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Motivational Incentives of Civil Servants in Lithuanian Municipalities

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Abstract. *Effective public management cannot be imagined without efficiently functioning civil service apparatus. It is often stated that people working in the civil service are driven by idealistic motives, however, to ensure the implementation of the state's objectives, the efficiency and quality of civil servant activities, adequate motivational incentives of civil servants are necessary.*

The article analyses theoretical and analytical aspects of the motivational incentives of civil servants: the concept of incentives for civil servants, their value and typology, empirical level of investigation and the experience in the motivation of civil servants at the level of the local government. Theoretical and analytical analysis revealed that the motivation system for civil servants must be balanced, based on the combination of monetary, moral, political, normative and emotional stimuli, as well as responsive to the motives of civil servants and increasing their job satisfaction. The results of the research showed that the civil servants in Lithuanian municipalities are mostly motivated by moral and normative, and less often by political and monetary incentives. Institutions mostly focus on the willingness of civil servants to contribute to the creation of a society's well-being, to carry out their duty to the public and to serve as well as be loyal and committed to the institution and have possibilities for promotional personal development. The study highlighted the importance of the management and direct management in motivating civil servants.

Keywords: *civil service, motivation, incentives, local government.*

Raktažodžiai: *valstybės tarnyba, motyvacija, paskatinimas, vietos savivalda.*

Introduction

The activities of civil servants, as part of a modern public administration apparatus, are inseparable from the creation of public welfare, public interest, the achievement of state objectives, increasing confidence in government as well as improving the country's image. A rapidly changing environment, contemporary pace of life, ongoing public management and public administration reforms dictate the requirements for the civil service to focus more on human resource management and leadership, to change the work organization processes, to increase the attractiveness and prestige of the civil service. It is considered that only with motivated civil servants it is possible to respond promptly to changes in the external environment and the challenges faced by public authorities.

Regarding incentives of individuals and their interest in working as civil servants, the most commonly used point of view is that people, who seek employment in the civil service, are driven by altruistic, idealistic motives; however, various studies reveal that material motives are also important to civil servants. On the other hand, even driven by altruistic motives, however, without obtaining an appropriate external reward, a civil servant will eventually lose his/her job satisfaction, he/she will work less productively and will want to leave the public service. All this reveals, is that external reward provided by the organization is very important and significant for the motivation of civil servants and their interest in working in the civil service.

The motivation of civil servants is one of the main research objects of human resource management in the civil service. Foreign and Lithuanian scientists have analysed the issues related to the incentives of civil servants on various aspects. E.g., J. Taylor (2010) investigated the importance of key factors in the public sector workplace (extrinsic, intrinsic reward and direct leadership) when choosing a job in the public sector, J. G. Caillier (2014) – the connection between transformational leadership, public service motivation, admission valence and employee performance, A. Cristescu, L. Stănilă and M. E. Andreica (2013) investigated the importance of both extrinsic and intrinsic factors in motivating civil servants, C. Mafini and N. Dlodlo (2014) – interconnections between external motivation, job and life satisfaction. D. Diskienė and A. Marčinskas (2007) analysed the employee motivation measures mostly used in the public-sector institutions, J. Palidauskaitė (2008a) – motivating factors for civil servants, Ž. Židonis and N. Jaskūnaitė (2009) – individual factors of the personnel management system, including motivation of civil servants, M. Kaselis and S. Pivoras (2012) – the attitude of civil servants towards performance evaluation.

Despite the growing scientific discourse on the motivation of civil servants and the stimulus of their performance, the focus on this area of human resources management in the civil service is still insufficient. Scientific studies generally lack a comprehensive, systematic approach to the motivational incentives of civil servants, most often only some of the individual stimuli, their groups or interconnections with other elements of human resource management focusing on individual stimuli typologies are investigated or highlighted.

The object of the article is motivational incentives of civil servants. *The aim* of the article is to investigate the motivational incentives of civil servants in Lithuanian municipalities. *Objectives*: 1) to reveal the theoretical aspects of the civil servants' performance stimulus and motivational incentives; 2) to review the empirical level of investigation of the stimuli of civil servants' performance; 3) to analyse and evaluate how civil servants employed in municipalities are motivated by identifying performance stimuli as well as factors that determine the motivational incentives. *Article and research methods.* Theoretical and practical-empirical aspects of the motivation of public servants were analysed using general research methods: analysis, systematisation and synthesis of scientific literature. The empirical study was carried out using a quantitative research method, i.e. questionnaire survey.

Theoretical aspects of the civil servants' performance stimulation and motivation

In the most general sense, incentives can be understood as the organization's reward for employee work performance (Perry, Hondeghem and Wise, 2009). Incentives are a variety of tools and techniques, used by the organization to meet employees' needs and expectations, to ensure their job satisfaction, and at the same time – the implementation of their goals. This is especially important when it comes to civil servants and civil service, the purpose of which is to serve the public, to provide quality services to citizens and to satisfy public interests in accordance with the principles of democracy, cooperation, responsibility, accountability, strategic thinking, productivity and cost-effectiveness (Denhardt and Denhardt, 2003; Domarkas, 2007; Palidauskaitė, 2007a; Minkevičius and Smalskys, 2008). The civil service will not be able to function effectively and to achieve its objectives if civil servants are not properly motivated by the incentives that respond to their performance motives as well as increase their job satisfaction.

It should be emphasised that in the scientific work and the laws of different countries, the term "civil service" can be interpreted in the broadest sense, designating all the persons employed in the public service as civil servants, as well as in the narrow sense, when civil servants are described as only those who have the power to implement the functions of public administration. Lithuania follows the latter concept of civil service (Palidauskaitė, 2006; Glebovė, 2010) and civil servants are persons performing "civil service duties" and carrying out "public administration activities" (Lietuvos Respublikos valstybės tarnybos įstatymas, 1999, Article 2 (2); new version since 01-07-2002, current version since 01-01-2018).

Public servants can be motivated with a variety of stimuli which in scientific literature are divided into intrinsic and extrinsic ones (Manolopoulos, 2008; Groeneveld, Steijn and van der Parre, 2009; Taylor, 2010; French and Emerson, 2014; Bullock, Stritch and Rainey, 2015), tangible and intangible (Thom and Ritz, 2004), material and socio-psychological (Žilinskas and Zakarienė, 2007), financial and non-financial (Šavareikienė, 2008). In any case, some incentives are related to monetary, and others to non-monetary reward for public servants for the work

performed. In this context, the most appropriate classification of incentives is into monetary and moral ones (Figure 1).

