

Motivation and demotivation factors affecting productivity in public sector

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Abstract: *The article analyzes motivation and demotivation factors affecting the work of the public sector. The study determines the essence and nature of motivation. Modern motivation types and theories are considered. The concepts of motivation management in public administration are studied. The main motivation and demotivation factors affecting labor productivity and efficiency in the public service are identified and analyzed. Modern concepts of public administration in terms of education management, training of public administrators are studied. With the help of comparative analysis tools, the basic components of motivation management systems in the public administration sector are studied on the example of EU countries. Changes in motivation systems (including those related to restructuring salary) are analyzed on the example of civil servants of the EU countries. The relationship is revealed between career models of civil servants in Western Europe and the size of their payment. A model is developed for assessing the influence of motivating and demotivating factors on the results of a civil servant's work. Such a model is based on the experience of developed countries of the EU and the USA, as well as on the basic principles of the social exchange theory. The results of the study are universal in nature and may be applicable while studying methods and tools of motivation management in the public administration sector.*

Keywords: motivation and demotivation factors; public sector; motivation management; EU countries

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Introduction

Public administration plays an important role in the management of modern society. The functioning of the government as a whole depends on the proper functioning of the civil service. The professional responsibilities of public servants are multifaceted and often quite complex (Gorączkowska, 2018; Zajkowski & Domańska, 2019). In addition, in the modern world, there is a tendency to increase pressure on them in connection with the growing influence of the public sector on decision-making by state authorities. This causes an increase in requirements for the quality of administrative services. The latter is in the conditions of a small amount of adequately qualified labor resources (especially in developing countries), and a decrease in financial resources. As a result, there is a low level of wages in this area in countries of this type. In their work activities, civil servants are constantly faced with additional stress and workload. Solving current problems at work requires new competencies, readiness for change and new knowledge (Franks, 2002; Lavigna, 2017; Khoshnevisa & Tahmasebib, 2016; Königová et al., 2012).

There is an increased influence of global economic, social, political and cultural integration on public administration in almost every country in the world. Therefore, in order to survive such stressful moments and be successful in professional activities in our time of dynamic changes, civil servants must have strong motivation and sustainable leadership qualities which is as important as in the case of corporate success (Głód, 2018). Inasmuch as civil servants should be able to withstand external and internal demotivation factors that affect their current work and career as a whole (ACARA, 2013; Abadzi, 2015; Government at a Glance, 2017). Many analysts note that over the past 100-200 years, a traditional school since childhood has been preparing a person for monotonous work (Epstein & Rogers, 2001; Frost, 2014; Danish et al., 2015; Global Leadership Forecast, 2018). However, in the modern world, and in the near future, "routine employees" are no longer needed - all the monotonous work is being automated quite rapidly. The future is determined by new drivers (forces), among which an important place is occupied by such human qualities as creativity and innovativeness (Rajnoha and Lorincová, 2015; Kačerauskas, 2018; Černevičiute, 2019). As the latter is poorly accessible to "computer thinking", which is built on algorithms. Today, the corporate sector, unfortunately, is ahead of the state sector in the speed and quality of digitalization of business and social processes, even in developed countries. In developing countries this difference is even more noticeable. Effective managers are no longer looking for ordinary performers. On the contrary, managers search for motivated workers-leaders, whose competencies over time will exceed the competencies of those who hire them (Klenke, 2011; LeDoux, 2017; Vlacsekova & Mura, 2017; Global Leadership Forecast, 2018).

However, at the same time, it is important to remember that, in order to unleash the potential of a specialist, he/she must be properly motivated to work. Certain conditions are required. Among the main ones - the organization's high

mission (which is inherent in public service) and awareness of one's involvement in this - for example, improving the quality of life of citizens of the country, well-being, changes, etc. To make the stated goals real, in many countries of the world the state service needs to become more flexible and adaptive. Already now we can see the European example of decentralization reform. That is the movement from rigid hierarchies to decentralization, giving departments and individuals more freedom of action (ACARA, 2013; Global Leadership Forecast, 2018; Drimmer, 2019).

There was the CEB Global Survey 2016, ERC-Performance Management Survey 2016 (Drimmer, 2019). State organizations and private companies from about 125 developed and developing countries participated in it. 65% of managers are satisfied with the model for evaluating the performance of their staff. 58% of employees believe that the assessment of their work is correct and efficient and takes up a significant part of their working time (i.e. is worth the time spent). 76% of employees see flaws in the feedback received. 26% of managers believe that personnel assessment really develops the skills and competencies of their employees. 30% of managers believe that personnel assessment improves the productivity and work efficiency of subordinates (Drimmer, 2019). Such results indicate an imperfect motivational policy both in the public administration sector and in many private (corporate) companies in the world.

It should be noted that all public servants change their attitude to the events in the rapidly changing world. There should be the following task of a proper motivation management system, and motivation policy as a whole. Namely, determining reactions of public servants on the actions of leaders and working conditions. Along with identifying the effect of such reactions on the quality of services provided (for example, administrative services sector), and on reforms implementation in the state. Together with the accomplishment of the civil service goals at local, regional and national levels. However, it is worth noting that public servant's percept differently of what is happening. The latter is affected by individual experience, motives, expectations, position and status, personal characteristics and properties. Each public servant reacts to a change in his/her own way. He/she may become a supporter of modernization or an opponent of change or indifferent to both. The aim of the motivation management system is to receive and analyze a large amount of information about the reactions and motivation of employees. The motivation management system can promptly and efficiently identify supporters and opponents of reforms, as well as those who are hesitant and indifferent. In comparison with management, which uses formal approaches to personnel management (Cascio, 2003; Curristine&Lonti, 2007; Cunha et al., 2010).

