

VILNIUS UNIVERSITY

AUŠRA DRUSKIENĖ

**THE SYSTEM OF CIVIL SERVANTS' ACTIVITY MOTIVES AND
INCENTIVES IN LITHUANIAN LOCAL SELF-GOVERNING INSTITUTIONS**

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VILNIAUS UNIVERSITETAS

AUŠRA DRUSKIENĖ

**VALSTYBĖS TARNAUTOJŲ VEIKLOS MOTYVŲ IR STIMULŲ SISTEMA
LIETUVOS VIETOS SAVIVALDOS INSTITUCIJOSE**

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SUMMARY OF DOCTORAL DISSERTATION

INTRODUCTION

Relevance of the topic. Civil service is an integral part of contemporary public administration and the entire government apparatus. Its activity has an impact on the public confidence in government, efficiency and effectiveness of the implementation of state strategy and priority goals, available resources, social, health, environmental protection, education, finance, justice, culture, defence, etc. policy, cooperation and partnership with communities, the development of private and non-governmental sector organizations, the image of the country, ensuring of human rights and freedoms, the interests of society and prosperity.

Intensive public administration and public-sector reforms that have been started at the end of the 20th century, increasing public awareness and the need for professional and quality services from the authorities, the aim to use public resources efficiently and economically, to promote the responsibility and accountability of the public-sector employees for their actions raised the need to review, evaluate and modernize human resource management systems. It was realized that the rapid response to changes in the external environment and the fulfilment of the growing requirements for public authorities may only be possible with motivated civil servants, who are able to carry out their duties smoothly, professionally, responsibly and qualitatively.

The willingness and interest of public servants to serve the public, to contribute to the creation and fostering of its prosperity depends on the motives of their activity. The motives for the activities of civil servants are basically a cornerstone, reflecting their desire to help others and meet the needs of a society, providing a basis for ethical, transparent, honest, responsible, selfless and productive civil service activities and allowing for more effective human resources management as well as the functioning of the whole system of public administration. On the other hand, doing their job solely from internal incentives and not receiving any external reward may lead civil servants to losing their motivation over time, therefore, the contribution of the organization and efforts to motivate them is necessary. For this reason, the motivation of civil servants is treated as one of the most relevant, but at the same time, the most complex tasks of human resource management in public sector organizations.

The understanding that the function of the civil service depends on the motives of the employees working in it and on the incentives provided by the organization, encouraged the theorists and practitioners from different countries as well as the leaders of public sector organizations to look for the answers on what motivates people to work in the civil service and how to motivate them. Therefore, the topic of motives and incentives for the activities of civil servants is still very relevant and is the core of the research in the field of human resources management in the civil service.

The level of problem investigation. The issues related to the motives and incentives for the activities of civil servants are widely researched in scientific studies. They analyze the connection between the motivation of civil servants and their job satisfaction (Riba, Ballart, 2016; Giauque, Ritz, Varone, Anderfuhren-Biget, 2012; Pandey, Stazyk, 2008), execution of work tasks (Alonso, Lewis, 2001), employee performance and its results (Brewer, 2010; Caillier, 2014; Christensen, Wrigh, 2011), work choice, decision making and willingness to work in the civil service (Pandey, Stazyk, 2008; Christensen, Wright, 2011), commitment to the organization (Crewson, 1997; Moynihan, Pandey, 2007; Riba, Ballart, 2016), cultural peculiarities (Kolpakov, 2009), activities of the organization (Brewer, 2010), the characteristics of organizational goals (Jung, Rainey, 2009), the professional choices of employees working in public organizations (Bright, 2011), transformational leadership (Caillier, 2014; Wright, Moynihan, Pandey, 2012), civil-organizational behavior and the quality of the services provided (Ferdousipour, 2016), social capital of an organization and knowledge sharing (Kim, 2018).

D. Giauque et al. (2012) investigated the connection between civil servants' motivation and bureaucracy, J. G. Caillier (2016) examined the connection between the motivation of civil servants, the clarity of objectives, the organizational commitment and the interest to do more than required. C.-W. Hsieh, K. Yang and K.-J. Fu (2012) analyzed the impact of civil servants' motivation on emotional aspects of work activity, B. Liu and T. L.-P. Tang (2011) studied the impact of the love of money on the connection between the civil servants' motivation and job satisfaction. B. E. Wright et al. (2012) examined the relationship between civil servants' motivation, transformational leadership and the implementation of the organization's mission. S. Anderfuhren-Biget, F. Varone and D. Giauque (2014) studied the interaction between civil servants'

motivation and political environment, C. Riba and X. Ballart (2016) – the interaction between the motivation of civil servants, their commitment to organization and their job satisfaction, I. Kwon (2014) – the interaction between motivation, discretion and corruption in the civil service.

Scientific studies also analyze various aspects of motivational incentives of the civil servants' activities. E.g., Ch. Demmke, T. Henökl and T. Moilanen (2008) studied the application peculiarities of civil servants performance evaluation, wages, working conditions and other incentives in the context of the evaluation of the effectiveness of human resources reforms, J. Kim (2016) investigated the efficiency of payment based on the results and the correctness of the employees' performance assessment system, while the research of G. A. Brewer and J. E. Kellough (2016) was focused on the changes of salary and merit system in the context of civil service reform. D. Manolopoulos (2008) was interested in the impact of the demographic characteristics of the civil servants and the organizational working environment on the motivation and the performance of their work. A. Cristescu, L. Stănilă and M. E. Andreica (2013) investigated the importance of the extrinsic and intrinsic factors in motivating civil servants, J. Taylor (2010) – the importance of intrinsic, extrinsic rewards and direct leadership while choosing a job in the public sector, N. Bellé (2015) – the impact of monetary and non-monetary incentives on the performance of civil servants, C. Mafini and N. Dlodlo (2014) – interconnections between external motivation, job and life satisfaction, J. G. Caillier (2014) – the link between transformational leadership, motivation of civil servants, employee engagement and involvement in the implementing the mission of the organization, A. Turkyilmaz, G. Akman, C. Ozkan and Z. Pastuszak (2011) – the impact of organizational environmental factors (empowerment and participation, working conditions, reward and recognition, teamwork, training and personal development) on the job satisfaction of civil servants. J. Taylor and R. Taylor (2009) dealt with the issue of the efficiency of wages and salaries of civil servants, their relationship with the work of civil servants and their motivation. V. Forest (2008), F. Cardona (2009), M. M. Atkinson, M. Fulton and B. Kim (2014) analyzed the efficiency of the application of the performance-based payment in the civil service.

Attention should be drawn to the fact, that in the work of foreign authors, the motives and incentives for the activities of civil servants are, in most cases, investigated

separately, individually. They are also mostly focused on the analysis of idealistic, altruistic motives for the activities of civil servants and traditional incentives, i.e. based on monetary and moral reward. Although scientific works sometimes indicate that the motivation of civil servants should consider the motives for their activities and it proposed to conduct further research in this field, however, the broader link between the motives and incentives for civil servants is not being investigated. This shows a lack of systematic approach to the civil servants' motivations and incentives and reveals a certain gap between the motives of the civil servant's activity and the incentives used to satisfy them. It should also be emphasized, that the majority of studies by foreign authors, which reveal the peculiarities of motives and incentives for the activities of civil servants, are based on the analysis of developed countries with economically strong and deep democratic traditions, however, there is a serious lack of research that would focus on the motives and incentives for civil servants working in a weaker economy, transitional or post-Soviet countries such as Lithuania.

In Lithuania the topic related to the motives and incentives for the activities of civil servants is less researched, however its importance and necessity, the need to increase the motivation of civil servants are increasingly emphasized not only in the scientific studies, but also in strategic documents of the Republic of Lithuania. E.g., The Operational Program of Human Resources Development for 2007–2013 (2007) indicates that it is necessary to strengthen the motivation of civil servants and the image of the whole civil service in order to reduce the risk of civil servants leaving the service, The Lithuania's Progress Strategy "Lithuania 2030" (2012) highlights the fact that civil service provides insufficient conditions for the development of the professionalism of the executive leaders, their managerial and leadership competencies. Meanwhile, the Resolution No. 171 of the Government of the Republic of Lithuania of February 7, 2012 "On Approving the Program for Improving the Public Administration for 2012–2020" indicates that the civil service pay system is unattractive, "uncompetitive and non-motivating". It also emphasizes that imperfect payroll and motivation system do not allow to attract and to maintain highly qualified specialists to the civil service. The attention should be given to the fact that dissatisfied civil servants' motivations, unresponsive and unbalanced incentives system may also be the reason of the ineffective

civil service, poor leadership, nepotism, favouritism and corruption in our country's civil service.

The issues related to the motives and incentives of civil servants were examined by L. Marcinkevičiūtė (2005), J. Palidaukaitė and I. Segalovičienė (2008), J. Palidaukaitė (2008), D. Diskienė (2008), Ž. Židonis and N. Jaskūnaitė (2009), M. Kaselis and S. Pivoras (2012) and others. L. Bukšnytė and K. Švobaitė (2009) studied the connection between civil servants' satisfaction and cognitive style, Marcinkevičiūtė (2005), J. Palidaukaitė (2008) – motives and motivating factors for the activities of civil servants. M. Kaselis and S. Pivoras (2012) analyzed the performance of civil servants in terms of performance results, L. Marcinkevičiūtė and R. Petrauskienė (2009) analyzed the motivational factors of social workers in the Prienai District Municipality. D. Diskienė and A. Marčinskas (2007; quot. from. Diskienė, 2008) – employee motivation measures for public institutions. On the other hand, Lithuanian scientific works, like foreign ones, lack a systematic approach to the motives and incentives for civil servants: the motives and incentives for civil servants' activities are usually analyzed from a single point of view, fragmented and split up, separately from each other, often only exploring individual stimuli or motives, without seeking to identify the motives for the activities of civil servants and stimulus interactions. Although there are some indications about the manifestations of the connection between stimuli and motives of civil servants in the research carried by D. Diskienė and A. Marčinskas (2007; quot. from Diskienė, 2008) and Investigation of the possibilities for motivating civil servants during the difficult period (2009), however, they are not studied systematically and comprehensively and are discussed superficially, the specific links between motives and incentives for the activity of civil servants are not analyzed and supported.

It can be argued that the lack of systematic approach to the motives and incentives for civil servants, when motives and incentives for civil servants are investigated individually by analyzing different, non-identical motives and incentives, without examining their interconnections, is a significant problem, which makes it impossible to fully assess the motives and incentives system for civil servants, to ensure the compliance of the incentives of civil servants with their motives and the synergies between the organization and the activities of civil servants. Scientific studies analyze motivations and incentives of civil servants separately or some of their elements, they

also provide recommendations, suggestions for management, emphasizing the need to improve the incentive schemes for civil servants, identifying several inconsistencies between civil servants' motivations and their incentives, however there is the lack of a deeper study. In other words, there is the lack of studies, in which the motives of the activity of civil servants would be investigated as a system, i.e. the interactions between motives and incentives for civil servants will be considered as two parts of an integral part of one system. In particular, little attention is paid to the analysis of motives and incentives for the activities of civil servants on the level of local government. There is also the need for the methodologically based system models of civil servants' motivation and incentives, which would highlight the interaction between civil servants' motives and incentives.

Considering the above set out provisions, **the research problem** is formulated as a question – what motives and incentives constitute the system of motives and incentives for civil servants?

The research object – the system of the civil servants' activity motives and incentives in Lithuanian local self-governing institutions.

The aim of the research – to substantiate the system of motives and incentives for civil servants activity by evaluating the specifics of it in Lithuanian local self-governing institutions.

The research objectives:

1. To provide theoretical basis for the peculiarities of the civil servants' activity motives and incentives system.
2. To analyze the empirical level of investigation of the civil servants' activity motives and incentives system.
3. Having evaluated the results of theoretical and empirical research of the civil servants' activity motives and incentives system, to design a research model of the motives and incentives system of civil servants' activity.
4. To carry out an empirical evaluation of the research model of the motives and incentives system of civil servants' activity and to identify the interrelationship between the motives and incentives for civil employees.

Insights to be confirmed:

1. A designed model of the motives and incentives system of civil servants' activity allows to carry out a thorough evaluation of the motives and incentives of civil servants, to identify their interconnections and to assess the impact on the job satisfaction of civil servants.
2. Civil servants are concerned not only with altruistic but also with selfish motives.
3. The more incentives used to motivate civil servants respond to the motives of the civil servants' performance, the more satisfaction they will get from their work.
4. The ensuring of the compliance of the civil servants' motivational incentives with the motives of the civil servant's performance is highly influenced by the direct manager of a civil servant as well as his management style.