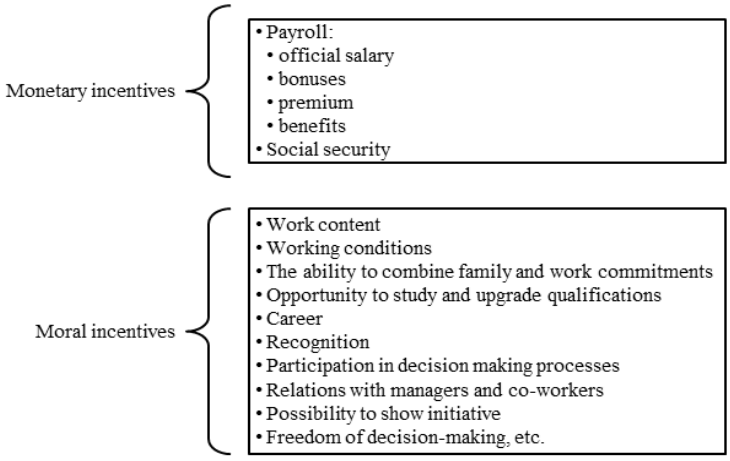


Figure 1. **Classification of the incentives for civil servants**

Source: created by authors.

Following the figure, monetary incentives include a payroll system, social security, reimbursement of expenses and other benefits. Meanwhile, moral stimuli are related to work content, working conditions, career development, recognition, freedom of decision-making, combining work and family commitments, etc. Monetary stimulus is more oriented towards the satisfaction of the primary, while moral ones – to the secondary demands of civil servants. Below, each group of incentives is discussed in more detail.

Monetary incentives

The motivation of civil servants by wages, i.e. monetary compensation for the time, energy, efforts and activities performed for the organization, is one of the key measures used to make a positive impact on the civil servants' motivation and job satisfaction. On the other hand, the successful achievement of these goals is possible only if the civil servant's salary is adequate (Robbins, 2003; Perry, Mesch and Paarlberg, 2006; Palidauskaitė, 2007b; Granickas, 2010), sufficient (Jucevičienė, 1996) and corresponding to the motives of their activities. Looking from the perspective of motivation theory, monetary motivation of employees is mostly oriented towards the satisfaction of the individual's primary needs, however, even considering the ideological, altruistic origin of the functioning of the civil service, hardly anyone could deny the importance of monetary compensation for the civil servants' work, even having in mind that money constitutes not only a major part of economic, financial, political, legal, but also social relations.

The system of public servant payroll is often seen as static, conservative,

restricted, limited to the legal provisions, and difficult to change (Hansen, 2014). The way for its modernisation was opened in the end of the 20th century by the start of public administration reform related to wage decentralisation, focus on civil servant qualifications, performance results and level of responsibility in rewarding for the performance of employees (Bossaert, Demmke, Nomden and Polet, 2001). A pay-for-performance system, when the increase in the civil servant's salary is related to the evaluation of his/her activity, was introduced in the civil service: when the activity is productive, and the results are better – wages increase faster, when performance is worse – they increase slower and when they are unsatisfactory – wages do not increase (Brewer and Kellough, 2016). Although this system is considered more flexible, fairer and allowing for a better link between the salary of a civil servant with his performance results and motivation compared to the traditional one (Willems, Janvier and Henderickx, 2006; Rosen, 2007; Myers, 2008; Houston, 2009; Kim, 2016), however, due to the specifics of civil service activities, their complexity and multi-functionality, limited possibilities to assess the contribution of a single public civil servant to a joint activity as well as the results or their absence, the application of the pay-for-performance system in the civil service is complex, expensive, uncertain and difficult to apply (Perry, Mesch and Paarlberg, 2006; Langbein, 2010; Walther, 2015; Brewer and Kellough, 2016). According to D. Bossaert, Ch. Demmke, K. Nomden and R. Polet (2001), L. Langbein (2010), variable pay system consisting of a fixed base unit (e.g., official salary) and its complementary variable component (e.g., extras, bonuses, payment for working on Sundays and public holidays, at night, shift, overtime, etc.), the amount of which depends on the quality of the civil servant's work, the results achieved, length of service in the civil service, qualifications, etc., is offered as the best alternative for the pay for performance system. From a formal point of view, such method of paying for work in the civil service implies the optimum and flexibility of the payroll system, as well as certain connections with performance-based payment. On the other hand, extras and bonuses for civil servants are often paid in order to increase their wages artificially, without any regard to the real performance results, achievements, quality of work, etc. This way, the incentive effect of extras and bonuses on the motivation of civil servants is lost, the wage system is unbalanced and the very idea of a variable wage system is distorted, not to mention a negative impact on the civil servants' job satisfaction as well as human resource management in the public-sector institutions. Similarly, the process of the allocation of extras and bonuses to civil servants is not always transparent and factors such as abuse, selfishness, likes and dislikes cannot be avoided.

Various social guarantees are also provided to civil servants, e.g., social and pension insurance, holidays, support, concessions, discounts, etc. Social guarantees aim to provide certain benefits to civil servants and to protect them and/or their relatives in certain life situations (Palidauskaitė, 2009). Social guarantees are usually related to various compensations and benefits. In other words, regardless of the nature of social guarantees, ensuring the final result acquires monetary expression.

Motivation of public servants, which is purely based on monetary incentives, can

only be effective and successful for some time. People get used to rising wages quickly, that's why, excessive increase in wages which is not supported by any objective performance indicators, is eventually regarded as a norm by the employees, while the payment of extras and bonuses is perceived not as a motivation or evaluation of the work performed, but as a matter of course. On the other hand, motives for the activities of civil servants, beliefs, values and requirements are constantly changing as the surrounding environment changes. Therefore, besides the willingness and the need of a civil servant to receive a suitable monetary reward for work, there is an ambition to do a pleasant and interesting job, to be promoted, to be recognised and appreciated, to maintain good relationships with colleagues and superiors, etc. Moreover, every civil servant is a personality with a different scale of priority activity motives, that's why, what is important for one, may be completely irrelevant to the other: some civil servants may be mostly focused on receiving monetary reward for work, while others – on feeling important and necessary, and the third ones – on earning money and feeling important. Therefore, the maximum effectiveness regarding both organization and employees when motivating civil servants may be achieved by combining both monetary and moral incentives ensuring their constant review and compliance with the motives of the civil servants.

Moral incentives

The content of the work carried out by a civil servant is usually considered to be one of the predominant moral incentives. According to T. Kinni (2006) understanding that the work carried out is valuable and the ability to do it well increases employee self-esteem as well as the pride in their work.

Very often the work in civil service is treated as highly formalized, "pushed" into the frame and bureaucratic procedures, not interesting and monotonous. In the long run, such work for civil servants may cause boredom, apathy, indifference and have a negative impact on the quality of work, etc. To enrich the work of civil servants, more autonomy and responsibility should be given, initiative and creativity should be promoted, more complex but clearly defined tasks and goals should be identified by leaving some freedom for decision-making. They should also be included into the decision-making processes, etc. (Robbins, 2003; Vandenabeele, Depré, Hondeghem and Yan, 2004; Palidauskaitė, 2007b; Demmke, Henökl and Moilanen, 2008; Marcinkevičiūtė, 2010). Possibility to participate in the decision-making process enhances the job satisfaction of civil servants, their self-esteem and the sense of identity with the organization (Leisink and Steijn, 2008). It also helps to learn more about the organization, its goals and objectives, promotes more effective and quicker solution of emerging issues and encourages more efforts in carrying out the assigned tasks (Simon, 2003).