In today's understanding of motivation management, motivation and the concept of leadership are very closely related. Thus, leaders and their followers form the basis of supporters of reforms, acting as sponsors and agents of change. Key figures with leadership potential, managerial and professional competence seem to be important when choosing the most suitable approaches to solving the

main tasks of modern change. At the same time, supporters of motivational theories argue that the effectiveness of leadership depends on the following:

- how the leader affects the motivation of followers,
- the ability to effectively perform work,
- a sense of satisfaction from the activity, and the like.

Motivational theories often become an object of criticism. Researchers contrast the primitivism of motivational approaches to various value theories. Researchers consider motivational theories as a component of value theories (Maslow, 1943; 1954; Weber, 1964; Balk, 1974; Behn, 1995). Motivation in many scientific literary sources is defined as a passion for work for reasons that go beyond money or status (Kubak et al., 2018). Along with a tendency to achieve goals with energy and perseverance. The latter allows being optimistic even in the event of failure and organizational commitment (Bowey, 2005; Steinmayr & Spinath, 2009; Danish et al., 2015; Tracy, 2019). Therefore, the main priority of public administration in the field of managing the motivation today is to provide leadership, training and development for those who can lead others to achieve the goals.

1. Literature Review

The factors of motivation for the professional activities of civil servants are relevant at present and are widely considered both in science and practice to optimize motivation systems that affect productivity in the public sector (Alderfer, 1969; Atkinson & Feather, 1996; Atkinson & Messy, 2012; Grabara, 2013; Ab Rahman, et al., 2018). The said becomes especially relevant in conditions of instability of the world economy and its influence on each individual state. Thus, there is a risk that public servants will not be able to cope with more complex goals (Dvorsky et al., 2018). It is the highly professional, qualified and responsible work of public servants that creates opportunities for the effective functioning of public authorities in general (Berman et al., 2019). It also provides for effective feedback between the state and citizens of the country (Balk, 1974; Behn, 1995).

In modern science of public administration, theories of motivation are divided into two groups:

- substantive theories of motivation;
- procedural theories of motivation (Scheffer & Heckhausen, 2018).

Substantive theories of motivation determine the basic motives of people's labor activity and, accordingly, the basic factors that allow forming a positive labor motivation of employees. Representatives of these theories approach the problem from the perspective of highlighting various human needs and analyzing how these needs affect the worker's motivation (Ciobanu et al., 2019). These theories consider physiological needs, needs for security and confidence in the future, social needs, the need for evaluation and respect. Along with the need for self-expression or self-realization. However, the specific

features of the work of public servants are not taken into account (Boninelli & Meyer, 2004; Bennis, 2007; *New Traditions in Public Administration*, 2016).

Proponents of the procedural theory of motivation indicate that it is necessary to determine both the specifics of the profession itself and the personal characteristics of people who choose the work of a public servant. The following can be attributed to professional and personal features - the work of a civil servant is objectively aimed at achieving socially significant goals. This requires a civil servant to have a high level of patriotism and love for his/her country. A public servant, unlike all other employees, is a representative of the state at his/her job and accordingly acts on behalf of the state (Breugh, Ritz & Alfes, 2018; Pauhofova, et al., 2018). This specificity leads to a high degree of responsibility for each decision made by a civil servant, and also creates a certain degree of stressful nature of the civil servant's work. Accordingly, a civil servant should have a high degree of stress resistance (Ripoll & Breugh, 2019). At the same time, the work of a civil servant is always under the scrutiny of citizens of the country, as well as regulatory and control bodies. The latter is also the reason for the high degree of psychological stress of the employee in the process of fulfilling his/her functional duties. Such a circumstance requires the emotional balance of a civil servant. The activities of a public servant can be largely recognized as being close to activities in the service sector. Since he/she is not involved in the creation of tangible assets, but rather is a conductor of public services to citizens of the country (Rahman et al., 2019). In this case, the civil servant must be fluent in modern and progressive techniques for providing a high level of service (Blondel, 1987; Curristine & Lonti, 2007; Androniceanu, 2019).

Due to the fact that a civil servant provides services directly to citizens, that is, works with people, he/she should have such a quality as humanity. A civil servant works with information, thus, he/she should be highly qualified. The work of a civil servant often requires a high degree of independence in decision making. The work of a civil servant is conservative in nature, as it is aimed at ensuring stability in society. Accordingly, a civil servant should also be able to foresee the consequences of his/her actions and the actions of the authority in which he/she works. That is, he/she must have high analytical abilities (Haseeb et al., 2019). At the same time, the work of a civil servant can be attributed to the category of creative labor, as it often requires the adoption of innovative, original, creative decisions. Accordingly, a civil servant, among other things, must also be creative (Stasiulis, 2017; Zachorowska-Mazurkiewicz, Sierotowicz, 2017). The work of a civil servant, subject to the necessary conditions, opens up career opportunities for him/her. Moreover, this career growth at each of the growth stages provides an increasing and greater amount of power and a greater degree of influence on decision-making in the field of public administration (Epstein & Rogers, 2001; Foray and Raffo, 2012; Borocki et al., 2019).

Consequently, a civil servant should be a sufficiently ambitious person and aimed at constant career growth.

A civil servant should possess specific personal and professional features as well as certain internal motives. Hence, there is a need to determine such internal motives that make people choose such a profession. Then, certain factors can be prioritized that form the professional motivation of civil servants. These factors include the following:

- The creation of an understandable and fair system of career advancement.
- The establishment of a relationship system that creates the conditions for public recognition of a civil servant.
- The creation of an understandable and fair system for assessing an employee's labor contribution.
- The creation of a system for recognizing an employee's professional achievements.
- Delegation of authority for the manifestation of employees' professional abilities.
- Conditions for the manifestation of managers' creative abilities.
- Effective system of civil servants' training (Kennedy, 1963; Goleman et al., 2013).