The methodology of the research. The methodological basis of the dissertation research consists of epistemological and phenomenological methods, based on a meta-analysis and systematic approach to the research object. The dissertation research was carried out using the methods of scientific literature and documents, statistical and comparative analysis, synthesis, theoretical modelling, interpretive, classification, evaluation, deductive, inductive and forecasting. Analysis of scientific literature has been carried out in order to reveal the essential theoretical and empirical characteristics of the civil servants' performance stimulus and motivational incentives system. The document analysis was used to analyze the aspects of the activity incentives of Lithuanian civil servants, and a written survey (quantitative survey) was conducted to analyze and evaluate the opinion of civil servants employed in the Lithuanian local government institutions on the existing incentives, to identify the motives of their work and job satisfaction. The survey data is analyzed using SPSS Statistics 16.0 and Microsoft Office Excel 2007 programs as well as descriptive statistics and correlation analysis methods. The logical scheme of the thesis is presented in Figure 1.

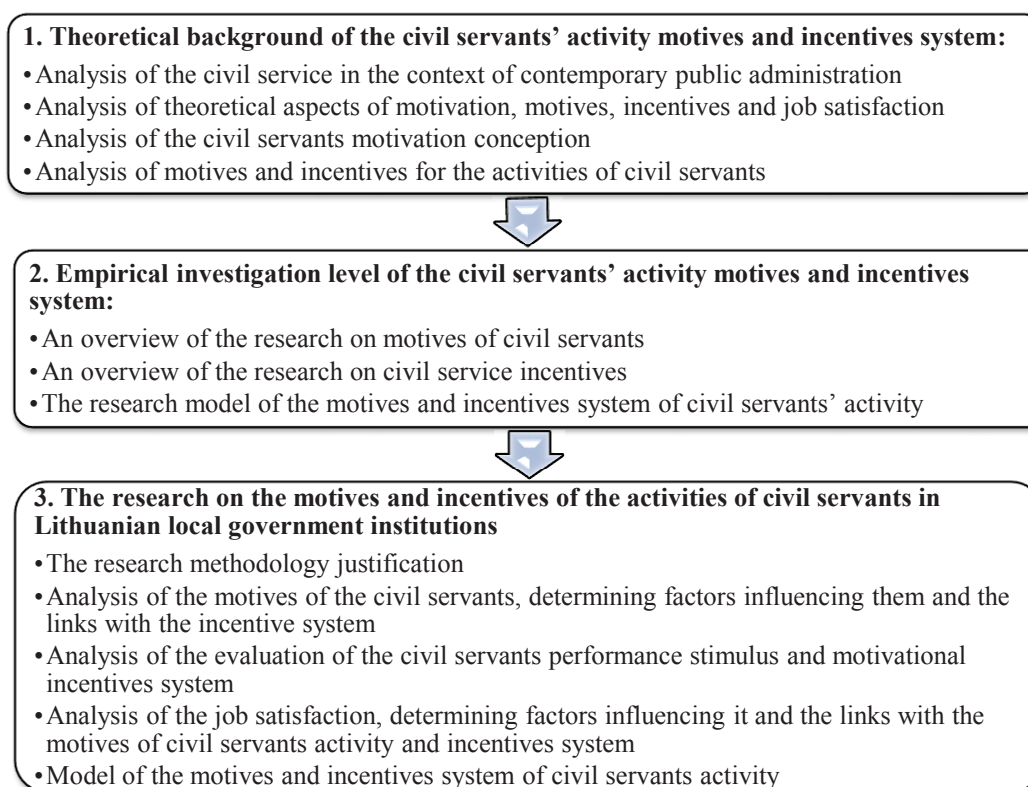


Fig. 1. Logical scheme of the dissertation work

Innovativeness of the scientific work and its theoretical value:

- A comprehensive and complex analysis of the system of motives and incentives for civil servants, both individually highlighting the specific motives and incentives of civil servants and their groups and highlighting the links between the motives and incentives of civil servants.

- Analysis of the features of the civil service models related to the system of incentives for the civil servants performance, which can lead to a better understanding of the importance of the civil service model and its value for the specifics of the civil servants motivation and can be used for the development of further scientific discussions as well as the studies of the civil service models, in the context of its legal regulation impact on the incentives for civil servants.

- A prepared and empirically verified original model of the motives and incentives system of the civil servants' activities, revealing the relationships between the motives and incentives of civil servants can be used for further investigation of the motives and incentives of civil servants and the management of human resources in the civil service as well as the development of the research in this field, in order to improve the quality of

civil service activities, efficient use of public resources, to strengthen the competences of civil servants, to increase the professionalism of civil servants, public welfare and trust in the government.

- For the first time in Lithuania, a survey of motives and incentives for civil servants working in local self-government institutions, based on a systematic approach, by identifying not only specific motives and incentives for civil servants' activities, but also determining their interconnections, taking into account the peculiarities of the motivational system as well as the impact of demographic characteristics on motivations and incentives for civil servants, was carried out.

- The proposed methodology for civil servants' motives and incentives investigation and a study of motives and incentives for the activities of civil servants working in Lithuanian local government institutions can contribute to the development and improvement of the theories on public management and human resource management as well as developing a unified methodology for investigating motivation and motivational incentives of civil servants.

Practical value of the work:

- The developed research model of civil servants' motives and incentives system can be used for the development and implementation of civil servants' management strategies.

- The developed research methodology of civil servants' motives and incentives can be applied for the evaluation and comparison of motivational practices of civil servants.

- The research instrument can be used and adapted not only for performance of representative studies of motivational incentives for civil servants, but also for the analysis of the motives and incentives for civil servants in specific (individual) public sector organizations.

- A proposed model and research tool for civil servants' motives and incentives system can be applied not only in researching career, but also motives and incentives for statutory civil servants or employees working under employment contracts as well as longitudinal and comparative studies of motivational incentives of civil servants.

- The research instrument can be adapted to the motives and incentives for the activities of non-governmental and private sector organizations.
- The results of the survey enable identification of the problematic aspects of the civil servants' motivation and motivational incentives (e.g., small and inadequate amount of wages, the lack of links between education and skills development and wage growth, the lack of transparency and objectivity in the performance evaluation, asymmetry among the priorities of the motives of the activity of civil servants and most frequent incentives applied in organizations, etc.).
- The results of the survey can help managers of public sector institutions to improve their human resources management systems in developing and improving instruments for the promotion of civil servants and adjusting legislation.

1. THEORETICAL BACKGROUND OF THE CIVIL SERVANTS' ACTIVITY MOTIVES AND INCENTIVES SYSTEM

According to H. M. Park and J. L. Perry (2012) and V. Domarkas (2007), the end of the XX century and the beginning of the XXI century manifested itself by the new forms of management, the development of citizenship, community, civil society theories, and the ideas of organizational humanism. The new concept of the civil service emphasizes the transition from the political to the personal and professional accountability of civil servants and career dependence on performance results (Palidaukaitė, 2007). It also emphasizes more flexible human resource management and performance, which is associated with the improvement of the personnel motivation system, application of more diverse incentives (Pivoras, Visockytė, 2011), the need to better understand the people working in the civil service, the motives for their activities and motivation.

Motivation is a multidimensional construct, reflecting the inner personal inclination to act, in order to realize their motives. Motives are understood as psychological incentives, emerging from the inside and inspiring person's active work, in order to eliminate the psychological deficit, to satisfy one's needs, wishes and interests. Motives may change depending on the personal needs, interests and values, the surrounding environment and many other internal and external factors. In addition, several different or even contradictory motives can affect a person at the same time.

In order to have an impact on employee motives and motivation organizations use various motivational tools and methods – incentives. Both the motivation of the employee, his own motivation and demotivation are related to the person's job satisfaction.

According to S. Kim and W. Vandenabeele (2009), in order to reveal the specificity and exclusiveness of the motivation of civil servants the concept of motivation of civil servants which is most often associated with the person's tendency to “respond to the exceptional and unique motives that arise in public institutions and organizations” (Perry, Wise, 1990, p. 368) was formulated in the last decade of the last century.

Civil servants' motivation embraces a wide range of values, attitudes, beliefs and needs that encourage individuals to work for the public interest (Paarlberg, Lavigna,

2009). Following T. Steen and M. Rutgers (2009), S. Horton and A. Hondeghem (2006) the motivation of civil servants reflects the typical values of the civil service, especially those relating to liability towards society, serving the people, sacrifice, public interest and the peculiarity of civil service. Motivation has a positive impact not only on the activities of civil servants themselves, their needs, interests, work satisfaction, but also on the welfare of the whole society in general. On the other hand, according to D. E. Lewis (2010), the motivation of civil servants is quite controversial, and the very concept of motivation of civil servants is closely related to a certain ideology, therefore it is difficult to measure its influence on the activities of civil servants and their consequences. It is also quite difficult to identify and evaluate, what motives encourage people to work in the civil service.

Motives for the activities of civil servants are usually based on idealistic and altruistic goals. They are related to the desire of individuals to be useful to society and to help others (Perry, Hondeghem, Wise, 2009), to provide services to others without any tangible personal gain (Perry, 1996). On the other hand, according to S. Horton (2008), civil servants, like all people, tend to behave selfishly and seek to maximize their benefits. In other words, people can work in the public service not only because of the altruistic but also selfish motives, related to the satisfaction of their material needs and ensuring of personal well-being. Besides, due to the influence of various factors, the motives for the activities of civil servants may change. At an organizational level, an incentive system has great importance to the civil servants' motives.

In the most general sense the civil servants' incentives can be classified into monetary, covering payroll system, social guarantees, reimbursement of expenses and other benefits, as well as moral, related to the content of the work, working conditions, recognition, career, education and training, freedom of decision-making opportunities, performance evaluation, etc. The most effective results can be achieved by combining monetary and moral incentives. When selecting civil servants' incentives it should also be taken into account that people get used to the applied incentives, their motives change, therefore, the incentives used must be constantly reviewed and changed. Thus, in order to ensure the job satisfaction of civil servants, to strengthen their motivation and to ensure the smooth functioning of the civil service, it is necessary to create a balanced, functional incentive system that responds to the motives of civil servants. The next

chapter analyzes the expression of motives and incentives of civil servants through the prism of practical empirical research.

2. EMPIRICAL INVESTIGATION LEVEL OF THE CIVIL SERVANTS' ACTIVITY MOTIVES AND INCENTIVES SYSTEM

Based on various research studies, this part of the dissertation reveals what motives encourage people to work in the civil service, what incentives are used to motivate them and how the system of incentives for civil servants is assessed. The chapter concludes with the presentation of the research model of the motives and incentives system of civil servants' activity.

2.1. An overview of the research on motives of civil servants

J. L. Perry and L. Wise (1990) were some of the first ones to attempt to classify the motives of civil servants. The researchers distinguished three types of motives of civil servants: rational (relating to the individual's selfish goals and based on maximizing the benefit), normative (includes social equality, the desire to serve the public interest and loyalty to the duty) and emotional (associated with compassion, self-sacrifice, altruism, the desire to help others). Developing the theory of motivation of civil servants further, J. L. Perry (1996) proposed a motivational scale for civil servants representing these motives, consisting of four dimensions of civil servants motivation – willingness to participate in public policy-making processes, an obligation to the public interest, compassion and self-sacrifice.

In order to create a more universal (than J. L. Perry's, 1996) construct of measurements of civil servants' motivation S. Kim and W. Vandenabeele (2009), conducted a survey of an empirical research on civil servants' motivation. It revealed that civil servants' motivation is based on the motive of sacrifice, and the motives for the activity of civil servants can be divided into instrumental, value-based and identification ones; and the motivation of civil servants can be measured through the dimensions of public participation, commitment to public values, compassion and sacrifice.

When studying the motives of the activities of civil servants a large number of scientists refer to the concept of motivation for civil servants suggested by J. L. Perry and L. Wise (1990) and apply the civil servants' motivation measurement scale developed by J. L. Perry (1996). E.g., after performing a study of civil servants' motivation in Italy, Switzerland, Austria, Belgium, Malta and the Netherlands (by using the scale proposed by J. L. Perry (1996)), W. Vandenabeele et al. (2009) identified that Maltese civil servants are the least, while the Netherlands civil servants are the most interested in participating in politics and the possibility of contributing to its formation. The desire to serve the public interest is most characteristic of Austria, and at least of Swiss civil servants. Compassion, as one of the most important motives for working in the civil service, were most often reported by Maltese, and most rarely by Austrian civil servants. Sacrifice provided the greatest importance in Italy and the lowest for Swiss civil servants.

Studies of civil servants' motives based on secondary analysis of social research data can be distinguished as another direction of the motives of civil servants activity research. E.g., the data analysis of International Social Survey Program carried out by W. Vandenabeele and S. van de Walle (2008) in 2004 revealed that the priorities of civil servants' motives differ in different regions of the world, i.e. different importance is given to the dimensions of civil servants' motivation according to Mr Perry's (1996) scale.