In the context of moral incentives civil servant's job security and creating comfortable working conditions are becoming increasingly important. Civil service is often perceived as a kind of hustle in the ever-changing labor market, which is more or less protected against economic fluctuations and providing certain social and

economic security. Following B. G. Peters (2002), employment in the civil service is regarded as fairly stable, profitable and economically attractive. On the other hand, in a modern economy, under the impact of international interests, political, social, public and other factors, in the context of public administration reforms the stability and security of the work in the civil service are rather conditional and relative.

Working conditions include the creation of physically and emotionally favorable working atmosphere, opportunities for the career (vertical and horizontal), learning and qualification upgrading, the application of flexible working time principles, allowing to work part-time, remotely, flextime, to combine family and work commitments, etc. (Bossaert, Demmke, Nomden and Polet, 2001; Jagminas, 2007; Palidauskaitė, 2007b; 2008b; Žičkienė and Kovierienė, 2008; Turkyilmaz, Akman, Ozkan and Pastuszak, 2011; Al-Nsour, 2012, Negricea, Avram, et. al., 2017). On the other hand, while improving the working conditions of civil servants, it is necessary to follow the criterion of reasonableness and not to overdo it, because according to J. Palidauskaitė (2008b), people are very quick at getting used to the positive changes, therefore, the constant improvement of working conditions will eventually lose its incentive to motivate employees.

The moral incentives of civil servants also relate to the organization of teamwork, common activities during non-working hours, prevention of conflict situations at work and their reduction, congratulations on the occasion of life events, opportunities to plan vacations independently, to prepare for the political career, to participate in expert, project activities, to help poor and other people, extra time off etc. Probably one of the most controversial moral incentives is the imposition of official penalties for civil servants for their misconduct. The very concept of "penalty" essentially has a negative shade and raises a question, how a punishment can be an incentive? However, such a "negative" incentive is intended to promote the proper conduct of a civil servant and the performance of his duties.

As far as moral incentives are concerned, the role of a manager in motivating civil servants should be emphasized. If possibilities for the application of monetary incentives for motivating civil servants in most cases are described in the legal acts and the role of the manager is less significant, the influence of the direct manager and its management in motivating civil servants by moral incentives is huge and sometimes essential. In many cases the manager and his management style have a direct impact on the team atmosphere, work planning and organization, employee motivation, well-being at work and attitude towards work. The manager, especially the direct one, outlines the principles and directions of employee motivation, which are not necessarily always true and objective. Sometimes the decision of the manager, especially direct one, to encourage a civil servant may be determined not by the professionalism and achievements of the employee, but by the sympathy, nepotism, instructions from senior executives, etc.

If civil servants receive thanks, honors and positive feedback, i.e. recognition from their executives, they feel that they are valued, respected and trusted. Individuals who feel the recognition work with more responsibility, they put in more effort and

they are interested in not only their own positive results but also in the organization's performance. On the other hand, too much attention from the manager and excessive praise can not only lose incentive effect, but also have a negative influence on employee motivation, feelings and behavior (Petkevičiūtė, 2002; Rosen, 2007; Dijokaitė, 2009; Moynihan, 2010).

Direct manager's role in motivating civil servants manifests itself through the evaluation of their performance. Assessing the performance of civil servants, their current level of activity is compared with certain performance standards (Dessler, 2001) in order to provide feedback on the achieved (non-achieved) performance outcomes. Performance evaluation is related to career, learning and qualification development opportunities for civil servants and changes in the size of wages (decrease or increase).

In summary, we can say that the motivation system for civil servants must be balanced, based on a combination of monetary and moral incentives, responding to the motives of civil servants and increasing job satisfaction. While applying both monetary and moral incentives it is important to maintain a sense of proportion, "not to overload" the motivation system, because the constant improvement of working conditions, wage increase and so on, will become the norm for civil servants and it will not be appreciated, will lose motivational effect and will become a meaningless waste of organization's money and energy.

Managers have a huge responsibility in motivating civil servants. Decisions they make have an impact not only on the incentives used to motivate or not to motivate a certain civil servant, but also on the essential motivational principles of the civil servants, psychological climate among the staff members as well as the well-being and performance of individual employees.

Empirical investigation level of the motivational incentives of civil servants

Having examined the motivation of civil servants from a theoretical point of view, it is relevant to look at the peculiarities of the motivational incentives for civil servants through the prism of practical investigation. It must be considered that this chapter contains the discussion of the research data related to the motivational incentives for civil servants carried out by different authors.

Using the typology of intrinsic and extrinsic stimuli D. Manolopoulos (2008) interviewed Greek public-sector employees. The most important extrinsic factors of employee motivation, that were identified by the respondents were wages, the ability to have authority and to be promoted to higher positions (whereas working conditions, communication and cooperation in work were marked as less important). Possibility to take responsibility, to do a creative work, promotion of initiative was named by participants as some of the most influential intrinsic factors having the most influence on the motivation of employees. The impact of other intrinsic factors such as opportunities to improve competence, meeting the need for respect as well as social needs, etc. on employee work and motivation were marked as less significant

or almost insignificant by respondents

The research carried out by D. Manolopoulos (2008) revealed that public sector managers should combine both intrinsic and extrinsic factors for the employee motivation, but the importance of external reward for employees is higher. During the research differences in the assessment of the importance of intrinsic and extrinsic motivation factors influenced by the demographic characteristics of respondents, such as gender, age, marital status, education, were also identified.

Using a similar methodology of the classification of incentives into intrinsic and extrinsic A. Cristescu, L. Stănilă and M. E. Andreica (2013) carried out a survey of the civil servants working in the central and local government in Romania. The study revealed that about 70% of civil servants are motivated by extrinsic factors rather than intrinsic ones. Some of the most important extrinsic factors motivating respondents were wages, bonuses and awards, working conditions, work stability, status, communication with the team and the prestige of the profession. The most important intrinsic factors for the respondents were the opportunity to be useful to the community, personal achievements at work and work-life (in family) balance, professional development, pleasant working environment, freedom of initiative, authority and responsibility as well as work autonomy.

The survey showed that civil servants are encouraged through both internal and external factors. They are usually motivated by providing opportunities to learn, by being promoted with the increase in wages (depending on the length of service in the civil service), being paid for work in hazardous conditions, gratitude for the work efforts, etc. The study revealed that younger civil servants feel more motivated by intrinsic factors, while longer-term civil servants, executives and high officials – primarily by extrinsic motivational factors (Cristescu, Stănilă, Andreica, 2013).

In 2005 using secondary statistical data analysis access J. Taylor and R. Taylor (2009) analysed the International Social Survey Program data set, covering 15 countries. The researchers found that in most of the countries surveyed, with the exception of the US, Denmark, France, Bulgaria and Russia, public sector employees are paid an effective salary, which was slightly higher than the average wage of that country. The survey showed that wages for public sector employees are not the most important stimulus and the value of wages for motivating employees with high internal motivation is low.