Concerning factors of motivation and demotivation of civil servants, the concept of NPM (New Public Management) is of interest. The essence of this concept is to restructure the approaches of civil servants' professional activities on the principles of social orientation. The latter provides for the prevalence of civil society's interests by reducing the level of bureaucracy in the civil service system and setting relations similar to market relations. This approach implies a review of the relationship between the state, in the person of civil servants and civil society, into the spectrum of relations between the provider and consumer of services. In this case, civil servants should strive to evade standardized approaches to the fulfillment of their professional duties. Certainly, within their authority and legislative framework. Modern civil servants should not focus on hours spent at the workplace but on the effectiveness of their work (Kouzes & Posner, 2010; Bower, 2015; Khoshnevisa&Tahmasebib 2016).

The main problems and challenges that need to be addressed by modern science of public administration in the 21st century should be highlighted:

- The growing influence of the fourth industrial revolution on all sides of the paradigm of public life and the state - social, cultural, political and economic. Effective and quick solutions are needed in accordance with the ever-growing needs of society in this complex environment.
- Focusing attention on the study of the relationship between motivation and leadership. The studies of management methods for representatives of young generations - Y and Z, their needs, goals, and aspirations in order to properly build motivation management systems.
- Transparency and the fight against corruption should be an important component in strategies and programs to improve the efficiency of public service. Only honest, respectable, and professional leaders should work in government and try to change management approaches for the better.

- It seems appropriate to consider deepening attention to technocracy, which can be attached to the basics of organizing a public administration system (ACARA, 2013; LeDoux, 2017; Global Leadership Forecast, 2018; Deci & Ryan, 2019).

In general, the research questions addressed in this study are:

- Identifying and analyzing key motivation and demotivation factors affecting labor productivity and efficiency in the public service.

- Analyzing modern concepts of public administration in terms of education management, training of public administrators.

- Identifying and comparing the main components of motivation management systems in the public administration sector using the example of EU countries.

- Analyzing changes in motivational systems (including in terms of salary restructuring) using the example of civil servants from the EU countries.

- Developing a model for assessing the influence of motivating and demotivating factors on the work results of a civil servant.

- Developing recommendations on the use of methods and tools for motivation management in training systems in the framework of modern HR strategies in public administration.

2. Research Methodology

2.1 Research design

It was decided to study the essence and consequences of the influence of motivation and demotivation factors on the quality of work of both an individual civil servant and the public authority as a whole. In order to investigate the manifestation of civil servants' motivation, it is first necessary to study the following. Namely, the effect of motivation in the civil service on public administration and social processes in society. It is also important to analyze the modern theoretical concepts of public administration in the field of motivation management in the education (training) of civil servants.

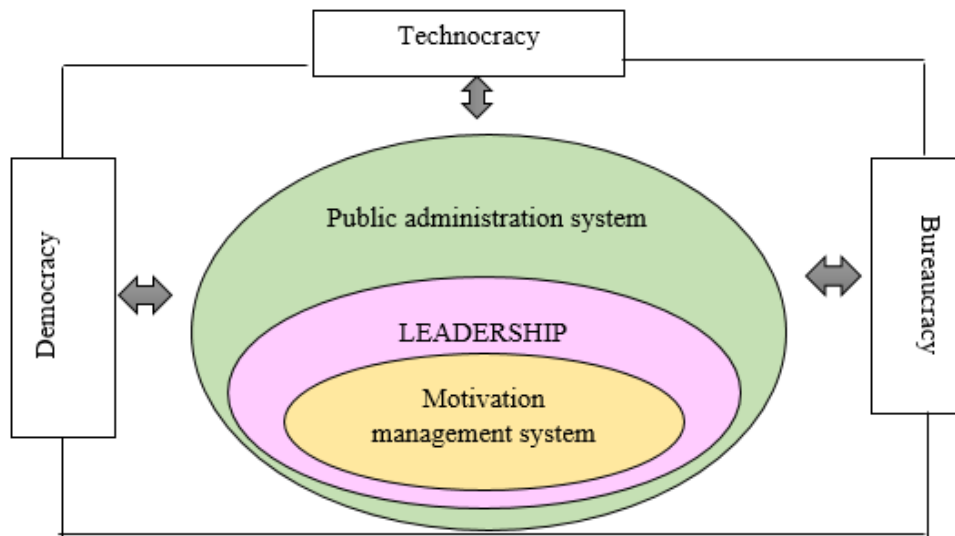
According to several Western scholars, experts and politicians (Franks, 2002; Cascio, 2003; Mohr & Wolfram, 2008; Kouzes & Posner, 2010; Klenke, 2011; Bower, 2015; Khoshnevisa & Tahmasebib, 2016; New Traditions in Public Administration, 2016; LeDoux, 2017) the laws of democracy, bureaucracy and technocracy prevail in modern public administration (see Fig. 1). On the one hand, they can sometimes contradict each other, but, on the other hand, be interconnected.

There is a certain imbalance of state policy and commercial interests in most developed and developing countries. If Western democracy does not give us the right solutions in the future, then the scales may lean towards technocracy. Technocracy is a model of leadership (in decision-making) of technology experts in public service positions, which should ensure the achievement of quick results and changes in the world order. Hence, already now we can see these manifestations in Asian countries, primarily in Japan and China. In this regard,

management systems for the motivation of public servants will also have to transform - towards leadership based on the use and development of modern technologies.

As can be seen in the Figure 1, motivation is at the center of public administration, as one of the key factors affecting the work of the public service. The technocracy model might spread in the near future, not only in Western countries. The dominant position in the world will be taken by the leading states and political leaders. At the heart of any form of leadership is a properly built motivation system. As shown in Figure 1, any changes in the motivation management system towards leadership will, through the tools of the public administration system, affect global processes, and vice versa.

