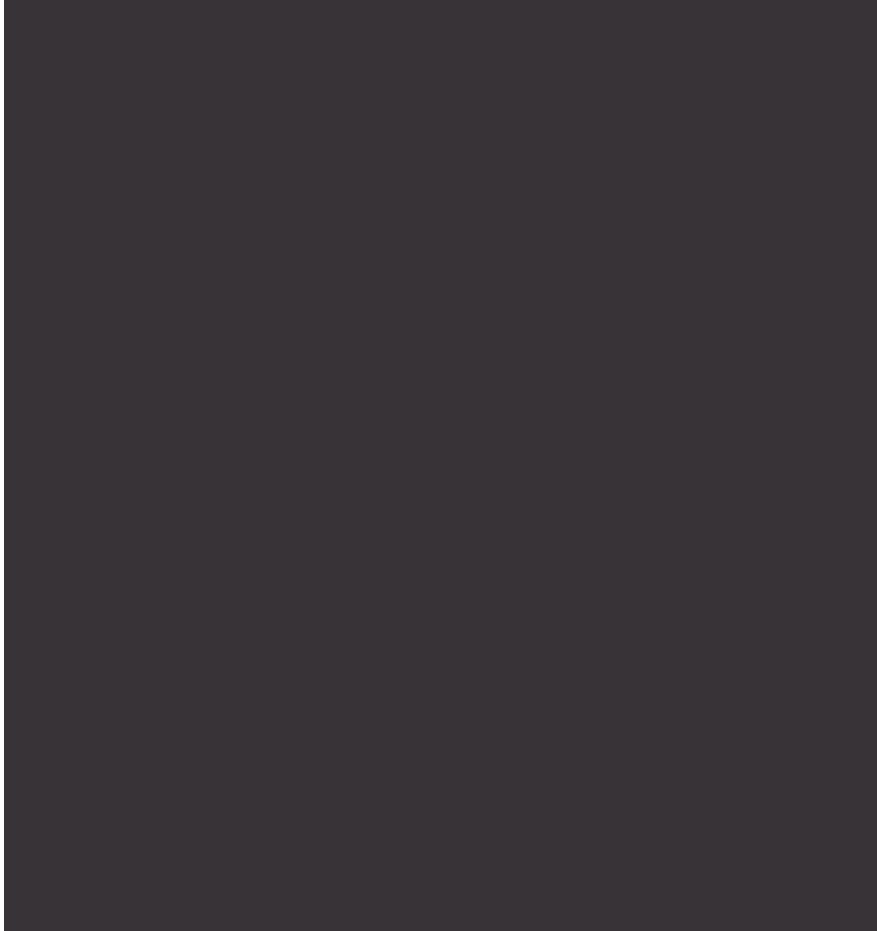
bureaucracy. With liberalization and the subsequent adoption of new public management initiatives, the bureaucracy have, in theory, been apportioned a less powerful role in development and administration. Economic restructuring has meant the administration is increasingly seen as a promoter and facilitator, rather than direct provider, of goods and services (Veron, 1999).

TableNo. 1: Employment in Organized Sector in Uttar PradeshYearNumber of Workers (in Lakh)



Employment in organized sector in Uttar Pradesh is shown in Table No. 1. The number of workers in organized sector has fallen down from 26.77 lakhs in 1991 to 21.53 lakh in 2010. However, Employment in organized sector has shown an increasing trend since 2005. Out of total employment in organized sector during 2010, 75.80 per cent employment was reported in public sector while only 24.20 per cent employment was recorded in private sector. The share private sector in employment of organized sector during 1991 was recorded 20.02 per cent only. Thus, there has been increasing trend of employment in private sector as far as organized sector of employment is concerned.

Table No. 2 : Industrial Activity-wise Employment in Public Sector in Uttar Pradesh (In Lakh)



During 2003, total employment in public sector was reported 16.92 lakh workers. Out of this, about 1/4th employment was recorded in public administration, defence and essential social security sector while 17.85 per cent employment was reported in transport, storage and communication sector. About 16 per cent employment was also reported in education sector during the year. During 2010, the employment in public sector has declined by 3.68 per cent. Public administration, defence and essential social security constituted largest share (27.88 per cent) while education sector constituted 16.73 per cent share (Table No. 2).

**Table No. 3 : Employment in Public Sector in Uttar Pradesh
(In Lakh)**



Employment in public sector in the state of Uttar Pradesh is shown in Table No. 3. During 2010, state government constituted more than 2/5th employment in public sector (42.34 per cent) while about 21 per cent employment was reported in quasi state government services. Central government employment constituted less than 20 per cent while employment in local governments was recorded 6.74 per cent.

Motivation is gaining importance in administration and development. The performance of government employees are affected by motivation, morale, and communication. The changing paradigms of development and governance are demanding committed bureaucrats while the degrading values in administration call for attention. The efforts for bringing transparency and accountability in administration are leading towards good governance; however, administrative reforms are essential for rejuvenating bureaucracy in India.

Suggestions .

- Changing the mindset of the government employees is important. This will be addressed to organizing programmes for orientation, training and capacity building. Thus, the government employees may be prepared for using modern information technologies and adopting proactive attitude for disclosure of information to the public..
- Change management is the biggest issue and challenge in application of e-governance and needs to be managed very sensibly, carefully and with utmost priority to ensure the effective implementation of e-governance projects.
- Sustained and committed political and administrative will is imperative for ensuring effective implementation of administrative reforms and ensuring the application of principles of good governance. It is imperative to complete the unfinished agenda of decentralization, the devolution of functions, powers, resources and functionaries to the local governments.
- Coordination among the various ministries, state governments, local governments and parastatal agencies needs to be enhanced in

order to plan, design, implement and sustain the administrative and governance reforms in India. It is suggested that the Central Government should setup a separate ministry for coordination among various ministries and departments in order to converge the resources, programmes, schemes and developmental projects besides ensuring the transparency and accountability in administration.

- It is felt that efforts should be carried out on priority basis for building the institution capacity by revamping the personnel system, skilled and professional staffing, organizational development and restructuring and business process reengineering to ensure the sustainability of governance reforms.
- It is strongly suggested that administrative continuity should be ensured by giving minimum average tenure to the civil servants and other public officials for bringing in accountability and administrative efficiency in governance.
- The government officials should be provided incentives and rewards time to time for better job performance and achieving good results in order to sustain their motivation and morale.
- There should be proper policy for transfers of bureaucrats. Adequate time should be provided for new postings with timely indication of transfers. The government officials should have minimum tenure and unnecessary transfers just for political reasons should be avoided.
- In order to sustain the motivation among the bureaucrats it is imperative to that there should be strict provisions and rules for promotions. Out of promotions or out of turn promotions should be discouraged through effective enforcement of human resources policy. It is further suggested that performance, annual confidential reports and achievements. Performance Appraisal System should be applied for assessing the performance of government officials for their promotions.

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