A survey of civil servants in the EU Member States carried out by Ch. Demmke, T. Henökl and T. Moilanen (2008) also showed that not wages, but the content of the work is one of the most important incentives for the motivation of civil servants. The institutions of public administration try to motivate the civil servants by increasingly applying job enrichment measures, i. e. they delegate civil servants more responsibility, give more autonomy, flexibility to control their activities, to participate in decision-making processes, etc.

More than 70% of survey respondents indicated that they have very good or good working conditions, including career opportunities, working time flexibility, work autonomy, etc. Assessing wages, the majority of respondents emphasized that it

is not competitive compared with the private sector. The study also revealed that there is a lack of justice in the system of promotion of civil servants and objectivity in the evaluation of activities, and highlighted the influence of the career model on the assessment of these areas (Demmke, Henökl and Moilanen, 2008).

The weaknesses in the performance evaluation and payroll systems in the civil service were also revealed by the data analysis of Civil Service Reform Assessment Survey performed by J. Kim (2016) It showed that the efficiency of the payment system based on the results was influenced by the transparency and fairness of the employee performance evaluation system. The study also highlighted the controversy in the performance-based payment assessment. Part of the respondents consider that performance-based payment is a good way to increase the productivity of employees, others, however, tended to assess this type of payment system skeptically, they doubted its benefits to employee productivity. In addition, favoritism was identified as one of the performance evaluation problems.

Investigation of the attitude of Lithuanian civil servants towards performance-based evaluation carried out by M. Kaselis and S. Pivoras (2012) also revealed contradictory assessment of the application of the official service and performance-based payment system in the civil service. On the one hand, survey participants indicated that the linking of the performance-based evaluation of service activity to the performance-based payment system could increase the motivation and efficiency of civil servants. On the other hand, due to the possible bias of the performance evaluation, subjectivity, various manipulations, unclear defined evaluation goals, criteria and indicators there were doubts concerning the success and benefits of the linking of the performance-based evaluation of service activity to the performance-based payment system. More than half of respondents indicated that performance evaluation based on results is unlikely to increase the motivation of civil servants and will not improve the quality of service activities.

It can be argued that the results of the investigations performed by J. Kim (2016) as well as M. Kaselis and S. Pivoras support doubts in the scientific discourse concerning the purpose and efficiency of the use of the performance - based payment in the civil service.

Some peculiarities of the activity incentives of civil servants were revealed by the civil servants' motivation survey carried out by J. Palidauskaitė in 2007 by the order of the Civil Service Department under the Ministry of the Interior of the Republic of Lithuania (hereinafter – the Ministry of the Interior). The study showed that civil servants are mostly motivated by job satisfaction, objective and transparent performance evaluation, fair and adequate performance evaluation in monetary terms, salary linked to work results, good psychological climate, clear tasks, work content; while the most demotivating factors are inadequate wages, poor leadership and high bureaucracy (Lietuvos valstybės tarnautojų motyvacijos tyrimo ataskaita, 2008; Palidauskaitė and Segalovičienė, 2008; Palidauskaitė, 2008a). Improper management, inaccurately and vaguely formulated tasks, change in the opinion of managers and their characteristics were identified as some of the most demotivating factors by L.

Marcinkevičiūtė (2005) after carrying the survey of the employees of Kaišiadorys, Trakai and Elektrėnai municipalities in Lithuania.

The Survey of the Heads of Lithuanian Public-Sector Organizations carried out by D. Diskienė and A. Marčinskas (2007; quot. from Diskienė, 2008) showed that employees are often motivated by giving them opportunities to prepare the plans for self-education and qualification upgrading, to improve goal setting procedures, to participate in decision-making processes, monetary instruments, etc. The study revealed some contradictions between incentives for civil servants and managers opinion on what incentive measures should be targeted when meeting the needs of civil servants. In other words, managers perceived the importance of monetary incentives (salaries) for employees, but employees were usually encouraged not by a lower but by a higher level of satisfaction-oriented stimuli.

A certain imbalance and paradox in the motivation of the activities of civil servants in Lithuania was also revealed by the study conducted by Civil Service Department under the Ministry of Interior in 2009. The results showed, that managers, both in economically difficult times and before, mostly motivated civil servants by non-monetary incentives (e.g., encouraged orally, tried to create and maintain an appropriate working atmosphere, and so on.), although they acknowledged that during the economic crisis the most motivating incentives for civil servants were wages, social security and the possibility of preserving their work place. Before the economic downturn about 65 percent of executives said that they motivated their subordinates by financial instruments and providing them conditions to study and upgrade their qualification, however, with the onset of difficult times, they began to pay more attention to the recognition and disclosure of each employee's contribution to work (59 percent) (Valstybės tarnautojų motyvavimo galimybių sunkmečio laikotarpiu tyrimo rezultatai, 2009).

Summarizing an overview of empirical studies, it should be emphasized that civil servants are motivated by various combinations of monetary and moral incentives (Table 1). On the other hand, there are cases, when some incentives are used to motivate civil servants, at the same time understanding that they are more motivated by different stimuli. Both monetary and moral incentives are important for civil servants, however, in less economically developed countries, including Lithuania, the value of monetary reward is higher for civil servants than in the countries with strong economies.

Despite the research methodology, empirical studies are focused on the analysis of the two types of incentives – monetary and moral (Table 1). However, the works of J. L. Perry and L. Wise (1990), J. L. Perry (1996; 1997), G. A. Brewer, S. C. Selden and R. Facer II (2000), W. Vandenabeele and S. Walle (2008), W. Vandenabeele, B. Steijn, I. Egger-Peitler, G. Hammerschmid, R. Meyer, E. Camilleri, F. Cerase, P. Leisink, A. Ritz, A. Hondeghem (2009), S. Kim and W. Vandenabeele (2009) and other scientists justify that civil servants want to be employed in the civil service not only for monetary and moral reasons, but also emotional, political and normative motives, i.e. driven by altruism, self-sacrifice, the desire to serve the public interest,

to participate in political processes and so on. In order to ensure balanced, efficient and effective motivation of civil servants, it is necessary to ensure that the incentives for the activities of civil servants will respond to the motives of civil servants. In other words, civil servants must be motivated not only by financial and moral, but also political, normative and emotional incentives. Taking this into account, the traditional classification of the incentives for civil servants into monetary and moral can be assessed as incomplete, not full, only partly responding to the motives and motivation of civil servants' activities and not fully reflecting the peculiarity and specificity of work in the civil service. Because of these reasons, it is rational and meaningful to expand the typology of incentives for civil servants, by introducing the categories of normative, political and emotional incentives. Such an expanded and detailed typology of incentives for civil servants can help to further personalize the motivation of civil servants, to ensure that incentives are applied in a targeted and purposeful way, satisfying not only the interests of civil servants but also the interests of an organization.