Figure 1. The influence of motivation as a driver of leadership in public administration



(Source: Elaborated by the authors)

For example, China has clearly shown that in countries that use the technocracy model, classes of people living in poverty can be removed precisely with the help of such a model (Government at a Glance, 2017; Global Leadership Forecast, 2018). Prerequisites and fundamentals of motivation management, in the authors' opinion, should be identified and analyzed in modern theoretical concepts of public administration in terms of education (training) of civil servants. The results of the analysis in developed countries are given in Table 1.

Table 1. The results of the analysis of modern theoretical concepts of public administration in the field of motivation management in the education (training) of civil servants

Title of concept/Author, year	Meaning
NPM (New Public Management) / 80s of XX century	A system of views, based on a methodological approach to improving the quality of public administration. In particular, in the field of education: Autonomy of state educational institutions; Marketization of state educational institutions; Diversification of state educational institutions; Harmonization of education. Quality control of education.
Reinventing Government/David E. Osborne, Gaebler Ted / 80s of XX century	The main idea is in a change of incentives in the public sector (including in education) that would make the public administration process more entrepreneurial and, accordingly, more efficient. This, in turn, will facilitate the transfer of resources from low-return areas to higher-return areas.
Network Governance, Powell, Miles, Snow / 90s of XX century – the beginning of XXI century	The concept of public administration in the information society. The concept is based on the transition to the development and adoption of government decisions based solely on paperless technologies. While ensuring effective public involvement in this process. Implementing a comprehensive and individualized approach to providing public services to users while eliminating them from direct contact with civil servants
Crowdsourcing / Jeff Howe / 10s of XXI century	The concept of public administration, based on the crowdsourcing methodology. The concept allows public authorities to make managerial decisions, taking into account the opinions, requirements, recommendations of various social groups. In particular, in the field of education - for example, communication between student public organizations and trade unions with state educational authorities.

(Source: Adapted by the authors)

The adaptation presented in the above table is based on several scientific sources (Dunleavy et al., 2006; New Traditions in Public Administration, 2016; Government at a Glance, 2017; Skills for a High Performing Civil Service, 2017; König, 2017; Pugh et al., 2017). Nowadays, public administration systems are digitalizing in many European countries, Asian countries, the CIS countries (Wierzbicka, 2018). That is the concept of e-government. Decentralization processes are being actively introduced into local and regional governments. The importance and role of public opinion are growing, which is expressed in the activities of public organizations (crowdsourcing-concept). However, the main is still the concept of NPM management. This is explained by the strengthening of

the positions of international corporations and their growing influence on public administration from the local to the global level. As can be seen, the motivation element is inherent in each of the concepts of public servants' education. The latter suggests that a civil servant should know how to manage his/her own motivation already during education (and not in the process of work). Motivation management systems should be correctly built and adapted for changes in technologies and integrated into the education system for civil servants (Israfilov et al., 2019). The latter will increase the efficiency of both an individual civil servant and the public service, the government as a whole. Below, the analysis of statistical data is presented in the Data Analysis section.

2.2 Data analysis

Among the key megatrends that determine the future, according to the Megatrends Shaping 2018 report "What's the next", they are as follows:

- Technologies–IoT, Big Data, AR, VR, AI, robotization, including government processes
- Demography - population growth and population aging; change of generations - the arrival of new generations who grew up in a digital environment - Y and Z. Thus, there is a need to review traditional methods of managing employees.
- Geopolitics - migration, increased economic inequality and a decrease in sustainable growth rates; management of factors causing political and social instability.

Regarding changes and trends in economic and technological progress, according to research by statistical and analytical international agencies, organizations plan to increase investment in artificial intelligence by six times and in robotics - by two times, by 2020.

- By 2025, smart machines and programs will be able to replace 33% of professions.
- By 2020, the variety of gadgets will increase from 12 to 26, and their total number will reach 200 billion units.
- The amount of information is growing exponentially and will increase by 10 times by 2026 compared to 2016.
- The growth of world GDP will be 4%, and exports - 5.2% per year.
- GDP of developing countries will be 68% of the world's GDP.
- Exports from developing countries will increase by 30%, by 2030.
- By 2030, about 60% of the world's population will live in cities, which is 10% more than now.
- An increase in the share of migrants by 5% leads to an increase in world income by 1%.
- The number of middle-class representatives in developing countries will increase by more than one and a half times (Global Leadership Forecast, 2018).

Various organizations of both the private and public sectors invest in various automation tools to achieve goals that are important to their business. As these innovations are introduced, operating models must also change. However, the problem is not only in replacing people with robots. Organizations need to learn how to benefit from sharing the work of people and machines for the common good. The best option is when artificial intelligence does all the routine work, thereby allowing a person to use his/her main tool - the brain - to solve non-standard tasks, with deep analysis and use of imagination. This requires an appropriate environment where investment in culture is as important as in technology. Corporations are so far more successful in implementing these changes. The public sector should adopt some successful practices to stay in the stream of changes.

Thanks to technology, the concept of a workplace becomes more abstract - employees can perform more and more work tasks from anywhere on the planet and always remain "in touch" (hyperconnected). On the other hand, the technologies and the information flow that they promote can cause mental disorders in people. Such as "digital illness" or "digital stress", as a result of which employees burn out faster emotionally and become less focused.

The mentioned requires immediate intervention by the employer to organize the work process.

While analyzing demographic changes according to global studies, the following should be noted:

- By 2030, the world's population will increase by 13% and amount to 8.4 billion people.
- The median age of the population will increase to 34 years, which is four years more than now.
- Generation Y until 2030 will make up about 75% of the global labor market.
- The average lifetime of those born after 2016 will reach 100 years.