Other researchers have investigated the motives of civil servants in terms of what kind of reward, intrinsic or extrinsic, they would most like to receive and most often on the basis of a comparison between the attitudes of people working in the public and private sectors or non-governmental sectors. E.g., the data analysis of the three studies – General Social Survey, Federal Employee Attitude Survey and Institute for Electrical and Electronics Engineers (IEEE) survey, carried out by P. E. Crewson (1997) showed that the willingness of the civil sector employees to receive an intrinsic reward (intrinsic motivation) and the opportunity to do a socially beneficial job are more important than for those employed in the private sector (extrinsic motivation is more important for the latter). The data analysis of British Household Panel Survey performed by Y. Georgellis, E., Iossa, V. Tabvuma (2009) in 1991–2004 revealed that people in the public sector are most willing to work because of the nature of work (intrinsic motivation), rather than for

extrinsic benefits or rewards, e.g., wages, work safety and working hours (number of hours worked). Meanwhile, on the basis of the data of the General Social Survey of 1991, 1993 and 1994 D. J. Houston (2000) identified that public sector employees are more interested in receiving intrinsic reward, i.e. to do an important and meaningful work, while for private sector employees – extrinsic reward, i.e. getting more income and working less hours (earning more money in less time) is more important.

Concerning the research on the motives of civil servants in Lithuania it is necessary to mention that in the study of motivation of civil servants by S. Kim et al. (2013) in the year 2010 civil servants working in Lithuanian municipal administrations were interviewed. The results of the study showed that it is important for respondents to be sympathetic to others, to provide assistance, to seek justice, foster social values, but for most civil servants it is also very important to get a monetary reward for their work, to be recognized, evaluated (Palidauskaitė, Vaisvalavičiūtė, 2011).

The survey of employees in Kaišiadorys, Trakai and Elektrėnai municipalities performed by L. Marcinkevičiūtė (2005) showed that the main motives of their work are related to the possibility of adapting the available professional skills at work, qualification development, good pay and career prospects (opportunity to be promoted). Meanwhile, the survey of civil servants motivation carried out by J. Palidauskaitė upon the order of Civil Service Department under the Ministry of the Interior (hereinafter referred to as MI) in 2007 revealed that when choosing a job in the civil service respondents were mainly influenced by such motives like “work content, social security, the desire to gain work experience in the civil service and the pursuit of a personal goal”, while working in the civil service the most important factors for them were the following: “1) desire for improvement and continuous learning; 2) interesting job; 3) good relationships with executives and colleagues; 4) pay for work and satisfaction with work done; 5) the importance of the work done; 6) periodically increasing wages; 7) social guarantees; 8) working conditions; 9) workplace safety; 10) vacation time; 11) career opportunities; 12) status in society” (Palidauskaitė, Segalovičienė, 2008, p. 87).

To summarize, we can say that in their studies researchers focus on the research into rational, normative and emotional motives. Meanwhile there is lack of studies, containing an integrated, comprehensive analysis of civil servants’ motives, revealing the importance of not only altruistic but also selfish (monetary, moral) motives. The

studies of the motives of the activities of civil servants do not further analyze the interrelationship between motives and incentives of civil servants' activity, it is only occasionally mentioned, that when creating incentive schemes for civil servants, the motives of people employed in the civil service should also be taken into consideration.

The investigations of the motives of civil servants are mostly focused on the analysis of motives forming the measurement scale for the motivation of civil servants proposed by scientists or it is based on the division of motives into intrinsic and extrinsic, but such methodological tools are rather limited and lacking a comprehensive approach to the motives for the activities of civil servants. The studies based on an analysis of social research data, usually delve into a comparison of the motives of the employees working in the public, private or non-governmental sectors, therefore, the nature of work in the public service is not fully reflected.

In summary it can be said that studies performed by the researchers from different countries do not give an unambiguous answer on what motivates people to work in the civil service. Regardless of the research methodology, the works of different scientists reveal that people are often encouraged to work in the civil service by intrinsic motives, related to the desire to serve the public, to do good to others, the possibility to sacrifice, to feel compassionate, and to do meaningful work. On the other hand, the research does not deny the importance of monetary, selfish motives of civil servants. It implies that people are encouraged to work in the civil service by various, sometimes contradictory motives and the priority is not necessarily given to the desire to work for the welfare of the society without the material reward for it.

2.2. An overview of the research on civil service incentives

The survey of civil servants in EU Member States carried out by Ch. Demmke et al. (2008) revealed that civil servants are increasingly delegated more responsibilities, they are also given more autonomy, independence and they are provided with the opportunities to control their own activities. The majority of respondents positively assessed the content of the work and working conditions, however, they noticed that the salaries of civil servants are not competitive compared with the private sector.

The research of D. Manolopoulos (2008) based on the classification of incentives into intrinsic and extrinsic factors showed that the results of the civil servants' activities are influenced by multiple context motivators, but the effect of extrinsic rewards on employee preferences is higher than of the intrinsic ones. The research results of A. Cristescu et. al. (2013) also revealed that most civil servants are more motivated by extrinsic factors than intrinsic ones.

After analyzing the International Social Survey Program Dataset covering 15 countries J. Taylor and R. Taylor (2009) in 2005 identified that in many countries public sector employees receive an effective salary, which was slightly higher than the state average wage market. As an exception, scientists named the USA, Denmark, France, Bulgaria and Russia where the salary paid to public sector employees did not reach the country's average wage level. It was also identified that the importance of wages is not very high for encouraging the public sector employees with high-level internal motivation.

Concerning the research carried out in Lithuania on the incentives for the civil servants activities, it must be noted that some peculiarities of the incentives for the civil servants activities was revealed by the motivation research carried out by J. Palidaukaitė upon the order of Civil Service Department under the MI in 2007. It showed that most of the civil servants are motivated by job satisfaction, good psychological climate, adequate and fair performance, evaluation in monetary terms, performance-related salary, clearly formulated tasks, an objective and transparent evaluation of the performance and work content, while the most demotivating factors were inadequate salary, poor leadership and high bureaucracy (Lietuvos valstybės tarnautojų motyvacijos tyrimo ataskaita, 2008; Palidaukaitė, Segalovičienė, 2008; Palidaukaitė, 2008).

The study performed by M. Kaselis and S. Pivoras (2012) highlighted the doubts of the respondents concerning the usefulness of the performance based evaluation. Although survey respondents indicated that the linking of the performance based evaluation of activities to the performance based payment could increase the efficiency and motivation of civil servants but at the same time took the view that the assessing of the activities of civil servants and setting the performance based salary would create a medium for subjectivity, would make it difficult to avoid manipulations, uncertainty and formalities of evaluation objectives, indicators and criteria.

Works by other researchers allow to look into the system of incentives for civil servants from the managers' point of view. E.g., the survey of the managers of Lithuanian public sector organizations carried out by D. Diskienė and A. Marčiškas (2007; quoted from Diskienė, 2008) showed that the incentive measures applied by managers do not fully meet the motives of employees' activities. Even though realizing the importance of monetary reward, however thinking that existential needs of employees are less important to employees than the needs for development, security or communication, managers do not pay enough attention to monetary incentives. A certain asymmetry among motives and incentives for the activities of civil servants was also revealed by the study on the motivating civil servants during the difficult times 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 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.

In summary we can say that various incentives and their combinations are used to motivate civil servants. Both material and intangible aspects of the motivation are important for civil servants, but their assessment differs from the context of the study and the country. In addition, incentives used by organizations do not always reflect the motives of civil servants.

Most scientists in their works focus on the analysis of monetary and moral incentives for civil servants, but in order to satisfy the rational, normative and emotional motives of civil servants' activities, public sector institutions should also apply the incentives to address these motives. Although there are some hints in some studies to the links between the motives and incentives of civil servants, but they are episodic, not investigated in more detail. It implies that the scientific discourse lacks a systematic and integrated approach to the motives and incentives for civil servants. The next chapter presents the research model of the civil servants motivation and incentives.

2.3. The research model of the motives and incentives system of civil servants' activity

Having analyzed theoretical and practical-empirical aspects of the civil servants' activity motives and incentives system, it should be emphasized that:

- When investigating the motives of civil servants the scientific studies are mostly based on the typology of motives of civil servants activity presented by J. L. Perry and L. Wise (1990), according to which motives are divided into rational, normative and emotional, as well as the motivational dimensions of civil servants identified by J. L. Perry (1996) including the willingness of individuals to participate in public policy-making processes, an obligation to the public interest, compassion and self-sacrifice. On the other hand, the work of researchers also proves the fact that people are encouraged to work in a civil service not only by altruistic motives such as the desire to serve the public, to help others, to sympathize, to sacrifice, to do socially useful and meaningful work, but also personal (selfish) motives, related to job security, work content, wish to receive a salary, to be recognized, evaluated, to do a career, express oneself and so on, but their priorities are different.

- When analyzing the motives of civil servants' activities it should also be emphasized that the motives of civil servants and their priorities are influenced by personal characteristics, i.e. gender, age, education, marital status, work experience in the organization, etc., as well as external factors, related to the organizational environment, country's culture, economic situation, family model, etc.

- Scientists' work reveals, that both monetary and non-monetary incentives are applied to state employees, but they do not always reflect the motives of civil servants, i.e., the salary offered by the organization does not always match what people working in the organization want. Investigation of incentives for civil servants is often limited to analyzing individual elements of the incentives system and individual incentives. Similarly, both theoretical and empirical studies are most commonly based on traditional classification of incentives, without distinction between political, emotional or normative incentives.

As in the case of activity motives, the importance and priorities of the civil servants' incentives are different. In their studies, researchers justify that the attitude of the civil servants towards the motivation system and the assessment of the significance of incentives are influenced by personal characteristics, relations with colleagues and managers as well as organizational environment, and the motivation system – by the civil service model, economic, political, social, legal factors, organizational culture, leadership, etc.

- The studies of many researchers are based on the classification of motives and incentives into intrinsic and extrinsic. Both motives and incentives are also often referred to as intrinsic and extrinsic factors, however, such a division is quite confusing and not entirely accurate. Both intrinsic (for example, work enrichment) and extrinsic factors (e.g. pay, job security) depend on the organization and they are regarded as an organization's reward for its employees for their work. Meanwhile, in terms of motives, it is important to emphasize that they are intrinsic in nature, related to the inner part of human beings.

- To ensure the motivation and job satisfaction of civil servants, it is important to ensure that the incentives applied are in line with the motives of civil servants. In other words, it is necessary to ensure coherence between the motives and incentives of the civil servants. This is one of the most important criteria in order to ensure greater motivation and job satisfaction of civil servants. Meanwhile, the discrepancy between the motives and incentives of civil servants would reduce their motivation and job satisfaction. Regarding this, the hypothesis H1 is raised:

H1 – incentives for the activities of civil servants have a statistically significant positive relationship with the motives of the civil servants' activities:

H1a – political incentives for the activities of civil servants have a statistically significant positive relationship with the political motives of the civil servants' activities;

H1b – normative incentives for the activities of civil servants have a statistically significant positive relationship with the normative motives of the civil servants' activities;

H1c – emotional incentives for the activities of civil servants have a statistically significant positive relationship with the emotional motives of the civil servants' activities;

H1d – monetary incentives for the activities of civil servants have a statistically significant positive relationship with the monetary motives of the civil servants' activities.

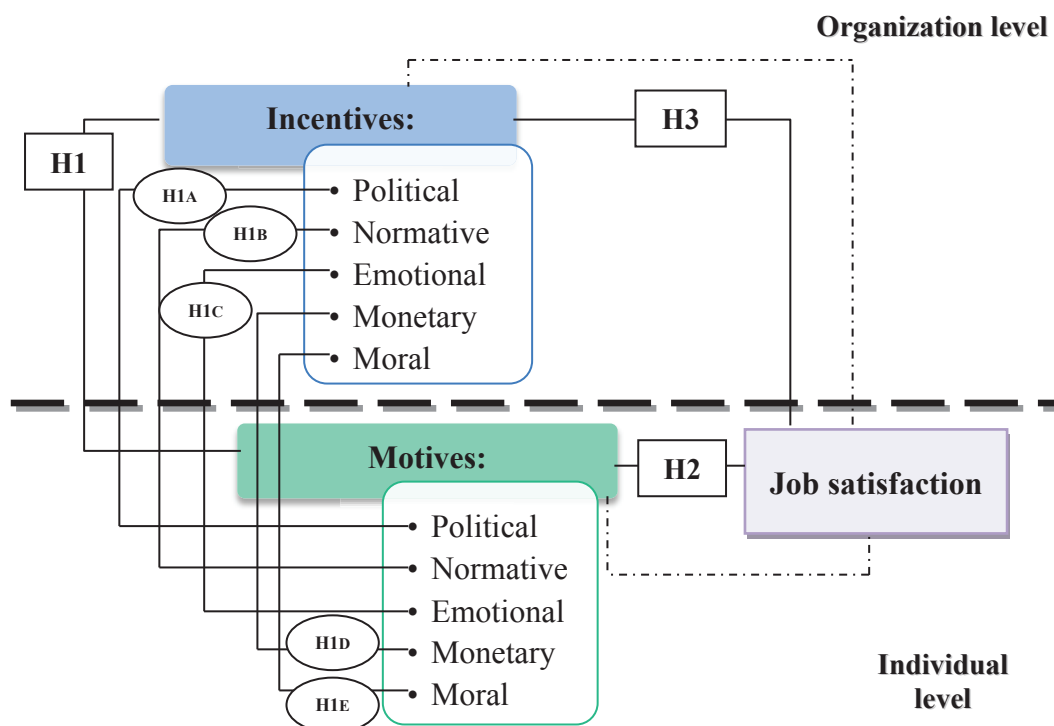
H1e – moral incentives for the activities of civil servants have a statistically significant positive relationship with the moral motives of the civil servants' activities.