Table 1. **Typology of civil servants' activity incentives in empirical studies**

Types of incentives	Authors (sources)
Intrinsic and extrinsic	D. Manolopoulos (2008b); A. Cristescu, L. Stănilă and M. E. Andreica (2013)
Monetary and moral	Ch. Demmke, T. Henökl and T. Moilanen (2008); J. Kim (2016); L. Marcinkevičiūtė (2005); D. Diskienė and A. Marčinskas (2007; quot. Diskienė, 2008); M. Kaselis and S. Pivoras (2012); Lietuvos valstybės tarnautojų motyvacijos tyrimo ataskaita (2008); Valstybės tarnautojų motyvavimo galimybių sunkmečio laikotarpiu tyrimo rezultatai (2009)
Monetary	J. Taylor and R. Taylor (2009)

Source: created by authors.

Analysis of the motivation of civil servants in Lithuanian Municipalities: research methodology

The above discussed theoretical and practical-empirical aspects of civil servants' motivational incentives revealed that the investigation of the motivational incentives of civil servants is most often based on traditional, typology of monetary and moral incentives-based attitude towards motivation. Little attention is also paid to the analysis of the motivation of civil servants working in municipalities. Due to the fact that the traditional approach to the motivation of civil servants does not reflect the specifics of work in the public service and in accordance with the provision that the incentives for the activities of civil servants must be in line with the motives of the activities of civil servants, as well as to reflect the practice of motivating civil servants at the local government level in Lithuania, an empirical study, based on the classification of civil servants' activity incentives into monetary, moral, political, emotional and normative typologies, was carried out.

The aim of the research – to analyse the motivational incentives of civil servants working in Lithuanian municipalities. *Research objectives:* 1) to analyse the impact

of motivational incentives of civil servants on their motivation; 2) To identify performance incentives for civil servants and factors determining the motivation of civil servants; 3) To analyse the respondents' attitudes towards payroll, performance evaluation, education and training systems, relationship with colleagues, direct executives and their management style.

Research method. The research data was collected using the questionnaire survey method. The survey questionnaire was based on the analysis of scientific literature, practical-empirical research of civil servants' motivational incentives, Lietuvos valstybės tarnautojų motyvacijos tyrimo anketa (2008), survey methodologies and questionnaires prepared by J. Palidauskaitė and A. Vaisvalavičiūtė (2011) as well as Public Policy and Management Institute (2010). Questionnaires contain questions that are grouped into question groups, including questions about incentives for civil servants, payroll system, performance evaluation, training and qualification upgrading, civil servants' relations with colleagues, direct manager as well as immediate superior's management style. The group of demographic questions contains the questions, related to the age, gender, education and other personal characteristics of the respondents.

The questionnaire mainly uses semi-open and closed questions. The answers to most of the questionnaire questions are presented on the Likert scale, in which the estimates range from 1 ("completely disagree") to 5 ("I totally agree"). The study data was processed using SPSS Statistics 16.0 and Microsoft Office Excel 2007 programs. The Cronbach alpha coefficient was used to measure the internal reliability of the questionnaire scales (received values of questionnaire scales – 0,7–0,9). While calculating results, demographic data of the respondents, relating to the possession and absence of children and family status was re-grouped.

The research sample. The volume of the sample was calculated on the basis of the sample volume calculator by Ядов (1987) (Kardelis, 2007). It was estimated that in order to ensure the reliability of the research data with 5 percent error, at least 375 civil servants should be interviewed. The study population consisted of non-statutory civil servants working in Lithuanian municipalities, i. e. career, political (personal) trust civil servants and heads of institutions. 77 percent of the study participants were female, and male made up only 23 percent. 30 percent of respondents were aged 40–49, 29 percent – 50–59, 27 percent – 30–39, 10 percent – 20–29, 4 percent – 60–69, 0.3 percent – up to 19 years of age. 92 percent of subjects had a higher, 7 percent – college/ special secondary, 0.5 percent – secondary and other type of education. The distribution of study participants by gender, age and education corresponded to the structure of civil servants working in Lithuanian municipalities.

67 percent of respondents indicated that they were married and 13 percent – unmarried (not married), 11 percent were divorced, 5 percent – living in partnership, 4 percent – widows(-ers). 81 percent of the respondents claimed to have children. 86 percent of subjects were career civil servants employed as chief (57 percent.) or senior (15 percent.) specialists. About 70 percent of respondents indicated having more than 5 years' experience both in general in the civil service and in their current

workplace (in the municipality).

The average monthly salary of the 91 percent of the participants in the survey ranged from 289.91 to 868.86 EUR (289,91–579,24 EUR (48 percent) and from 579,53–868,86 EUR (43 percent)). 59 percent of the civil servants taking part in the research indicated that their average monthly family income is from 579.53 to 1,158.48 EUR, 20 percent – 579,24 EUR and less than 22 percent – 1158,77 EUR and above.

Research organization. Respondents were given the envelopes containing printed (paper) questionnaires (completed questionnaires were usually returned in sealed envelopes). 700 questionnaires were distributed during the research, of which 428 were returned. The return rate of the questionnaires accounted for 61 percent. 381 questionnaire data were selected for the research data analysis.

The Results of the Research

According to the survey participants the willingness of civil servants to contribute to the welfare of society, to carry out the duty to the public and to serve, loyalty and commitment to the institution as well as personal development are encouraged in Lithuanian municipalities. Less attention is paid to the encouragement of the material motives of civil servants, their altruistic activities, willingness to take part in politics and pursue a political career (Table 2). This presupposes that the motivation of civil servants is mainly based on normative and moral incentives. It should be noted that male respondents (average grade 180.67) tend to agree more than female respondents (average grade 157.82) with the statement that institutions promote their desire to participate in the policy-making processes (Mann-Whitney z = -1,999, p = 0,046)).

The study showed that civil servants are often motivated by moral (Mean (M) – 2,31, Std. Deviation (SD) – 0,51) and normative (M – 2,25, SD – 0,68), less often – emotional (M – 2,18, SD – 0,72), but least of all – political (M – 1,89, SD – 0,78) and monetary (M – 1,84, SD – 0,61) incentives. This reflects the above given opinion of the respondents concerning the impact of motivational incentives on the motives and motivation of their activities.

In terms of monetary incentives, it should be mentioned that the learning and training costs are usually covered for civil servants (M – 2,56, SD – 1,04), while bonuses (M – 2,23, SD – 0,91) and premiums (M – 2,01, SD – 0,87) to the wages are paid less often. Especially rarely institutions cover the costs of civil servants related to additional training and travel by public transport (Table 3).