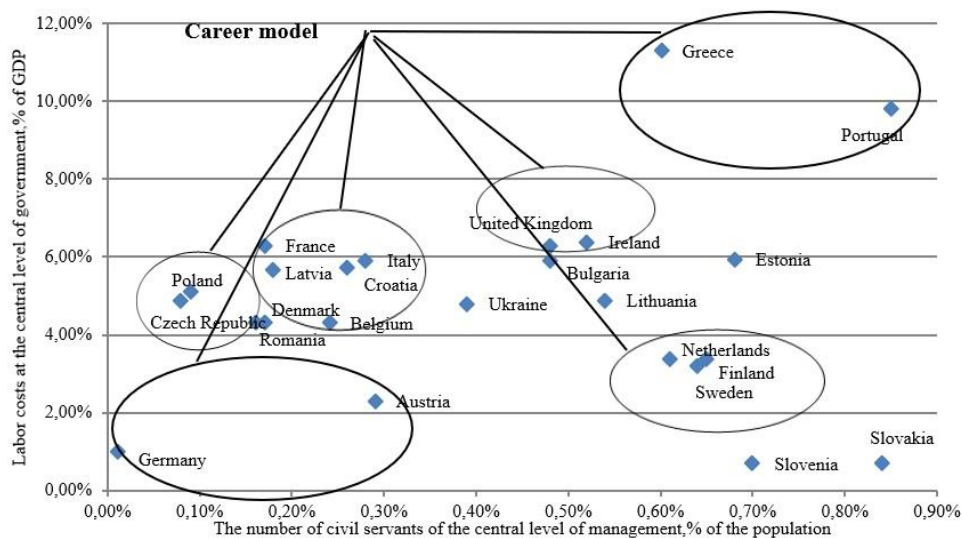
As can be seen, the population is growing rapidly, diversification is taking place (representatives of different generations, cultures). People (thanks to modern goods) have greater strength and become more demanding, forcing governments to look for new ways to meet their needs and interact with them. The growth of the world's population stimulates the consumption of scarce resources, exacerbates the struggle for them, thereby causing geopolitical instability (ACARA, 2013). Many analysts and scientists also predict the further activation and deepening of globalization processes in the world. Over the past few decades, globalization has accelerated thanks to the development of high technology and the Internet, trade liberalization. Along with the development of countries with market economies. More and more people will belong to the middle class, and as their incomes increase, expenses, according to analysts, will increase as well (more than five times before 2030).

On the other hand, globalization promotes the free movement of labor and capital to places with more favorable conditions and forms new ways of interaction. As a result, it is becoming increasingly difficult for organizations to

attract and retain talented employees. The public service as an employer needs to have a strong image and status in order to attract strong candidates to study and work. It is worth noting that this depends quite strongly on the level of development and welfare of a particular country, as well as on the level of financial remuneration (salary). The salary systems of civil servants in many countries, especially developing ones, are subject to revision. The figure below illustrates the dependence of the level of salary of civil servants in the countries of Western, Central and Eastern Europe and the career model of a civil servant in these countries (König, 2017; Skills for a High Performing Civil Service, 2017).

As can be seen, there are several career models that are relevant to the level of development and welfare of the economy. The salary levels differ accordingly. As can be seen, countries with weaker economies and lower levels of well-being of citizens, such as Ukraine, Romania, Slovakia, Bulgaria, etc. are currently outside the model (see Figure 2). It should be noted that in countries with a more developed career model, there is a more differentiated system of remuneration of civil servants. In particular, Germany-Austria, the Netherlands-Finland-Sweden, the UK-Ireland. Thus, the transparency and objectivity of fixed remuneration in these countries is achieved through the introduction of a grading pay structure.

Figure 2. Comparison of countries in the European region in terms of the number of civil servants at the central level and labor costs



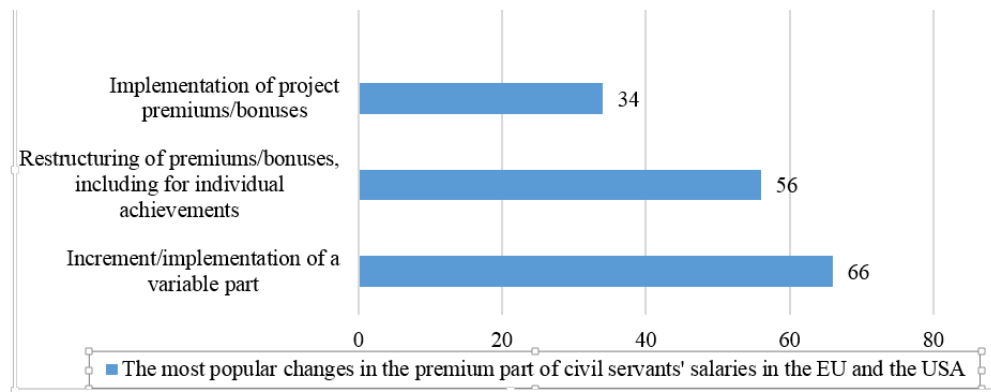
(Source: elaborated by the authors based on Eurostat, 2019)

The grading structure allows one to establish internal and external justice for employee remuneration by defining fixed salary levels, based on clear and objective criteria. For example, the value of a position taking into account various

compensation factors, which are determined taking into account goals and strategies. Along with a comparative analysis of market indicators for each grade (level of position).