- Civil servants with a job satisfaction are more motivated, they work more productively, more efficiently and with better quality, they have a greater responsibility and loyalty to the organization. Otherwise, if civil servants are not satisfied with their work, they do not feel the need to work harder, the responsibility for their activities and loyalty to the organization can be diminished and the desire to leave the work may occur. Thus, the job satisfaction of civil servants can be influenced by both motivations and incentives.

If a person can realize his motives at work, his expectations are met, he feels emotionally elevated, enjoys his activities and is able to “reveal himself”, he will feel satisfied with the work and its individual elements; otherwise, the person can leave the job. This allows us to formulate the hypothesis *H2 – motives for the activities of civil servants (political, normative, emotional, monetary, moral) have a statistically significant positive effect on the civil servants' satisfaction with their work.*

As mentioned above, not only the motives for the activities of civil servants, but also the incentives applied in the organization can lead to the job satisfaction of the civil servants or the desire to leave it. If a person what he / she expects from the organization gets and the reward received satisfies him and the more the organization contributes to achieving his goals and expectations the more a civil servant will be satisfied with his work and will not want to leave it. If these conditions are not met the disappointment of a civil servant will increase and the job satisfaction will decrease. This leads to the hypothesis *H3 – incentives for the activities of civil servants (political, normative, emotional, monetary, moral) have a statistically significant positive effect on the job satisfaction of civil servants.*

Taking into account the set out provisions, the generalized research model of the motives and incentives system of civil servants' activity is presented in Figure 2.



Source: created by the author of the work.

Fig. 2. Research model of the motives and incentives system of civil servants' activity

The model distinguishes five types of motives of civil servants:

- Normative and emotional, which correspond to the typology of motives for the activities of civil servants proposed by J. L. Perry and L. Wise (1990) .
- Political, monetary and moral. These types of motives are distinguished by considering that rational motives identified by J. L. Perry and L. Wise (1990) include the desire of civil servants to maximize their personal benefits (to satisfy personal interests), and willingness to participate in forming and implementing public policy, therefore, in order to identify what specific motives determine the willingness of civil servants to work in the public service, it was decided to separate these two elements of rational motives. Monetary motives are associated with the willingness of civil servants to satisfy their financial needs, and moral ones – with the desire of civil servants to satisfy the needs for their professional and personal development, self-expression as well as governing.

Following the provision that the incentives for the activities of civil servants must respond to the motives of civil servants' activities, the incentives in the presented model are also divided into political, normative, emotional, monetary and moral: political incentives must satisfy political motives, normative – normative motives, emotional incentives – emotional motives, monetary – monetary motives and moral incentives – moral motives. Although in the most general sense, political, emotional and normative incentives can be attributed to a group of moral incentives because they are aimed at satisfying the higher level needs of civil servants, however, in order to highlight their specific character and orientation and considering that these incentives are atypical and may require more effort by the organization to apply them to motivate civil servants, it is appropriate and relevant to separate these incentives into separate categories.

The hypotheses shown in the model reflects the links between the motives of the civil servants activities and the elements of the incentives' system. The dotted line in the model represents the feedback between the civil servants job satisfaction, motivations and incentives for their activities. Satisfaction (or dissatisfaction) with work and (or) its individual elements in the long run may have a greater or lesser, positive or negative impact on the changes in the motives of civil servants. E.g., if the individual is mostly concerned with monetary motives, and the organization is able to satisfy them by the incentives used, then personal satisfaction with wages may increase and the priorities for the motives may change – the value of monetary motives may decrease by putting the other motives, for example, emotional into the first place. An analogous situation can be found in the cases of civil servants' incentives and job satisfaction. E.g., in order to increase the satisfaction of civil servants with work or its individual elements, organization's management can alter the incentive system by directing measures to eliminate the factors causing dissatisfaction.

As human motives are constantly changing, the organization's ability to apply one or the other incentives may also change, therefore, in order to identify and evaluate the compliance of incentives with the motives of civil servants, it is necessary to evaluate the performance of civil servants periodically (e.g., once in a half year or a year), e.g., during the performance appraisal. Considering this an existing incentive system for civil servants should be reviewed and improved, focusing both on their motives and on the implementation of the public administration goals.

Summarizing the presented research model of the motives and incentives system of civil servants' activity, it can be stated that a person, employed in the civil service, seeks to realize his own motives, and the organization, in motivating its employees, expects to implement the goals of its activities. Effective results can be expected only when both sides get what they want. All that can be achieved only when the incentives applied by the organization meet the motives of civil servants: enabling the employee to meet their needs and motives, increasing their job satisfaction, developing loyalty and useful (necessary) employee behavior and this, in turn, affects both the activities of each civil servant as well as the whole organization and its results. Depending on the results, the motives of the civil servants and their priorities may change, the system of incentives and motivation for civil servants should be revised and improved.

Based on the presented model, methodology for studying the motives and incentives of civil servants working in Lithuanian local government institutions was developed and the survey of civil servants working in Lithuanian local government institutions was carried out.

3. THE RESEARCH ON THE MOTIVES AND INCENTIVES OF THE ACTIVITIES OF CIVIL SERVANTS IN LITHUANIAN LOCAL GOVERNMENT INSTITUTIONS

This part of the dissertation presents the methodology for studying the system of motives and incentives of civil servants working in Lithuanian local government institutions and discusses the results of the study. **The aim of the research is** to investigate the motives and incentives for civil servants in Lithuanian local government institutions using the research model of the motives and incentives system of civil servants' activity.

Research objectives:

1. To identify the motives of the civil servants and the factors influencing them.
2. To identify the incentives of the activities of civil servants and the factors influencing them.
3. To determine the relationship between the motives and incentives of civil servants.

4. To evaluate the effect of civil servants' motives and incentives on the job satisfaction of civil servants.

5. To evaluate the motivation system of civil servants.

In order to achieve the aim of the research, a quantitative survey was conducted using a written questionnaire. The questionnaires were submitted to the participants in a printed form. The survey was conducted in December 2013 to January 2015. During the study, a total of 700 questionnaires were distributed, of which 428 were returned. 381 questionnaire data were selected for the analysis of the research data.

The results of the study *partially confirmed the hypothesis of the study H1*, that *incentives for the activities of civil servants have a statistically significant positive relationship with the motives of the civil servants' activities*. It was identified that not all groups of civil service incentives are statistically significantly positively related to similar groups of motives of civil servants. Taking this into account, the parts of the study hypothesis H1, i. e. *H1b and H1d have been confirmed*, and *H1a, H1c and H1e – not confirmed*. It was identified, that normative incentives for the activities of civil servants have a statistically significant positive relationship with the normative motives of the civil servants' activities (H1b), and monetary – with monetary ones (H1d). Meanwhile, it was found that there was no any statistically significant positive relationship between political incentives for the activities of civil servants and the political motives of the civil servants' activities (H1a), the emotional incentives – and emotional motives (H1c), and the moral incentives – and moral motives (H1e).

The obtained results highlighted statistically significant relations not only between the same, but also different groups of incentives and motives for the activities of civil servants. Political incentives are statistically significantly positively related to normative, emotional, monetary and moral motives, normative incentives – with monetary and moral motives, emotional incentives – with normative and moral motives, monetary incentives – with political and normative motives, moral incentives – with political, normative, emotional and monetary motives.

The study hypothesis H2, that motives for the activities of civil servants (political, normative, emotional, monetary, moral) have a statistically significant positive effect on the civil servants' satisfaction with their work, was partially confirmed. It was identified that the normative and emotional motives of the activity of civil servants have a

statistically significant positive impact on the civil servants’ job satisfaction. According to the survey data, political, monetary and moral motives of civil servants do not have a statistically significant effect on the civil servants’ job satisfaction.

The study hypothesis H3, that incentives for the activities of civil servants (political, normative, emotional, monetary, moral) have a statistically significant positive effect on the job satisfaction of civil servants, was partially confirmed. The results of the survey revealed that normative and political incentives of civil servants have a statistically significant positive impact on the civil servants’ job satisfaction, however, monetary, emotional and moral incentives have no statistically significant influence on the job satisfaction of civil servants.

Regarding the results of the research and confirmation of its hypotheses, Figure 3 shows the model of civil servants’ activity motives and incentives system.

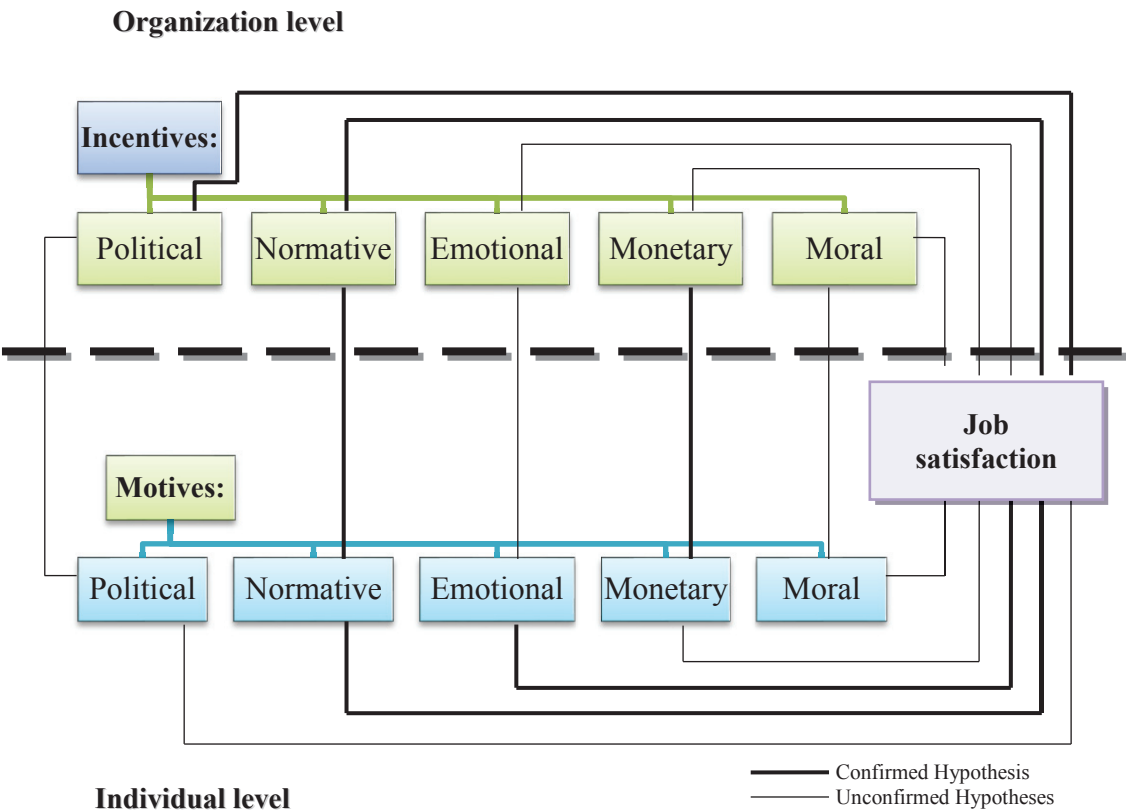


Fig. 3. Model of the civil servants’ activity motives and incentives system

CONCLUSIONS

1. The theoretical analysis of the civil servants' activity motives and incentives system revealed that:

- The civil service, understood in its broad and narrow sense, is given high demands in the context of contemporary public administration, related to the promotion of democratic values, strategic thinking, following the principles of citizenship, service to the public, accountability and responsibility as well as the recognition of the importance of the human factor.