Motivation of civil servants by moral incentives is generally expressed by clearly defining the objectives and tasks of the activity (M – 2,66, SD – 0,86), sharing information about the institution's goals (M – 2,55, SD – 0,89), giving employees the opportunity to plan their holiday time (M – 3,05, SD – 0,92), enabling them to study and to improve their qualifications (M – 2,75, SD – 0,88), encouraging employees to take responsibility for their activities (M – 3,02, SD – 0,81), to follow the principles of professional ethics (M – 2,74, SD – 0,83), to work in a team (M – 2,63, SD – 0,82)

and to cooperate with each other (M – 2,63, SD – 0,87), by creating a favorable working environment (M – 2,64, SD – 0,86) as well as working atmosphere based on trust and collaboration (M – 2,61, SD – 0,84). Less commonly civil servants are involved in common non-work activities (M – 1,69, SD – 0,74), excursions (M – 1,66, SD – 0,82), trips (M – 1,66, SD – 0,81), are given additional days off (M – 1,73, SD – 0,85) and the opportunities to work a flexible work schedule (M – 1,83, SD – 0,93), or handed the written thanks or praise (M – 1,92, SD – 0,89; Table 4). In this case it is noted that fairly rarely provided opportunities to work flexible working hours indicate a certain traditional and in some cases outdated attitude to the organization of work in the civil service, because for people, especially those who do creative or analytical work, raise children, take care of family members, etc., flexible working hours can be, if not the most important, at least one of the most important incentives, and its application does not in principle require any additional operating costs for the organization.

Table 2. **Evaluation of the impact of incentives of public servants motivation, mean of estimates (1 – „strongly disagree ", 5 – „totally agree")**

	Mean	Std. Deviation
The desire to achieve your political career is promoted	2,74	,938
Your desire to participate in policy-making processes is promoted	2,73	,935
Your desire to contribute to public affairs is promoted	3,25	,868
Your desire to satisfy the interests of special groups of the society is promoted	3,14	,874
Your desire to serve the public is promoted	3,40	,846
Your desire to ensure the welfare of the impoverished members of the public is promoted	3,15	,791
Your desire to fulfill the obligation to the public is promoted	3,43	,851
Your desire to contribute to the public good is promoted	3,44	,858
Your willingness to behave altruistically is promoted	3,06	,874
Your material motives (related to wages, benefits, compensation, etc.) are satisfied	3,11	,930
Your moral motives (related to the social, psychological needs as well as needs for expression, respect and so on) are satisfied	3,21	,864
Your job satisfaction is promoted	3,19	,874
Your devotion to work is promoted	3,23	,866
Your loyalty to the institution is promoted	3,38	,814
Your commitment to the institution is promoted	3,37	,813
Contribution to the development of your personality	3,38	,888

Source: created by authors.

In terms of normative incentives, the study showed that civil servants are usually encouraged to follow an approach, that the main purpose of the civil servants activity is to serve the public (M – 2,69, SD – 0,85), by developing a sense of duty to the public (e.g., following the principle that serving the public is a civil servant's duty; M – 2,40, SD – 0,96), less often – giving the opportunity to engage in charitable activities (e.g., organizing support actions for the poor, sick and so on.; M – 1,69, SD – 0,86). Civil servants are also motivated by applying emotional incentives such as the awareness of the importance of contributing to the welfare of society (M – 2,44,

SD – 0,89), defending the rights and freedoms of members of the public (M – 2,38, SD – 0,87), providing opportunities to help others (the poor, the sick and so on.) (M – 2,22, SD – 0,91). Very rarely civil servants are encouraged to sacrifice their personal goals for the sake of public welfare (M – 1,67, SD – 0,83).

Table 3. **Monetary incentives, means of estimates (1 – „never “, 4 – „always“)**

	Mean	**Std. Deviation**
Premiums in addition to wages	2,01	,871
Additional payment on top of the salary	2,23	,911
A lump-sum cash payments (e.g., on life, working anniversaries, festive and similar occasions)	1,83	,872
Reimbursement of a personal phone costs	1,63	1,017
Reimbursement of learning and professional development costs	2,56	1,035
Reimbursement of additional training (e.g., in a higher education institution) costs	1,45	,848
Reimbursement of public transport expenses	1,33	,742

Source: created by authors.

Table 4. **Moral incentives, means of estimates (where 1 – „never “, 4 – „always“)**

	Mean	**Std. Deviation**
Organization of excursions	1,66	,815
Organization of trips (corporate outing, etc.).	1,66	,808
Organization of common non-work activities	1,69	,743
Obtainment of clearly specified criteria for performance objectives and targets from the immediate superior	2,66	,858
Participation in decision-making processes (e.g., in determining institution's activity goals, strategies, etc.)	2,37	,853
Providing an operational autonomy (delegating more responsibility)	2,41	,833
Congratulating on personal occasions (for example, birthday)	2,35	,949
Organization of institutional festivals	2,11	,809
Possibility for employees to plan vacation time themselves	3,05	,920
Education and professional development opportunities	2,75	,884
Career opportunities in the public service	2,42	,891
Promotion of cooperation between employees	2,63	,868
Information about the institutional objectives and plans	2,55	,890
Opportunity to have a flexible work schedule	1,83	,931
Verbal praise and thanks	2,41	,880
Written praise and thanks	1,92	,891
Possibility to combine family and work commitments	2,20	,897
Possibility to participate in project activities	2,27	,946
Ensuring the feedback on the work performed and the results obtained	2,34	,798
Providing additional time off	1,73	,846
Assurance of pleasant and comfortable working environment	2,64	,859
Creation of working atmosphere based on trust and cooperation	2,61	,835
Promotion of initiative	2,52	,841
Promotion of creativity	2,48	,858
Promotion of teamwork	2,63	,821
Promotion of observance of the ethical principles of civil servants	2,74	,834
Promotion of assuming responsibility for your activities	3,02	,809
Applying of official penalties for breach of administrative duty	2,12	,984

Source: created by authors.

The study showed that civil servants are rarely encouraged by political incentives. They are rarely given opportunities to participate in public policy-making processes (e.g., to offer projects of legal acts, recommendations, reports, to participate in expert activities, etc..; M – 2,04, SD – 0,88) and to contribute to solving social problems in society (e.g., to initiate social actions, legislative acts, legislative amendments, etc..; M – 2,00, SD – 0,91), very rarely – to prepare for a political career (M – 1,66, SD – 0,84).

When calculating the research data, weak, but statistically significant correlations between the incentives for civil servants and the attitude of the respondents to the payroll, performance evaluation, training and appraisal systems, relations with colleagues, direct leader and his leadership style in municipalities have been identified (Table 5).

Table 5. **The correlation between incentives and wages of civil servants, performance evaluation, education and training systems as well as assessment of relations with colleagues and direct leader**

	Political incentives	**Normative incentives**	**Emotional incentives**	**Monetary incentives**	**Moral incentives**
Payroll System Assessment	.218**	.234**	.232**	.296**	.344**
Assessment of the performance evaluation system	.352**	.296**	.299**	.275**	.384**
Assessment of the training and qualification appraisal systems	.256**	.303**	.280**	.284**	.256**
Assessment of relations with colleagues	.182**	.178**	.176**	,025	.268**
Assessment of the relationship with a direct leader	,055	,098	,074	,066	.274**
Autocratic direct leadership style	-,015	-,113	,002	,027	-.266**
Democratic direct leadership style	.144*	.282**	.269**	,130	.282**

Note: ** $p \leq 0,01$; * $p \leq 0,05$.