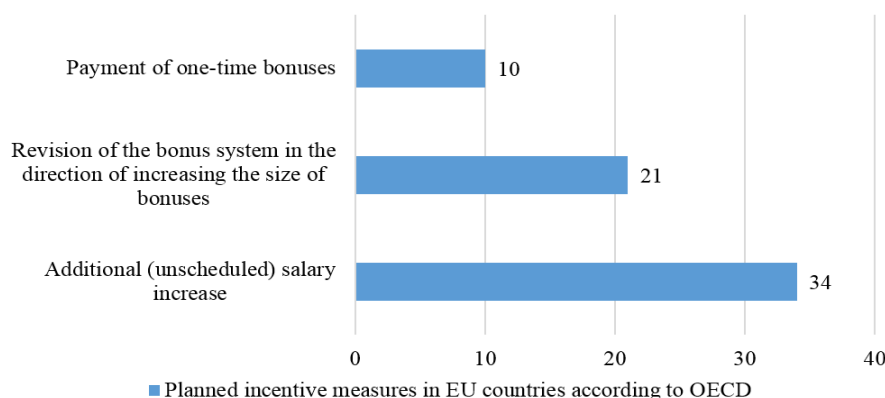
Further, regarding personalized rewards. According to international studies, the most effective employees receive twice as much as ineffective colleagues. In the authors' opinion, this approach will be applied more and more because of the difficulties in attracting and retaining talented people. The level of salaries in private companies and corporations is more differentiated than in the public sector, which creates a competitive environment in the labor market. This creates a need for the civil service, along with companies, to amend both the main and the bonus part of the proposed financial remuneration. In order to attract potential candidates for employment and stimulate existing employees, as well as to apply intangible methods of motivation. Figures 3-4 show the most popular changes in the bonus program for 2018, which both public and private organizations in Europe are making in their salary system.

Figure 3. The most popular changes in the premium part of civil servants' salaries in the EU and the USA



Sources: elaborated by the authors based on the following scientific sources (OECD Reviews of Integrity in Education: Ukraine, 2017; Government at a Glance, 2017; Skills for a High Performing Civil Service, 2017; König, 2017; Global Leadership Forecast, 2018; Eurostat, 2019)

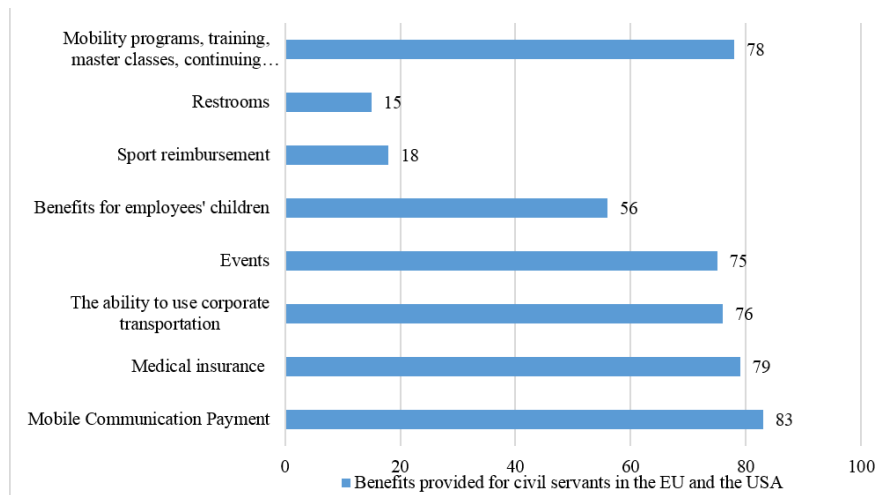
Figure 4. Planned incentive measures in EU countries according to OECD, % of change



(Sources: Adapted by the authors)

The adaptation from figure 4 is based on the several scientific sources. (OECD Reviews of Integrity in Education: Ukraine, 2017; Government at a Glance, 2017; Skills for a High Performing Civil Service, 2017; König, 2017; Global Leadership Forecast, 2018;Eurostat, 2019). As world practice shows, the forms of remuneration can be different - additional leave, tickets for social events, interest clubs within the organization, etc. The words “health”, “sport” and “wellness” more accurately describe the modern lifestyle, thereby defining an additional aspect of non-monetary reward. According to international studies, two-thirds of organizations claim that well-being programs are an important component of an employer's brand and overall culture. According to research by international organizations, the health status of employees directly affects organizational effectiveness. The presence of a sick employee in the workplace (“presenteeism”) costs about \$ 7,000 per employee per year due to a decrease in his/her effectiveness. In organizational scale, it may exceed 2.3 times the costs of health and preventive medical programs (Global Leadership Forecast, 2018;Eurostat, 2019). According to other surveys, the organizations participating in the study (Europe and the USA) provide their employees with various benefit packages, as shown in Figure 5.

Figure 5. Benefits provided for civil servants in the EU and the USA



(Sources: Adapted by the authors)

The adaptation has based on several scientific sources (OECD Reviews of Integrity in Education: Ukraine, 2017; Government at a Glance, 2017; Skills for a High Performing Civil Service, 2017; König, 2017). One can note that European countries use long-term programs to improve skills, competencies, and motivate public servants to self-development, self-education in the framework of leading government reforms in public administration. Hence, some programs developed back in 2010-2012 are still relevant. However, they are in constant improvement and development. This confirms the importance and priority of institutional development for the European Union in the field of public administration.

Particular attention is also paid to:

- A wide range of salary systems based on a competency approach, which is expressed through a system of bonuses for performing certain functions, tasks assigned to a public servant. Taking into account his/her level of competence, educational qualification level, etc.;
- A variety of approaches to recruiting in the civil service. Some EU countries have centralized systems, others - decentralized, but in both cases - effective).

3. Results

As can be seen, the transition period in many developing countries puts forward increased demands on the use of human resource potential. For example, in the countries of Central and Eastern Europe in the Data Analysis section. The success of innovations in the public sector largely depends on the following:

- Effective functioning of motivation systems for employees.

- The use of modern social management technologies.
- The principles of creativity, strategic thinking, trust and respect for people.
- Getting rid of outdated, ineffective methods of motivation management.

The results of a comparative analysis of the existing and necessary principles of managing motivation in the public sector are presented in Table 2.