- Motivation is understood as the intrinsic state of a person influenced by various motives, giving him energy to act, in order to satisfy his wants, needs and interests. The motives are related to the internal feelings of the person to act, while incentives – with the external factors, incentives applied by the organizations and ways of inspiration as well as motivation of the individual activities.

- While implementing public sector human resource reforms the emphasis on importance of motivating civil servants is increasing. There is no doubt that motivation is perhaps the most important driving force in the work of civil servants. It has a positive effect on the job satisfaction of civil servants, provides the opportunity to realize various needs and understand one's value, promotes loyalty to the organization, strengthens the sense of responsibility for their actions, etc. In their work motivated civil servants are more guided by ethical values, unselfish reasons, seeking not only to satisfy their personal interests, but to contribute to the well-being of society as a whole. It is motivation in many cases that determines the successful, smooth and productive operation of the entire civil service. This in turn increases the trust of the population in the government, allows to further improve the management of the state as well as the country's image.

- Although the importance of motivation in the civil service is obvious and in practice there is no doubt or debate about its necessity, however, there is still no a unified answer on how to motivate civil servants, what methods, measures would be the most effective. All the more so because the concept of the motivation of civil servants is still under discussion.

- The motivation of a civil servants is a volatile, diverse phenomenon, reflecting the changing public perceptions of civil service. The motivation of civil servants expresses valuable values of the state service, giving priority to the satisfaction of the public interest, internal, rather than external reward. However, taking into account the sociocultural, economic and political context of each country and region, the motives of civil servants can vary greatly.

- Scientific literature does not yet provide a clear answer on what specific motives determine the desire of people to work in the public service. The most commonly observed provision is that the opportunity to do good for others, the desire to take care of the public interest and other altruistic or even idealistic incentives are the main motives for the activities of civil servants, however, monetary and other motives based on selfish principles cannot be ruled out, especially when it comes to civil servants in less developed countries. In this context, the improved concept of the civil servants' motivation, defining it as a multidimensional concept, revealing the civil servants will to work honestly and responsibly for the public interest and without prejudice to the principles of ethics, morality and law and to meet one's personal needs, was proposed.

- Civil servants can be motivated by monetary and moral incentives, but the best results can only be achieved through the use of complex motivational tools, responding to the motives of civil servants' activities, allowing to meet the needs of civil servants and to achieve goals and the corresponding capabilities and strategies of institutions.

- The legal acts of the Republic of Lithuania regulate the essential principles of the civil servants' activity motives and incentives system. They state that civil servants may be motivated by complex measures. The focus is on monetary incentives, however the basics of some moral incentives (performance appraisal, training and qualification improvement, career development, recognition, penalties, etc.) have been identified. On the other hand, they are all presented in a fragmentary and unstructured way, there is lack of a single classification of incentives. E.g., The Law on State Service (1999) states that civil servants can be promoted by a nominal gift, thank you certificate, one-time cash payment, can get state awards, while social guarantees, training or career opportunities, the evaluation of a career, etc., which are the elements of the incentive system, are not identified as motivational factors. There is also an observed trend to

implement the principles of payment according to the performance results in the system of wages of Lithuanian civil servants, however, the critical analysis of payment according to the performance results presented in the theoretical part of this dissertation makes us to question the effectiveness of such aspirations.

2. *After an overview of empirical research on the motives and incentives of civil servants, it was determined that:*

- People tend to work in the civil service encouraged by altruistic, idealistic, emotional, normative and rational motives, including commitment to the public, compassion, social justice, the desire to sympathize, to devote, to do good and to help others, to do meaningful and socially useful work, to participate in public policy-making processes. On the other hand, the studies have substantiated, that selfish motives, especially in less economically developed countries, can also be important for civil servants.

- Various incentives are used to motivate civil servants, such as working conditions, content of work, salary, autonomy and responsibility, promotion of initiative, participation in decision-making processes, etc. Both monetary and intangible incentives are important for civil servants, but different priorities and importance are given in different countries, the incentives used by public sector organizations also do not always reflect the motives of civil servants.

- Although the studies of motives and incentives for civil servants are often carried out in quantitative research, however, universal methodologies for such research have not been developed so far, all the more, the ones that would be based on a systematic approach and would cover both the aspects of motives and incentives for civil servants' activities.

3. Based on the analysis of theoretical and empirical research of the motives and incentives of civil servants' activity, the *Research model of the motives and incentives system of civil servants' activity* was developed. The model is based on the provision that the incentives for the activities of civil servants must respond to the motives of civil servants. In the model, motives and incentives for civil servants are divided into political, normative, emotional, moral and monetary. The correlation between the motives and incentives for civil servants' activity has an impact on the job satisfaction of

civil servants. The correspondence between motives and incentives allows to increase the motivation of civil servants, their job satisfaction and performance results, while the discrepancy between them may be the cause of low motivation or even demotivation.

4. Having examined the motives and incentives for the activities of civil servants in the local government institutions of Lithuania, it was established that:

- Incentives for the activities of civil servants have a statistically significant positive relationship only with certain motives of the civil servants' activities: measures and methods for motivating the activities of civil servants partially respond to the motives of civil servants. Monetary and moral motives are the most important for civil servants, but in most cases they are encouraged by normative and political incentives.

- The job satisfaction of civil servants is linked to the motives and incentives for civil servants, but not with all of them. Most civil servants are happy with their work: most of all with work content, and least of all they are satisfied with the wages and financial perspectives. Financial, psychological and social reasons and dissatisfaction with the organization of work are the main reasons for which civil servants would decide to leave their job.

- There is a link between the motives, incentives and job satisfaction of civil servants and their opinion on the impact of institutional incentives on their motivation. There was also statistically significant interrelation between the motives of the activity of civil servants, incentives and job satisfaction as well as institution's salary, performance evaluation, training and qualification development systems, assessment of relations with colleagues and a direct leader.

- The research highlighted the importance of a manager and direct leadership in motivating civil servants. It was also identified that the civil servants' motives, incentives, their approach to the promotion system and job satisfaction are influenced by demographic characteristics, such as gender, age, the amount of salary received, etc.

Regarding the analysis performed and the results of the empirical study, the following directions for the improvement of the civil servants' activity motives and incentives system may be distinguished:

- Based on the proposed model of the motives and incentives system of civil servants' activity as well as empirical research methodology to expand the geography and sample of the research on the civil servants' activity motives and incentives system, conducting similar studies in other public-sector institutions of different levels.

- To strengthen the management and leadership competencies of the managers by ensuring not only the consistency of management training and professional development, but also real practical benefit, periodically assessing how much and what knowledge is adapted by the managers to motivate their subordinates, what are their achievements, performance results, well-being at work, etc.

- To follow an integrated and systematic approach in developing motivational strategies for civil servants ensuring a balance between monetary and non-monetary incentives and motives for the activities of civil servants.

- To increase the transparency and objectivity of the civil servants' service evaluation process, eliminating redundant and formal procedures, corruption as well as promotion of own people and use practice assessment as means of increasing wages, and not for promotion of the professionalism of civil servants, skills development and improvement of the quality. In assessing the activities of civil servants to take into account the personal characteristics of civil servants, to identify the strengths and weaknesses of their activities and required competencies. Also, to link the performance evaluation system to the professional development of civil servants, career planning as well as organization of training and professional development.

- To formulate a system of salaries for civil servants based on the principle of equal pay, by linking the amount of pay and its growth not with the performance results of civil servants, which are often difficult to assess and does not always depend on the civil servants, but with the functions and complexity of the work being done, a degree of responsibility, civil servants competence, the professional requirements and competences required.

- Managers should involve more civil servants in the decision-making processes and encourage more responsibility, participate in policy-making processes, act altruistically, to promote the interest of civil servants, to set clear and unambiguous goals, to promote teamwork, to ensure the transparency of the motivation process, to improve the wage system, to provide more flexibility in organizing the work of civil servants, to create flexible working time opportunities. Bureaucracy should also be reduced, the influence of politicians on the work of civil servants, to ensure a positive working environment, feedback on the work done, to create more flexible conditions not only for the vertical, but also horizontal career of civil servants.

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DAKTARO DISERTACIJOS SANTRAUKA

Temos aktualumas. Valstybės tarnyba yra neatsiejama šiuolaikinio viešojo valdymo ir viso valdžios aparato dalis. Nuo jos veiklos priklauso visuomenės pasitikėjimas valdžia, valstybės strategijos ir prioritetinių tikslų, turimų išteklių, socialinės, sveikatos, aplinkos apsaugos, švietimo, finansų, teisingumo, kultūros, gynybos ir kt. politikos įgyvendinimo efektyvumas ir veiksmingumas, bendradarbiavimo ir partnerystės su bendruomenėmis, privataus ir nevyriausybinių sektorių organizacijų kūrimas ir vystymas, šalies įvaizdžio formavimas, žmogaus teisių ir laisvių, visuomenės interesų ir gerovės užtikrinimas.

XX a. pabaigoje prasidėjusios intensyvios viešojo valdymo ir viešojo sektoriaus reformos, didėjantis visuomenės sąmoningumas ir poreikis iš valdžios institucijų gauti profesionalias ir kokybiškas paslaugas, siekis efektyviai ir ekonomiškai naudoti viešuosius išteklius, skatinti viešojo sektoriaus darbuotojų atsakomybę ir atskaitomybę už savo veiksmus iškėlė būtinybę iš naujo peržiūrėti, įvertinti ir modernizuoti žmogiškųjų išteklių valdymo sistemas. Imta įsisąmoninti, kad operatyviai reaguoti į išorinės aplinkos pokyčius ir įgyvendinti didėjančius reikalavimus valdžios institucijoms galima tik turint motyvuotus, gebančius sklandžiai, profesionaliai, atsakingai ir kokybiškai atlikti savo pareigas valstybės tarnautojus.

Valstybės tarnautojų noras ir suinteresuotumas tarnauti visuomenei, prisidėti prie jos gerovės kūrimo ir puoselėjimo priklauso nuo jų veiklos motyvų. Valstybės tarnautojų veiklos motyvai iš esmės yra kertinis elementas, atspindintis jų siekį padėti kitiems ir patenkinti visuomenės poreikius, padedantis pamatus etiškai, skaidriai, sąžiningai, atsakingai, nesavanaudiškai ir produktyviai valstybės tarnybos veiklai bei leidžiantis užtikrinti efektyvesnį žmogiškųjų išteklių valdymą ir visos viešojo administravimo sistemos funkcionavimą. Kita vertus, dirbdami savo darbą vien tik iš vidinių paskatų ir nesulaukdami jokio išorinio atlygio, valstybės tarnautojai ilgainiui gali prarasti savo motyvaciją, todėl būtinas ir organizacijos indėlis bei pastangos juos motyvuojant. Dėl šios priežasties valstybės tarnautojų skatinimas traktuojamas kaip vienas iš aktualiausių, bet kartu ir sudėtingiausių viešojo sektoriaus organizacijų žmogiškųjų išteklių valdymo uždavinių.

Suvokimas, kad valstybės tarnybos funkcionalumas priklauso tiek nuo joje dirbančių darbuotojų veiklos motyvų, tiek nuo organizacijos taikomų stimulų, paskatino įvairių šalių teoretikus ir praktikus, viešojo sektoriaus organizacijų vadovus ieškoti atsakymų, kas skatina žmones dirbti valstybės tarnyboje ir kaip tinkamai juos motyvuoti. Todėl valstybės tarnautojų veiklos motyvų ir stimulų tema iki šiol yra labai aktuali bei laikoma kertiniu žmoniškųjų išteklių valdymo valstybės tarnyboje tyrimų objektu.

Problemos ištyrimo lygis. Valstybės tarnautojų veiklos motyvų ir stimulų tematika plačiai tyrinėjama mokslinėse studijose. Jose analizuojamas ryšys tarp valstybės tarnautojų motyvacijos ir pasitenkinimo darbu (Riba, Ballart, 2016; Giauque, Ritz, Varone, Anderfuhren-Biget, 2012; Pandey, Stazyk, 2008), darbo užduočių įvykdymo (Alonso, Lewis, 2001), darbuotojų veiklos ir jos rezultatų (Brewer, 2010; Caillier, 2014; Christensen, Wrigh, 2011), darbo pasirinkimo sprendimų priėmimo ir noro dirbti valstybės tarnyboje (Pandey, Stazyk, 2008; Christensen, Wright, 2011), įsipareigojimo organizacijai (Crewson, 1997; Moynihan, Pandey, 2007; Riba, Ballart, 2016), kultūrinių ypatumų (Kolpakov, 2009), organizacijos veiklos (Brewer, 2010), organizacijos tikslo charakteristikų (Jung, Rainey, 2009), darbuotojų, dirbančių viešosiose organizacijose, profesinių pasirinkimų (Bright, 2011), transformacinės lyderystės (Caillier, 2014; Wright, Moynihan, Pandey, 2012), pilietiškos-organizacinės elgsenos ir teikiamų paslaugų kokybės (Ferdousipour, 2016), organizacijos socialinio kapitalo ir dalijimosi žiniomis (Kim, 2018).