Source: created by authors.

The systems of payroll (M – 3,22, SD – 0,72), performance evaluation of civil servants (M – 3,43, SD – 0,57), civil servants training and professional development (M – 3,43, SD – 0,59) in municipalities received an average rating by the survey participants. Most respondents tended to agree, that payroll system is linked to performance evaluation (M – 3,64, SD – 0,89) and promotion opportunities in the civil service (M – 3,62, SD – 0,92), and that performance evaluation is carried out periodically (M – 3,84, SD – 0, 83), it is structured and formal (M – 3,83, SD – 0,84), based on the assessment of the professional competence of civil servants (M – 3,50, SD – 0,87) and related to (has an impact on) the size of wages (M – 3,50, SD – 0,94), training and professional development contribute to the improvement of the performance quality of civil servants (M – 3,75, SD – 0,79), and is carried out in accordance with the objectives of the institution (M – 3,66, SD – 0,76), the needs of civil servants (M – 3,57, SD – 0,89) and according to pre-approved plans (M – 3,65, SD – 0,75). On the other hand, the participants of the study noted certain disadvantages in the payroll, civil servant performance appraisal, training and

qualification improvement systems. In their opinion, the amount of wages does not correspond to the efforts made by civil servants (M – 2,85, SD – 1,02) as well as expectations (M – 2,74, SD – 1,01), the system of performance evaluation of civil servants lacks transparency and objectivity (M – 3,16, SD – 0,96), communication with civil servants about their career planning (M – 3,24, SD – 0,89) as well as orientation towards the assessment of the personal characteristics of civil servants (M – 3,23, SD – 0,81), while the system of training and qualification appraisal lacks an interface with the increase in the salaries of civil servants (M – 2,93, SD – 0,91) as well as career planning (M – 3,12, SD – 0,89).

It can be said that the study has highlighted the interconnection between the level of salaries of civil servants and performance evaluation results as well as a certain gap between the growth in civil servants' salary and their training and qualification appraisal. It should be noted that following the opinion of survey participants, the size of civil servant wages should depend on their qualifications (M – 4,34, SD – 0,64), the complexity of the work (M – 4,34, SD – 0,64) and individual performance (M – 4,33, SD – 0,65). According to the respondents, the number of years of the work in civil service (M – 3,95, SD – 0,92) and group activity results (M – 3,78, SD – 0,84) should have the least influence on wages.

Calculations showed statistically significant gender differences in the approach to some of the aspects of the educational and training system. Male respondents more than female respondents tended to agree with the statement that training and qualification improvement of civil servants in municipalities is related to the civil servants performance evaluation results (Mann-Whitney z = -2,738, p = 0,006), increase in salary (Mann-Whitney z = -3,856, p = 0,000) and is carried out after the evaluation of the benefit of previous training (Mann-Whitney z = -2,448, p = 0,014) (Table 6).

Table 6. **Mann-Whitney Test ranks**

Training and professional development:	Gender	N	Average rank	The amount of ranks
Executed after evaluating the usefulness of previous training	Male	82	184.55	15133.00
	Female	245	157.12	38495.00
Linked to the results of the civil servants' performance evaluation	Male	80	191.86	15349.00
	Female	254	159.83	40596.00
Linked to the growth of public servants' wages	Male	80	205.71	16457.00
	Female	260	159.67	41513.00

Source: created by authors.

The study showed that a variety of leadership styles are applied in the municipalities. The democratic leadership style is applied more often (M – 2,89, SD – 0,54), less commonly – liberal (M - 2,42, SD – 0,54) and autocratic (M – 2,26, SD – 0,69), however, none of these styles is very strongly expressed. This makes it possible to assume, that direct leadership styles change depending on the situation, the nature of the issues to be addressed, character of subordinates and other factors.

The analysis of the study data revealed that 74.5 percent of respondents regarded their relations with colleagues as friendly and warm, 24.6 percent named them as official ones, and 0.8 percent – as tense and conflicting. Meanwhile, the majority of interviewees (50.8 percent) described the relationship with the direct leader as official, 45.5 percent argued having a friendly and warm relationship with a direct manager, and 3.7 percent pointed out that their relationship with the direct manager was tense and conflicting.

The calculations showed a statistically significant positive correlation between the age of respondents and their relationship with a direct manager: with the increase in the age of respondents, their opinion about the relationship with the manager tended to improve ($r = 0{,}131$, $p = 0{,}014$). There were also statistically significant correlations between:

- the frequency of the application of the democratic direct leadership style and respondents' assessment of the relations with colleagues ($r = 0{,}291$, $p = 0{,}000$) as well as a direct leader ($r = 0{,}385$, $p = 0{,}000$);
- the frequency of the application of the liberal direct leadership style and respondents' assessment of the relations with a direct leader ($r = 0{,}226$, $p = 0{,}001$);
- the frequency of the application of the autocratic direct leadership style and respondents' assessment of the relations with colleagues ($r = -0{,}316$, $p = 0{,}000$) as well as a direct leader ($r = -0{,}505$, $p = 0{,}000$);
- assessment of the payroll system of civil servants and the assessment of civil servants' performance evaluation system ($r = 0{,}536$, $p = 0{,}000$) and civil servant education and training system ($r = 0{,}461$, $p = 0{,}000$), evaluation of the immediate superior leadership style, as a democratic one, ($r = 0{,}218$, $p = 0{,}001$) and the assessment of respondent relationships with a direct manager ($r = 0{,}137$, $p = 0{,}017$);
- assessment of the performance evaluation of civil servants and the training and qualification improvement system for civil servants ($r = 0{,}552$, $p = 0{,}000$), assessment of relations with colleagues ($r = 0{,}142$, $p = 0{,}017$) and evaluation of the immediate superior leadership style as autocratic ($r = -0{,}134$, $p = 0{,}043$) and democratic ($r = 0{,}314$, $p = 0{,}000$) ones;
- evaluation of the training and qualification upgrading system of civil servants and direct leadership style as a democratic one ($r = 0{,}311$, $p = 0{,}000$) and autocratic one ($r = -0{,}155$, $p = 0{,}019$), assessment of the relationship with colleagues ($r = 0{,}202$, $p = 0{,}001$) and a direct manager ($r = 0{,}188$, $p = 0{,}002$).

It can be said that the leadership style of immediate superior affects the opinion of the respondents concerning the payroll, performance measurement, training and qualification improvement systems, their relationship with the direct leader and co-workers. The more often the democratic style of leadership is used, the more positive evaluation is given to these systems and relationships by respondents. This supports the insights provided in the paragraph 1 concerning the influence and the role of a

direct leader in promoting civil servants.