Table 2. The results of a comparative analysis of the existing and necessary principles of managing motivation in the public sector

Existing principles	Necessary principles
Maintaining traditional views on management	Management of sustainable changes in the internal and external environment
Strict system of monitoring the activities of public service workers	Expanding employees' competence, increasing trust in the quality of work done
Orientation on a short-term perspective	Long-term strategic thinking
Implementation of the policy according to an established plan and a clearly defined sequence of actions	Forecasting and policy development
Remnants of excessive bureaucracy	Creativity, proactive approach
Punishment for mistakes	Learning from mistakes

(Source: Adapted by the authors based on Global Leadership Forecast, 2018)

Among the reasons for ineffective work of public servants are instability and lack of motivation. Each new government makes staff changes, ministers form their own teams and appoint loyal people to important positions.

In order to solve stability problems, governments usually amend the laws on public service (and other legal acts) with the following principles:

- Mandatory civil service selection procedure.
- Impartiality of political views.
- Protection from groundless termination.

In order to maintain sufficient financial motivation levels, governments usually try to consistently increase the salaries of civil servants. At the same time, the relative number of civil servants and the cost of their labor (relative to the country's GDP) should meet the necessary indicators and be competitive in the labor market (Kvon et al., 2019).

However, it is important to note that motivation management should include methods of confronting and combating factors that demotivate employees.

The main financial and moral factors of staff demotivation that reduce employees' performance, which is also relevant for civil servants, usually include:

- Low pay, other financial factors.
- Lack of bonuses, rewards for good work results.
- Lack of reimbursement of employees' expenses, or partial reimbursement.
- For example, mobile communications, business trip expenses, etc.

- Not encouraging the interest of employees in the development of new projects, ideas.
- Rejection of any initiative from employees.
- Lack of a clear system of tasks for each position.
- Regular overwork, overtime.
- Too difficult tasks for employees.
- Incorrect treatment, ignoring the rules of business etiquette.
- Failure to fulfill promises, lack of career growth.
- Strong pressure from the head, frequent nit-picking, installation of control tools (GhahremaniGermi et al., 2015; Qosja&Krasniqi, 2019).

Given the above-mentioned demotivation factors, the study developed a model for assessing the influence of motivating and demotivating factors on public servant' work results. The methodology for diagnosing employee's engagement was taken as a basis. Such methodology is used by Big 4 international companies (for example, EY Engagement). The methodology was adapted to the public service in this study (ACARA, 2013; Global Leadership Forecast, 2018).

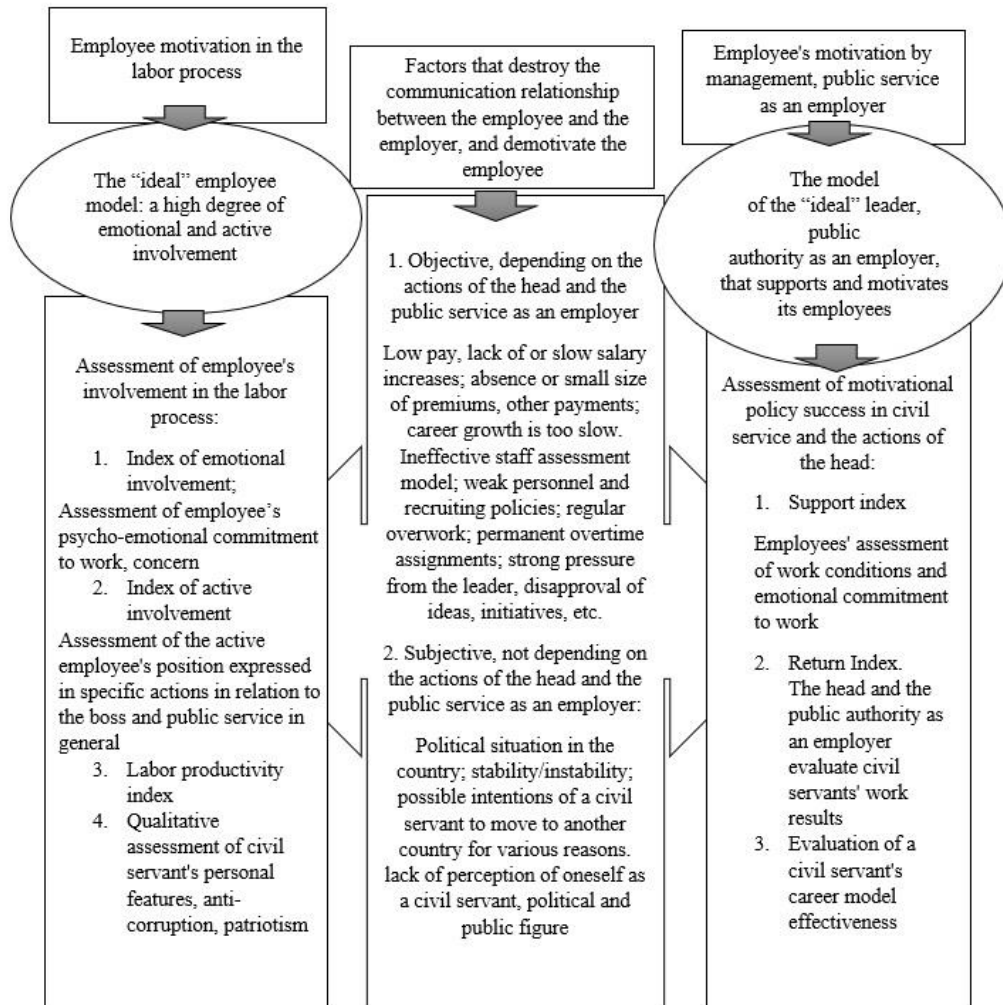
The proposed model (see Figure 6) is also based on the analysis of scientific literature, which reflects similar research. The model also takes into account the basic principles of social exchange theory, according to which the employee and the employer are participants in the value exchange process. The main elements of this model are considered below.

Managing motivation and employee's involvement in the labor process can be both a result and a driver of employee's experience. For example, the exciting process of adapting new employees (employee experience) can have a positive effect on employee engagement. At the same time, employees can leave this workplace (employee engagement) if they do not like the team climate or other work aspects (employee experience).