D. Giauque et al. (2012) tyrė ryšį tarp valstybės tarnautojų motyvacijos ir biurokratizmo, J. G. Caillier (2016) – tarp valstybės tarnautojų motyvacijos, tikslų aiškumo, organizacinio įsipareigojimo ir suinteresuotumo dirbti daugiau nei reikalaujama. C.-W. Hsieh, K. Yang ir K.-J. Fu (2012) analizavo valstybės tarnautojų motyvacijos poveikį emociniams darbinės veiklos aspektams, B. Liu ir T. L.-P. Tang (2011) tyrinėjo, kokią įtaką meilė pinigams daro ryšiui tarp valstybės tarnautojų motyvacijos ir pasitenkinimo darbu. B. E. Wright et al. (2012) nagrinėjo ryšį tarp valstybės tarnautojų motyvacijos, transformacinės lyderystės ir organizacijos misijos įgyvendinimo. S. Anderfuhren-Biget, F. Varone ir D. Giauque (2014) gvildeno valstybės tarnautojų motyvacijos ir politinės aplinkos, C. Riba ir X. Ballart (2016) – valstybės tarnautojų motyvacijos, įsipareigojimo organizacijai ir pasitenkinimo darbu, I. Kwon (2014) – motyvacijos, diskrecijos ir korupcijos valstybės tarnyboje tarpusavio sąveikas.

Mokslinėse studijose taip pat analizuojami įvairūs valstybės tarnautojų veiklos stimulų ir skatinimo aspektai. Pvz., Ch. Demmke, T. Henökl ir T. Moilanen (2008) nagrinėjo valstybės tarnautojų veiklos vertinimo, darbo užmokesčio, darbo sąlygų ir kt. stimulų taikymo ypatumus žmoniškųjų išteklių reformų efektyvumo vertinimo kontekste, J. Kim (2016) – apmokėjimo pagal rezultatus efektyvumą ir darbuotojų veiklos vertinimo sistemos teisingumą, o G. A. Brewer ir J. E. Kellough (2016) – darbo užmokesčio, nuopelnų sistemos pokyčius valstybės tarnybos reformų kontekste. D. Manolopoulos (2008) domėjosi, kokią poveikį valstybės tarnautojų demografinės savybės ir organizacinė darbo aplinka daro jų darbo motyvacijai ir veiklos rezultatams. A. Cristescu, L. Stănilă ir M. E. Andreica (2013) tyrė išorinių ir vidinių veiksnių svarbą motyvuojant valstybės tarnautojus, J. Taylor (2010) – vidinio, išorinio atlygio ir tiesioginio vadovo vaidmens reikšmingumą renkantis darbą viešajame sektoriuje, N. Bellé (2015) – piniginių ir nepiniginių stimulų įtaką valstybės tarnautojų veiklos rezultatams, C. Mañini ir N. Dlodlo (2014) – išorinio motyvavimo, pasitenkinimo darbu ir gyvenimu tarpusavio sąsajas, J. G. Caillier (2014) – ryšį tarp transformacinės lyderystės, valstybės tarnautojų motyvacijos, darbuotojų veiklos ir įsitraukimo įgyvendinant organizacijos misiją, A. Turkyilmaz, G. Akman, C. Ozkan ir Z. Pastuszak (2011) – organizacinės aplinkos veiksnių (įgalinimo ir dalyvavimo, darbo sąlygų, atlygio ir pripažinimo, komandinio darbo, mokymo ir asmeninio tobulėjimo) įtaką valstybės tarnautojų pasitenkinimui darbu. J. Taylor ir R. Taylor (2009) gvildeno valstybės tarnautojų darbo užmokesčio efektyvumo, jo santykio su valstybės tarnautojų darbo pastangomis ir motyvacija klausimus. V. Forest (2008), F. Cardona (2009), M. M. Atkinson, M. Fulton ir B. Kim (2014) analizavo apmokėjimo pagal rezultatus taikymo efektyvumą valstybės tarnyboje.

Atkreiptinas dėmesys į tai, kad užsienio autorių darbuose valstybės tarnautojų veiklos motyvai ir stimulai daugeliu atvejų tiriami atskirai, pavieniui. Taip pat dažniausiai orientuojamasi į idealistinių, altruistinių valstybės tarnautojų veiklos motyvų ir tradicinių, t. y. grindžiamų piniginiu ir moraliniu atlygiu už darbą, stimulų analizę. Nors mokslininkų darbuose kartais nurodoma, kad, skatinant valstybės tarnautojus reikėtų atsižvelgti ir į jų veiklos motyvus, siūloma atlikti išsamesnius tyrimus šioje srityje, tačiau plačiau valstybės tarnautojų veiklos motyvų ir stimulų sąsajos nėra tiriamos. Tai liudija sisteminio požiūrio į valstybės tarnautojų veiklos motyvus ir

stimulus stoką ir atskleidžia tam tikrą atotrūkį tarp valstybės tarnautojų veiklos motyvų ir jiems patenkinti taikomų stimulų. Taip pat akcentuotina tai, kad dauguma užsienio autorių studijų, kuriose atskleidžiami valstybės tarnautojų veiklos motyvų ir stimulų ypatumai, yra paremtos išsivysčiusių, ekonomiškai stiprių ir gilią demokratijos tradicijas turinčių valstybių atvejų analize, tačiau tyrimų, kuriuose būtų gilinamasi į silpnesnės ekonomikos, pereinamojo laikotarpio ar posovietinėse šalyse, pvz., Lietuvoje, dirbančių valstybės tarnautojų veiklos motyvus ir stimulus, labai trūksta.

Mūsų šalyje valstybės tarnautojų veiklos motyvų ir stimulų tematika yra mažiau tyrinėta, tačiau jos svarba ir reikalingumas, būtinybė didinti valstybės tarnautojų motyvaciją vis labiau pabrėžiami ne tik mokslininkų studijose, bet ir strateginiuose Lietuvos Respublikos dokumentuose. Pvz., 2007–2013 m. Žmogiškųjų išteklių plėtros veiksmų programoje (2007) nurodoma, kad reikia stiprinti valstybės tarnautojų motyvaciją bei visos valstybės tarnybos įvaizdį, kad mažėtų valstybės tarnautojų išėjimo iš tarnybos grėsmė. Valstybės pažangos strategijoje „Lietuvos pažangos strategija „Lietuva 2030“ (2012) akcentuojama, kad valstybės tarnyboje sudarytos nepakankamos sąlygos ugdyti vadovaujančias pareigas einančių asmenų profesionalumą, jų vadovavimo ir lyderystės kompetencijas. Tuo tarpu Lietuvos Respublikos Vyriausybės 2012 m. vasario 7 d. nutarime Nr. 171 „Dėl viešojo valdymo tobulinimo 2012–2020 metų programos patvirtinimo“ teigiama, kad valstybės tarnautojų darbo užmokesčio sistema yra nepatraukli, „nekonkurencinga ir nemotyvuojanti“. Jame taip pat akcentuojama, kad netobula darbo užmokesčio ir motyvacijos sistema neleidžia pritraukti į valstybės tarnybą aukštos kvalifikacijos specialistų ir juos išlaikyti. Atkeiptinas dėmesys į tai, nepatenkinti valstybės tarnautojų veiklos motyvai, jų neatliepianti ir nesubalansuota stimulų sistema taip pat gali būti neefektyvaus valstybės tarnybos darbo, prasto vadovavimo, nepotizmo, favoritizmo ir korupcijos mūsų šalies valstybės tarnyboje priežastimis.

Su valstybės tarnautojų veiklos motyvais ir stimulais susijusius klausimus nagrinėjo L. Marcinkevičiūtė (2005), J. Palidaskaitė ir I. Segalovičienė (2008), J. Palidaskaitė (2008), D. Diskienė (2008), Ž. Židonis ir N. Jaskūnaitė (2009), M. Kaselis ir S. Pivoras (2012) ir kt. L. Bukšnytė ir K. Švobaitė (2009) tyrė valstybės tarnautojų pasitenkinimo darbu ir kognityvinio stiliaus ryšį, Marcinkevičiūtė (2005), J. Palidaskaitė (2008) – valstybės tarnautojų veiklos motyvus ir motyvuojančius veiksnius. M. Kaselis ir S.

Pivoras (2012) nagrinėjo valstybės tarnautojų veiklos vertinimą pagal rezultatus, L. Marcinkevičiūtė ir R. Petrauskienė (2009) analizavo Prienų rajono savivaldybės socialinių darbuotojų motyvavimo aspektus. D. Diskienė ir A. Marčinskas (2007; cit. iš Diskienė, 2008) – darbuotojų motyvavimo priemonės viešojo sektoriaus institucijose. Kita vertus, Lietuvos mokslininkų, panašiai kaip ir užsienio autorių, darbuose trūksta sisteminio požiūrio į valstybės tarnautojų veiklos motyvus ir stimulus: valstybės tarnautojų veiklos motyvai ir stimulai dažniausiai analizuojami vienpusiškai, fragmentiškai, išskaidytai, atskirai vieni nuo kitų, neretai gilinamasi tik į pavienių stimulų ar motyvų tyrinėjimą, nesiekiant nustatyti valstybės tarnautojų veiklos motyvų ir stimulų tarpusavio sąveikos. Nors tam tikrų užuominų apie valstybės tarnautojų veiklos stimulų ir motyvų sąsajų apraiškas atskleidžia D. Diskienės ir A. Marčinsko (2007; cit. iš Diskienė, 2008), Valstybės tarnautojų motyvavimo galimybių sunkmečio laikotarpiu (2009) tyrimai, tačiau jos nėra tiriamos sistemiškai ir kompleksiškai, aptariamoms paviršutiniškai, neanalizuojami ir nepagrindžiami konkretūs ryšiai tarp valstybės tarnautojų veiklos motyvų ir stimulų.

Galima teigti, kad sisteminio požiūrio į valstybės tarnautojų veiklos motyvus ir stimulus trūkumas, valstybės tarnautojų veiklos motyvus ir stimulus tiriant pavieniui, analizuojant skirtingus, netapačius motyvus bei stimulus, nenagrinėjant jų tarpusavio sąsajų, yra reikšminga problema, dėl kurios neįmanoma visapusiškai įvertinti valstybės tarnautojų veiklos motyvų ir stimulų sistemos, užtikrinti valstybės tarnautojų veiklos stimulų atitikties jų motyvams ir sinergijos tarp organizacijos ir valstybės tarnautojų veiklos. Mokslinėse studijose atskirai analizuojami valstybės tarnautojų veiklos motyvai ir stimulai arba kai kurie jų elementai, pateikiami rekomendacinio pobūdžio pasvarstymai, siūlymai vadovybei, akcentuojant reikalingumą tobulinti valstybės tarnautojų skatinimo sistemas, identifikuojami tam tikri neatitikimai tarp valstybės tarnautojų veiklos motyvų ir jiems patenkinti taikomų stimulų, tačiau gilesnių tyrimų stokojama. Kitaip tariant trūksta studijų, kuriose valstybės tarnautojų veiklos motyvai būtų tiriami kaip sistema, t. y. valstybės tarnautojų veiklos motyvų ir stimulų tarpusavio sąsajos būtų nagrinėjamos kaip dvi neatsiejamoms vienos sistemos dalys. Ypač mažai dėmesio skiriama savivaldos lygmenyje dirbančių valstybės tarnautojų veiklos motyvų ir stimulų analizei. Taip pat pasigendama metodologiškai pagrįstų valstybės tarnautojų

veiklos motyvų ir stimulų sistemos modelių, kuriuose būtų išryškinta valstybės tarnautojų veiklos motyvų ir stimulų tarpusavio sąveika.

Atsižvelgiant į išdėstytas nuostatas, **darbo problema** formuluojama klausimu – kokie motyvai ir stimulai sudaro valstybės tarnautojų veiklos motyvų ir stimulų sistemą?

Darbo objektas – valstybės tarnautojų veiklos motyvų ir stimulų sistema Lietuvos vietos savivaldos institucijose.

Darbo tikslas – pagrįsti valstybės tarnautojų veiklos motyvų ir stimulų sistemą, įvertinant jos ypatumus Lietuvos vietos savivaldos institucijose.

Darbo uždaviniai:

1. Teoriškai pagrįsti valstybės tarnautojų veiklos motyvų ir stimulų sistemos ypatumus.

2. Išanalizuoti valstybės tarnautojų veiklos motyvų ir stimulų sistemos empirinį ištyrimo lygį.

3. Įvertinus valstybės tarnautojų veiklos motyvų ir stimulų sistemos teorinių bei empirinių tyrimų rezultatus, suformuoti valstybės tarnautojų veiklos motyvų ir stimulų sistemos tyrimo modelį.