The influence of leadership on the motivation of civil servants was also confirmed by the opinion of the survey participants concerning the factors influencing the motivation of civil servants. According to the survey participants, the promotion of civil servants mainly depends on the relations of managers with subordinates (M – 4,10, SD – 0,72), management style (M – 4,02, SD – 0,78) and employee relationships (M – 3,92, SD – 0,87). The lesser impact on the motivation of civil servants is made by social (M – 3,57, SD – 0,86) and political factors (M – 3,57, SD – 0,88; Table 7).

Table 7. **Factors affecting the motivation of civil servants, means of estimates (1 – „strongly disagree ", 5 – „totally agree")**

	Mean	**Std. Deviation**
Executive leadership style	4,02	,778
Relations between members of staff	3,92	,873
Management's relationship with subordinates	4,10	,722
Operational objectives of an institution	3,74	,797
Institution performance control system	3,63	,788
Employee initiative	3,83	,812
Organizational culture (e.g., traditions, customs, values, etc.).	3,80	,841
Country's economic situation	3,69	,816
Political factors (e.g., ideological provisions of political parties, political situation in the country, stability of Government performance, Lithuania's membership in international organizations, etc.).	3,57	,879
Social factors (e.g., attitude of society to the civil service, the opinion about the activity of civil servants, traditions, etc.).	3,57	,863

Source: created by authors.

The calculations revealed weak but statistically significant positive correlations between the evaluation of the immediate superior leadership style as autocratic one and the opinion of the respondents that the motivation of civil servants depends on the leadership style ($r = 0,122$, $p = 0,049$), management relations with subordinates ($r = 0,153$, $p = 0,014$), the institutional aims ($r = 0,126$, $p = 0,043$) and the operational control system of the institution ($r = 0,167$, $p = 0,007$). This allows us to say hypothetically that the more frequent is autocratic leadership, the more the promotion of civil servants is determined by the leadership style, management's relations with subordinates and the related control system as well as objectives of the institutional activities. The study also showed that women were more likely to agree with the statement that the motivation of civil servants depends on the managerial style of leadership (Mann-Whitney $z = -1,991$, $p = 0,046$) and political factors than men (Mann-Whitney $z = -2,901$, $p = 0,004$) (Table 8).

Summarizing the results of the research it is possible to say that motivation of civil servants is often based on moral and normative incentives and is focused on the willingness of civil servants to contribute to the civil service mission, i. e. service to the public, performance of duties and the development and implementation of its

welfare. The systems of civil servants' payroll, performance evaluation as well as training and qualification development were given an average evaluation as having advantages and disadvantages. In the opinion of most respondents, their relationship with colleagues is warm and friendly and official with the direct manager. It was also identified that direct managers of civil servants use different management styles, however, the principles of democratic governance are used more often.

Table 8. **Mann-Whitney Test ranks**

	Gender	N	Average rank	The amount of ranks
Management style	Male	84	163.08	13699.00
	Female	277	186.43	51642.00
Political factors	Male	83	142.50	11827.50
	Female	251	175.77	44117.50

Source: created by authors.

Conclusion

1. Theoretical analysis revealed that motivation of the activities of civil servants will only be efficient and effective when it is personalised, complex and responding to the civil servants' activity motives, in line with the organization's goals and possibilities. As the needs, values and motives of individuals change over time, the motivation system of civil servants must also be constantly reviewed and updated.
2. An overview of empirical studies has shown that the most commonly used motivational incentives for state servants are monetary (additional payments, premiums, bonuses, compensation, etc.) and moral (work content, working conditions, etc.) incentives, however, depending on the country's economic development level, civil service model, the demographic characteristics of civil servants and other factors, their significance and meaning are different. While studying the motivational incentives of civil servants, the fact that political, normative and emotional stimuli may also be significant for state servants, is often ignored.
3. The motivation of civil servants in the Lithuanian municipalities is complex, based on a combination of monetary and non-monetary incentives. Civil servants are generally motivated by moral and normative, less often – by political and monetary incentives.
4. The payroll system is related to performance evaluation and promotion opportunities in the civil service, performance assessment is characterised by frequency, formality and structure and the orientation towards the assessment of professional competence, training and professional development are carried out in an orderly manner considering the objectives of the institution, the needs of civil servants, and contributes to the improvement of the quality of civil servants' activities. On the other hand, there is a discrepancy between the amount of salary and the work done and the expectations of public servants, too little transparency of the performance evaluation system, objectivity and relevance to career planning,

underdeveloped interrelations between training and professional development, the increase in civil servants' wages and career planning.

5. The differences in respondent opinions determined by gender and age concerning some aspects of the motivation of civil servants as well as the role of the direct manager and management style in motivating civil servants. The direct management style influences the attitude of the respondents towards the payroll, performance evaluation, training and qualification upgrading systems for civil servants as well as their relations with colleagues and direct superiors. Management relationship with subordinates and managerial style were indicated by the majority of study participants as some of the most important factors influencing the motivation of civil servants.

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Lietuvos savivaldybėse dirbančių valstybės tarnautojų skatinimo ypatumai

Anotacija

Viešojo valdymo reformos, nuolat kintanti aplinka, spartus gyvenimo tempas kelia daug iššūkių valstybės tarnybai ir sąlygoja būtinybę iš naujo įvertinti bei tobulinti žmogiškųjų išteklių valdymo, darbo organizavimo, vadovavimo procesus. Nepaisant gana stereotipinio

požiūrio į valstybės tarnybą ir vyraujančios nuomonės, kad žmonės joje dirba vedini altruistinių paskatų ir noro tarnauti visuomenei, valstybės tarnautojams svarbu būti skatinamiems ir gauti išorinį atlygį už atliktą darbą.

Straipsnyje aptariami teoriniai ir analitiniai valstybės tarnautojų veiklos stimulų ir skatinimo aspektai. Akcentuojama, kad, tiriant valstybės tarnautojų veiklos stimulus, dažniausiai remiamasi tradiciniu požiūriu į skatinimą, kai daugiausia dėmesio skiriama piniginėms ir moralinėms motyvavimo priemonėms, tačiau valstybės tarnautojus motyvuoti gali ir politiniai, norminiai bei emociniai stimulai. Tyrime analizuojami valstybės tarnautojams motyvuoti taikomi stimulai ir valstybės tarnautojų požiūris į darbo užmokesčio, veiklos vertinimo, mokymo ir kvalifikacijos tobulinimo sistemas, valstybės tarnautojų skatinimui įtakos turinčius faktorius. Tyrimas parodė, Lietuvos savivaldybėse daugiausia dėmesio skiriama valstybės tarnautojų noro prisidėti prie visuomenės gerovės kūrimo, atlikti pareigą visuomenei ir jai tarnauti, lojalumo ir įsipareigojimo institucijai bei asmeninio tobulėjimo skatinimui. Valstybės tarnautojai dažniausiai motyvuojami moraliniais ir norminiais, rečiau – politiniais ir piniginiais stimulais. Tyrimas taip pat atskleidė vadovavimo ir tiesioginio vadovo vaidmens svarbą skatinant valstybės tarnautojus.

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