According to the basic methodology, the motivation and involvement of employees in the labor process have several main manifestations:

- how employees feel (index of emotional involvement);
- how employees work (active engagement index);
- how managers support them (support index);
- what are the results from engagement management (return index).

Figure 6. Model for assessing the influence of motivating and demotivating factors on a public servant's work results



(Source: elaborated by the authors)

As can be seen, the personnel services of public administration should transform into the HR management model (models used in corporations can be taken as an example). Thus, specialists in new format public services (HR) should provide the most convenient and useful experience for employees. Including all key points of interaction: recruiting, adaptation, training and development, evaluating the effectiveness of leadership development, recognition and remuneration, career management and other work processes. Hence, according to the latest trends, employees' work experience is assessed more often (at least once

a month). In the "real-time" mode, using short (up to 10-20 questions) "pulse" surveys, that relate to the most critical issues.

Managing the effectiveness and motivation of civil servants should be one of the key tasks of public personnel services. Since a strategic and integrated approach to managing the employees' effectiveness can ensure overall stable success. A regular assessment of civil servants' effectiveness allows managing employee's personal goals, along with the goals of department and subdivision of a certain public authority, as well as national goals. Such an assessment also helps to identify areas for development and directions for the most productive work of employees and managers. It is worth noting that, in recent years, in developed countries (primarily in the EU and the USA) there is an increase in regular feedback - the basis of a new approach to performance management. Even the name of the process is changing - from "performance evaluation" to "motivation and efficiency management", thereby shifting the emphasis from employees' assessment to their development.

Grading on a scale may not fully reflect the opinion of the evaluator; it may be too generalized or subjective, and may not take into account important nuances. To help employees evolve, human resources managers should provide executives with tools for providing constructive feedback (for example, The Situation – Behavior – Impact Feedback Tool, etc.).

Given the specifics of the civil service work, the following tools should be included in this assessment system. Namely, the tools allowing one to assess the employee's honesty, his/her anti-corruption attitude and his/her level of motivation for global changes - improving the quality of life and health of the nation. Besides, when working on projects in teams, especially international ones, team key performance indicators (KPIs) were added to the assessment. As a result, there was better cooperation between employees, as they wanted to obtain better team results.

In order for new approaches to catch on and be perceived by civil servants, and to overcome the destructive influence of both objective and subjective demotivating factors (fig. above), the following should be done:

- Developing and maintaining a "proper" general civil service culture.
- Leaders should clearly set up goals and provide regular constructive feedback.
- Employees should focus on achieving not only personal but also national goals.
- The assessment results should be used mainly for the development of people.

4. Discussion

It should be recognized that the public administration cannot function effectively if the specifics of the nation and the outside world are not taken into account in the current politics. Scientific institutions (universities, training centers

and professional associations) improve the content of a public servant profession (Kennedy, 1963; Klenke, 2011). Public policy should focus on the training of future public servants, their continuing education, and development of those already working in the civil service. The latter should be in close connection and work with scientific institutions and organizations that carry out such learning process (Littlejohn, 2008; Lencioni, 2012; Lavigna, 2017).

It should be noted that no country can move forward without effective public administration. Unfortunately, today in the democratic world there is no layer of technocrats at all levels of public service, including the upper layer for the formation of politics. The presence of populism in public administration indicates that the world is not governed by the best leaders, and this has been proven in many countries. Scientific preparation is important for the formation of public policy and the preparation of experts on know-how, so that they will be able to introduce state measures into the very life of society (Mohr & Wolfram, 2008; Davoudi et al., 2016).

There was an analysis of motivation theories, in terms of the use of provisions, approaches and postulates in motivating the professional activities of public servants. There should be an integrated system for motivating public servants, which involves financial and intangible methods of stimulating public servants (New traditions in public Administration, 2017).

Building the image of a civil servant is impossible without ensuring the proper level of remuneration. The work of highly qualified personnel requires an appropriate assessment. Financial motivation is an important, effective, but not always a decisive factor (Ostroff, 2006; Dunleavy et al., 2006). The influence of non-monetary factors, especially in the field of public service, should be quite large. At present, the main direction of motivating civil servants should be the search for alternative ways of encouraging aimed at the long term, which is especially relevant in the modern economy (Wilson, 1887; Danish et al., 2015).

5. Conclusion

The authors examined the main global trends in the field of motivation management in public service, taking into account changes as a result of the development of new technologies. It was revealed that, in order to strengthen its image as an employer and be competitive in the labor market, public authority as an employer needs to perform the following:

- Regularly evaluating the employees' readiness for upcoming changes and challenges (including maturity and HR function capabilities).
- Transforming the work of personnel services - make the transition to the HR model.
- Revising the traditional system for evaluating the results of personnel work.
- Creating an effective system for managing the motivation and involvement of civil servants in the labor process.

- Recognizing the importance of HR in achieving goals.
- Providing employees with the necessary support and resources.
- Inspiring employees by clearly reporting the organization's activities (mission).
- Managing the "experience" of their employees, etc.

European experience in managing the motivation of public servants was analyzed. It was found that economic growth and a high standard of living for EU citizens are a result of a balanced policy in public administration. In particular, the high professionalism and competence of public servants, their motivation to work and real changes in the country.

A model was developed for assessing the influence of motivating and demotivating factors on a public servant's work. A model is based on the experience of developed countries, as well as on principles of the theory of social exchange. According to this theory, the employee and employer are participants in the process of value exchange.

The results of the study are universal and may be used when studying methods and tools of motivation management in the public administration sector.

Authors Contributions

The authors listed have made a substantial, direct and intellectual contribution to the work, and approved it for publication.

Conflict of Interest Statement

The authors declare that the research was conducted in the absence of any commercial or financial relationships that could be construed as a potential conflict of interest.

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