4. Atlikti valstybės tarnautojų veiklos motyvų ir stimulų sistemos tyrimo modelio empirinį įvertinimą ir nustatyti valstybės tarnautojų veiklos motyvų ir stimulų tarpusavio sąsajas.

Gintini teiginiai:

1. Sukurtas valstybės tarnautojų veiklos motyvų ir stimulų sistemos modelis leidžia atlikti išsamų valstybės tarnautojų veiklos motyvų ir stimulų vertinimą, nustatyti jų tarpusavio sąsajas ir įvertinti įtaką valstybės tarnautojų pasitenkinimui darbu.

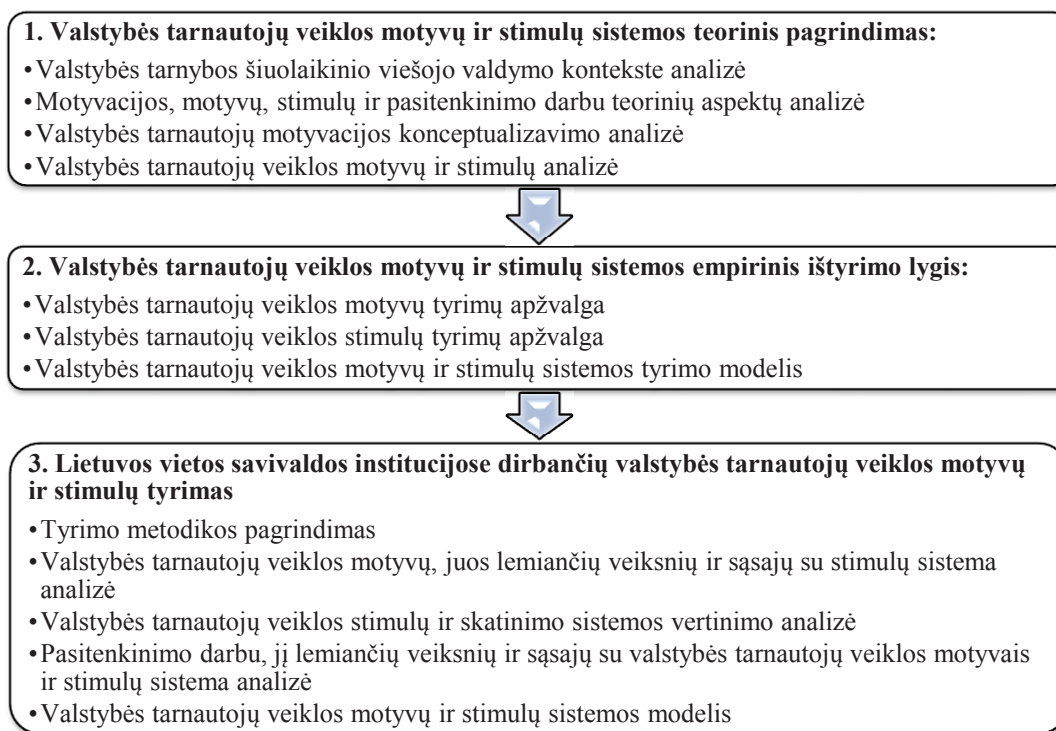
2. Valstybės tarnautojams svarbūs ne tik altruistiniai, bet ir savanaudiški motyvai.

3. Kuo labiau taikomi stimulai atlieps veiklos motyvus, tuo labiau valstybės tarnautojai bus patenkinti savo darbu.

4. Valstybės tarnautojo veiklos stimulų atitiktis valstybės tarnautojo veiklos motyvams užtikrinimui daug įtakos turi valstybės tarnautojo tiesioginis vadovas ir jo vadovavimo stilius.

Metodologinės darbo nuostatos ir metodai. Disertacinio tyrimo metodologinį pagrindą sudaro epistemologinis ir fenomenologinis metodai, paremti metaanalize ir sisteminiu požiūriu į tyrimo objektą. Disertacinis tyrimas atliktas taikant mokslinės

literatūros, dokumentų, statistinės, lyginamosios analizės, sintezės, teorinio modeliavimo, interpretacinį, klasifikavimo, vertinimo, dedukcinį, indukcinį, prognozavimo metodus. Mokslinės literatūros analizė atlikta siekiant atskleisti esmines valstybės tarnautojų veiklos motyvų ir stimulų sistemos teorines ir empirines charakteristikas. Dokumentų analizė taikyta analizuojant Lietuvos valstybės tarnautojų veiklos stimulų aspektus, o apklausa raštu (kiekybinis tyrimas) atlikta siekiant išanalizuoti ir įvertinti Lietuvos vietos savivaldos institucijose dirbančių valstybės tarnautojų nuomonę apie jose taikomus stimulus, identifikuoti jų veiklos motyvus ir pasitenkinimą darbu. Apklausos duomenys analizuoti SPSS Statistics 16.0 ir Microsoft Office Excel 2007 programomis, taikant aprašomosios statistikos, koreliacijos analizės metodus. Loginė disertacinio tyrimo schema pateikta 4 paveiksle.



4 pav. Disertacinio darbo loginė schema

Darbo mokslinis naujumas ir teorinis reikšmingumas:

- Išsamiai ir kompleksiškai išanalizuota valstybės tarnautojų veiklos motyvų ir stimulų sistema, tiek atskirai išgryninant konkrečius valstybės tarnautojų veiklos motyvus ir stimulus bei jų grupes, tiek išryškinant valstybės tarnautojų veiklos motyvų ir stimulų tarpusavio sąsajas.

- Atlikta valstybės tarnybos modelių bruožų, susijusių su valstybės tarnautojų veiklos stimulų sistema, analizė, galinti padėti geriau suprasti valstybės tarnybos modelio svarbą ir reikšmę valstybės tarnautojų skatinimo ypatumams ir būti naudojama vystant tolesnes mokslines diskusijas ir tyrimus valstybės tarnybos modelių, jos teisinio reglamentavimo įtakos valstybės tarnautojų veiklos stimulams kontekste.

- Parengtas ir empiriškai patikrintas originalus valstybės tarnautojų veiklos motyvų ir stimulų sistemos modelis, atskleidžiantis valstybės tarnautojų veiklos motyvų ir stimulų tarpusavio ryšius, gali būti naudojamas tolesnei valstybės tarnautojų veiklos motyvų ir stimulų bei žmogiškųjų išteklių valdymo valstybės tarnyboje problematikai nagrinėti bei moksliniams tyrimams šioje srityje vystyti, siekiant gerinti valstybės tarnybos veiklos kokybę, efektyviai naudoti viešuosius išteklius, stiprinti valstybės tarnautojų kompetencijas, didinti valstybės tarnautojų profesionalumą, visuomenės gerovę ir pasitikėjimą valdžia.

- Pirmą kartą Lietuvoje atliktas reprezentatyvus vietos savivaldos institucijose dirbančių valstybės tarnautojų veiklos motyvų ir stimulų tyrimas, paremtas sisteminiu požiūriu, identifikuojant ne tik konkrečius valstybės tarnautojų veiklos motyvus ir stimulus, bet ir nustatant jų tarpusavio sąsajas, įvertinant skatinimo sistemos ypatumus bei demografinių charakteristikų įtaką valstybės tarnautojų veiklos motyvams ir stimulams.

- Pasiūlyta valstybės tarnautojų veiklos motyvų ir stimulų tyrimo metodika bei atliktas Lietuvos vietos savivaldos institucijose dirbančių valstybės tarnautojų veiklos motyvų ir stimulų tyrimas, galintis pasitarnauti kuriant ir tobulinant viešojo valdymo ir žmogiškųjų išteklių valdymo teorijas bei rengiant unifikuotą valstybės tarnautojų motyvacijos ir skatinimo tyrimų metodologiją.

Darbo praktinis reikšmingumas:

- Parengtas valstybės tarnautojų veiklos motyvų ir stimulų sistemos tyrimo modelis gali būti naudojamas valstybės tarnautojų valdymo strategijoms kurti ir realizuoti.

- Parengta valstybės tarnautojų veiklos motyvų ir stimulų tyrimo metodika gali būti pritaikyta valstybės tarnautojų motyvacijos praktikai įvertinti ir palyginti.

- Tyrimo instrumentas gali būti naudojamas ir adaptuojamas ne tik atliekant reprezentatyvius valstybės tarnautojų motyvacijos ir skatinimo tyrimus, bet ir analizuojant valstybės tarnautojų veiklos motyvus ir stimulus konkrečiose (pavienėse) viešojo sektoriaus organizacijose.

- Pasiūlytas valstybės tarnautojų veiklos motyvų ir stimulų sistemos modelis ir tyrimo instrumentas gali būti pritaikyti tiriant ne tik karjeros, bet ir statutinių valstybės tarnautojų ar darbuotojų, dirbančių pagal darbo sutartis, veiklos motyvus ir stimulus, bei atliekant longitudinius ir palyginamuosius valstybės tarnautojų motyvacijos ir motyvavimo tyrimus.

- Tyrimo instrumentas gali būti adaptuotas tiriant nevyriausybiniuose bei privataus sektoriaus organizacijose dirbančių asmenų veiklos motyvus ir stimulus.

- Tyrimo rezultatai leidžia identifikuoti probleminius valstybės tarnautojų motyvacijos ir skatinimo aspektus (pvz., mažas ir neadekvatus įdėtoms pastangoms darbo užmokesčio dydis, mokymo ir kvalifikacijos tobulinimo sąsajų su darbo užmokesčio augimu trūkumas, veiklos vertinimo skaidrumo ir objektyvumo stoka, asimetrija tarp valstybės tarnautojų veiklos motyvų prioritetų ir dažniausiai organizacijose taikomų stimulų ir pan.).

- Tyrimo rezultatai gali padėti viešojo sektoriaus institucijų vadovams tobulinti žmogiškųjų išteklių valdymo sistemas, kuriant ir tobulinant valstybės tarnautojų skatinimo instrumentus, koreguojant teisės aktus.

IŠVADOS

1. Atlikta valstybės tarnautojų veiklos motyvų ir stimulų sistemos analizė teoriniu požiūriu atskleidė, kad:

- Valstybės tarnybai, kuri suprantama plačiąja ir siaurąją prasme, šiuolaikinio viešojo administravimo kontekste keliama aukšti reikalavimai, susiję su demokratiškos vertybių puoselėjimu, strateginiu mąstymu, vadovavimusi pilietiškumo, tarnavimo visuomenei, atskaitomybės ir atsakomybės principais ir žmogiškojo faktoriaus svarbos pripažinimu.

- Motyvacija suprantama kaip įvairių motyvų sąlygota žmogaus vidinė būseną, suteikianti jam energijos veikti, siekiant patenkinti savo norus, poreikius ir interesus. Motyvai siejami su žmogaus jaučiamomis vidinėmis paskatomis veikti, tuo tarpu stimulai – su išorinių veiksnių, organizacijos taikomų skatinimo priemonių ir būdų inspiracija individo veiklai ir motyvacijai.

- Įgyvendinant viešojo sektoriaus žmogiškųjų išteklių reformas, vis labiau akcentuojama valstybės tarnautojų motyvacijos svarba. Neabejojama, kad motyvacija yra bene svarbiausias valstybės tarnyboje dirbančių asmenų veiklos variklis. Ji daro teigiamą įtaką valstybės tarnautojų pasitenkinimui darbu, suteikia galimybę realizuoti įvairius poreikius, suprasti savo vertę, skatina lojalumą organizacijai, stiprina atsakomybės už savo veiksmus jausmą ir pan. Motyvuoti valstybės tarnautojai savo darbe labiau vadovaujasi etinėmis vertybėmis, nesavanaudiškais motyvais, siekia ne patenkinti savo asmeninius interesus, bet prisidėti prie visos visuomenės gerovės kūrimo. Būtent motyvacija daugeliu atveju lemia sėkmingą, sklandžią ir produktyvią visos valstybės tarnybos veiklą. Tai savo ruožtu didina gyventojų pasitikėjimą valdžia, leidžia pagerinti valstybės valdymą ir visos šalies įvaizdį.

- Nors motyvacijos valstybės tarnyboje svarba akivaizdi ir praktiškai dėl jos būtinybės nekyla jokių abejonių ar diskusijų, tačiau kaip motyvuoti valstybės tarnautojus, kokie būdai, priemonės, metodai būtų patys efektyviausi vieno atsakymo iki šiol nėra. Juo labiau, kad iki šiol vis dar diskutuojama dėl pačios valstybės tarnautojų motyvacijos koncepcijos.

- Valstybės tarnautojų motyvacija yra nepastovus, įvairialypis fenomenas, atspindintis besikeičiantį visuomenės požiūrį į valstybės tarnybą. Valstybės tarnautojų motyvacija išreiškia vertybines valstybės tarnybos nuostatas, pirmenybę teikiant visuomenės interesams patenkinti, vidiniam, o ne išoriniam atlygiui. Tačiau, atsižvelgiant į kiekvienos šalies, regiono sociokultūrinį, ekonominį, politinį kontekstą, valstybės tarnautojų motyvai gali labai skirtis.

- Mokslinėje literatūroje iki šiol nėra aiškaus atsakymo, kokie konkrečiai motyvai lemia žmonių norą dirbti valstybės tarnyboje. Dažniausiai laikomasi nuostatos, kad galimybė daryti gera kitiems, noras rūpintis visuomenės interesais ir kitos altruistinės ar net idealistinės paskatos yra svarbiausi valstybės tarnautojų veiklos motyvai, tačiau

negalima atmesti ir piniginių ar kitų savanaudiškais principais grindžiamų motyvų įtakos, ypač kai kalbama apie mažiau išsivysčiusių šalių valstybės tarnautojus. Atsižvelgiant į tai, pasiūlyta patobulinta valstybės tarnautojų motyvacijos samprata, ją apibrėžiant kaip daugiadimensinę koncepciją, atskleidžiančią valstybės tarnautojo siekį sąžiningai ir atsakingai dirbti visuomenės labui bei, nepažeidžiant etikos, moralės ir teisės principų, patenkinti savo asmeninius poreikius.

- Valstybės tarnautojai gali būti motyvuojami piniginais, moraliniais stimulais, tačiau geriausių rezultatų galima pasiekti tik taikant kompleksines skatinimo priemones, atliepančias valstybės tarnautojų veiklos motyvus, leidžiančias patenkinti valstybės tarnautojų poreikius, pasiekti tikslus ir atitinkančias institucijos galimybes bei strategijas.

- Lietuvos Respublikos teisės aktuose yra reglamentuoti esminiai valstybės tarnautojų veiklos stimulų sistemos principai. Juose nurodyta, kad valstybės tarnautojai gali būti motyvuojami taikant kompleksines priemones. Daugiausia dėmesio skiriama piniginiams stimulams, tačiau nustatyti ir kai kurių moralinių (veiklos vertinimo, mokymo ir kvalifikacijos tobulinimo, karjeros, pripažinimo, nuobaudų ir pan.) stimulų taikymo pagrindai. Kita vertus, visi jie pateikiami fragmentiškai ir nesusistemintai, pasigendama vienodos stimulų klasifikacijos. Pavyzdžiui, Valstybės tarnybos įstatyme (1999) reglamentuota, kad valstybės tarnautojai gali būti skatinami vardine dovana, padėka, vienkartinė pinigine išmoka, gali gauti valstybinį apdovanojimą, tuo tarpu socialinės garantijos, mokymo ar karjeros galimybės, tarnybinės veiklos vertinimas ir pan., kurie yra stimulų sistemos elementai, nėra įvardinti kaip skatinimo priemonės. Taip pat stebima tendencija Lietuvos valstybės tarnautojų darbo užmokesčio sistemoje diegti apmokėjimo pagal veiklos rezultatus principus, tačiau šio disertacinio darbo teorinėje dalyje pateikta kritinė apmokėjimo pagal veiklos rezultatus analizė verčia abejoti tokių siekių veiksmingumu.

2. Atlikus valstybės tarnautojų veiklos motyvų ir stimulų empirinio ištyrimo apžvalgą nustatyta, kad:

- Žmonės dirbti valstybės tarnyboje dažniausiai skatina altruistiniai, idealistiniai, emociniai, norminiai ir racionalūs motyvai, apimantys įsipareigojimą visuomenei, užuojautą, socialinį teisingumą, norą užjausti, pasiaukoti, daryti gera ir padėti kitiems, dirbti prasmingą ir visuomenei naudingą darbą, dalyvauti viešosios politikos formavimo

procesuose. Kita vertus, tyrimai pagrindžia, kad savanaudiški motyvai, ypač mažiau ekonomiškai išsivysčiusiose valstybėse, valstybės tarnautojams irgi gali būti svarbūs.

- Valstybės tarnautojams motyvuoti taikomi įvairūs stimulai, tokie kaip darbo sąlygos, darbo turinys, darbo užmokestis, savarankiškumo ir atsakomybės suteikimas, iniciatyvumo skatinimas, galimybių dalyvauti sprendimų priėmimo procesuose sudarymas ir kt. Valstybės tarnautojams svarbus ir piniginis, ir nematerialinis skatinimas, tačiau skirtingose šalyse jiems teikiami skirtingi prioritetai ir reikšmė. Viešojo sektoriaus organizacijų taikomi stimulai taip pat ne visuomet atliepia valstybės tarnautojų veiklos motyvus.

- Nors valstybės tarnautojų veiklos motyvams ir stimulams tirti dažniausiai atliekami kiekybiniai tyrimai, tačiau iki šiol nėra sukurtos universalios tokių tyrimų metodikos, juo labiau tokios, kuri būtų pagrįsta sisteminiu požiūriu ir apimtų tiek valstybės tarnautojų veiklos motyvų, tiek stimulų aspektus.

3. Remiantis valstybės tarnautojų veiklos motyvų ir stimulų teorinių ir empirinių tyrimų analize, suformuotas *Valstybės tarnautojų veiklos motyvų ir stimulų sistemos tyrimo modelis*. Sukurtas modelis grindžiamas nuostata, kad valstybės tarnautojų veiklos stimulai turi atliepti valstybės tarnautojų veiklos motyvus. Modelyje valstybės tarnautojų veiklos motyvai ir stimulai skirstomi į politinius, norminius, emocinius, moralinius ir piniginius. Nuo valstybės tarnautojų veiklos motyvų ir stimulų tarpusavio sąsajų priklauso valstybės tarnautojų pasitenkinimas darbu. Atitikties tarp motyvų ir stimulų leidžia padidinti valstybės tarnautojų motyvaciją, pasitenkinimą darbu ir veiklos rezultatus, tuo tarpu neatitikimas tarp jų gali tapti žemos motyvacijos arba netgi demotyvacijos priežastimi.

4. Ištyrus valstybės tarnautojų veiklos motyvus ir stimulus Lietuvos vietos savivaldos institucijose nustatyta, kad:

- Valstybės tarnautojų veiklos stimulai turi statistiškai reikšmingą teigiamą ryšį tik su kai kuriais valstybės tarnautojų veiklos motyvais: valstybės tarnautojų veiklai skatinti taikomos priemonės ir būdai iš dalies atliepia valstybės tarnautojų veiklos motyvus. Valstybės tarnautojams svarbiausi yra piniginiai ir moraliniai motyvai, tačiau dažniausiai jie yra skatinami norminiais ir politiniais stimulais.

- Valstybės tarnautojų pasitenkinimas darbu yra susijęs su valstybės tarnautojų veiklos motyvais ir stimulais, tačiau ne su visais. Dauguma valstybės tarnautojų yra patenkinti savo darbu: labiausiai – darbo turiniu, o mažiausiai – piniginiu atlyginimu ir finansinėmis perspektyvomis. Finansinės, psichologinės-socialinės priežastys ir nepasitenkinimas darbo organizavimu yra svarbiausios priežastys, dėl kurių valstybės tarnautojai nuspręstų išeiti iš darbo.

- Tarp valstybės tarnautojų veiklos motyvų, stimulų ir pasitenkinimo darbu bei jų nuomonės apie institucijose taikomų stimulų poveikį jų motyvacijai yra ryšys. Taip pat nustatytos statistiškai reikšmingos sąsajos tarp valstybės tarnautojų veiklos motyvų, stimulų ir pasitenkinimo darbu bei institucijos darbo užmokesčio, veiklos vertinimo, mokymo ir kvalifikacijos tobulinimo sistemų, santykių su bendradarbiais ir tiesioginiu vadovu vertinimo.

- Tyrimas išryškino vadovavimo ir tiesioginio vadovo vaidmens svarbą skatinant valstybės tarnautojus. Taip pat nustatyta, kad valstybės tarnautojų veiklos motyvams, stimulams, požiūriui į skatinimo sistemą, pasitenkinimui darbu įtakos turi demografinės charakteristikos, tokios kaip lytis, amžius, gaunamo darbo užmokesčio dydis ir pan.

Atsižvelgiant į atliktą analizę ir empirinio tyrimo rezultatus, išskirtinos valstybės tarnautojų veiklos motyvų ir stimulų sistemos tobulinimo kryptys:

- Remiantis pasiūlytu valstybės tarnautojų veiklos motyvų ir stimulų sistemos modeliu bei empirinio tyrimo metodika, plėsti valstybės tarnautojų veiklos motyvų ir stimulų sistemos tyrimų geografiją ir imtį, atliekant panašaus pobūdžio studijas kitose ir skirtingo lygmens viešojo sektoriaus institucijose.

- Stiprinti vadovų vadybines ir lyderystės kompetencijas, užtikrinant ne tik vadovų mokymo ir kvalifikacijos tobulinimo nuoseklumą, bet ir realią praktinę naudą, periodiškai įvertinant, kiek ir kaip gautas žinias vadovai pritaiko motyvuodami savo pavaldinius, kokie yra jų pasiekimai, veiklos rezultatai, savijauta darbe ir pan.

- Rengiant valstybės tarnautojų motyvacijos ir motyvavimo strategijas vadovautis kompleksiniu ir sisteminiu požiūriu, užtikrinant balansą tarp piniginių ir nep piniginių stimulų bei valstybės tarnautojų veiklos motyvų.

- Didinti valstybės tarnautojų tarnybinės veiklos vertinimo skaidrumą ir objektyvumą, atsisakant perteklinių ir formalių procedūrų, korupcijos, savųjų protegavimo ir praktikos veiklos vertinimą naudoti kaip priemonę darbo užmokesčiui didinti, o ne valstybės tarnautojų profesionalumui skatinti, kvalifikacijai tobulinti ar veiklos kokybei gerinti. Vertinant valstybės tarnautojų veiklą atsižvelgti į valstybės tarnautojų asmenines savybes, nustatyti jų veiklos privalumus ir trūkumus ir reikalingas įgyti kompetencijas. Taip pat veiklos vertinimo sistemą labai aiškiai susieti su valstybės tarnautojų profesiniu tobulėjimu, karjeros planavimu bei mokymo ir kvalifikacijos tobulinimo organizavimu.

- Suformuoti tolygaus atlyginimo didėjimo principu grindžiamą valstybės tarnautojų darbo užmokesčio sistemą, atlyginimo dydį ir jo augimą susiejant ne su valstybės tarnautojų darbo rezultatais, kurie dažnai yra sunkiai įvertinami ir ne visuomet priklauso nuo paties valstybės tarnautojo, bet su atliekamo darbo funkcijomis ir sudėtingumu, tenkančiu atsakomybės laipsniu, valstybės tarnautojų kompetencija, keliamais profesiniais reikalavimais ir reikalingomis kompetencijomis.

- Vadovai turėtų sudaryti sąlygas valstybės tarnautojams aktyviau įsitraukti į sprendimų priėmimo procesus, skatinti prisiimti daugiau atsakomybės, dalyvauti politikos formavimo procesuose, elgtis altruistiškai, skatinti valstybės tarnautojų suinteresuotumą, nustatyti aiškius ir nedviprasmiškus tikslus, skatinti komandinį darbą, užtikrinti skatinimo procesų skaidrumą, tobulinti darbo užmokesčio sistemą, suteikti daugiau lankstumo organizuojant valstybės tarnautojų darbą, sudaryti lankstaus darbo laiko galimybes. Taip pat reikėtų mažinti biurokratizmą, politikų įtaką valstybės tarnautojų darbui, užtikrinti teigiamą darbinę aplinką, grįžtamąjį ryšį apie atliktus darbus, sudaryti lankstesnes sąlygas ne tik vertikalajai, bet ir horizontalajai valstybės tarnautojų karjerai.

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Fields of scientific interests	Human resources management, motivation in the civil service, ethics and ethical issues in public administration.	

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3. *Aušra Vaisvalavičiūtė (Druskienė)* (2009) Valstybės tarnautojų socialinės garantijos: Europos Sąjungos šalių patirtis. *Viešojo politika ir administravimas*, Nr. 27, p. 69–78. [Index Copernicus; Academic Search Complete; Central & Eastern European Academic Source]. ISSN 1648-2603.

4. *Aušra Vaisvalavičiūtė (Druskienė)* (2009) Valstybės tarnautojų veiklos motyvų ypatumai. *Vadyba*, Vol. 14, No. 2, p. 171–177. [Index Copernicus; CEEOL]. ISSN 1648-7974.

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