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MOTIVATION OF CIVIL SERVANTS FROM ARCHETYPICAL APPROACH PERSPECTIVE: THEORY AND PROBLEM ISSUES

Abstract. The theoretical bases of motivation of civil servants are considered in the article. The description of the basic motivational theories is presented. Substantive theories of motivation (A. Maslow, K. Alderfer, D. McCleland, F. Hertzberg) are based on the analysis of the motivational sphere of a person, on the direct relationship between satisfaction/dissatisfaction of human needs and motivation. In the procedural theories of motivation (V. Vroom, J. Adams,

E. Lock, Porter-Lawler theory), the process of motivation is studied and attention is focused on the influence of external factors on the motivation of a person. On the basis of a review of the achievements of the scientific foundations of motivation, recommendations were made to the heads of the public administration authorities on the implementation of the motivation function. Generalized the main problems of labor motivation, typical for staff, regardless of the form of ownership of the organization. The following problems and obstacles in personnel motivation are identified: the complexity of research and determination of the motives of the individual, the problem of fairness in evaluating the performance of management and staff, dissatisfaction with hygiene factors, complex relationships in the team, inadequate expectations on the part of the employee, many innovations and changes in organization of work, monotony of activity, incompatibility of the worker's qualification with the level of work, constant changes, stressful situations can cause apathy to slave father. Based on the results of the expert survey, the main problems of labor motivation in public administration bodies were identified. The system of motivating public servants has a number of shortcomings: dissatisfaction with the size of material security, the existence of state-wide interdepartmental and regional differences in the wage rates of civil servants, injustice with individual bonuses. The motivation of public servants is based on the opportunities for career growth, increasing competence, the prestige of working in government bodies, the stability of employment, job satisfaction, the amount of annual leave, good pensions and the opportunity to be involved in significant cases for society.

Keywords: public service, motivation, theory of motivation, problems of motivation in public administration bodies.

МОТИВАЦІЯ ДЕРЖАВНИХ СЛУЖБОВЦІВ В АРХЕТИПНОМУ ПІДХОДІ: ТЕОРІЯ ТА ПРОБЛЕМНІ ПИТАННЯ

Анотація. Розглянуто теоретичні засади мотивації державних службовців. Надано опис основних мотиваційних теорій. Змістовні теорії мотивації (А. Маслоу, К. Альдерфер, Д. Мак-Клеланд, Ф. Херцберг) ґрунтуються на аналізі мотиваційної сфери людини, на прямій залежності між задоволенням/ незадоволенням потреб та мотивацією людини. У процесуальних теоріях мотивації (В. Врум, Дж. Адамс, Е. Лок, теорія Портера-Лоулера) досліджується процес мотивації та акцентується увага на впливі зовнішніх факторів на мотивацію людини. Узагальнюючи здобутки вчених щодо основ мотивації, запропоновано рекомендації керівникам органів публічного адміністрування щодо реалізації функції мотивації. Узагальнено основні проблеми мотивації праці, характерні для персоналу, незалежно від форми власності організації. Виділено такі проблеми та перешкоди мотивації персоналу: складність дослідження та визначення мотивів особистості, проблема справедливості оцінки результатів діяльності з боку керівництва і колективу, незадоволення гігієнічними факторами, негативні відносини у колективі, невідповідність очікуванням з боку працівника, забагато нововведень та змін в організації роботи, монотонність діяльності, невідповідність кваліфікація працівника рівню роботи, постійні зміни, стресові ситуації можуть породжувати апатію до роботи. За результатами експертного опитування визначені основні проблеми мотивації праці в органах публічного адміністрування. Система мотивації публічних службовців має ряд недоліків: незадоволеність розмірами матеріального забезпечення, існування загальнодержавних міжвідомчих та регіональних розбіжностей у розмірах оплати праці державних службовців, несправедливість при індивідуальному преміюванні. Мотивація публічних службовців ґрунтується на можливості кар'єрного росту, підвищення компетентностей, престижі роботи в органах державної влади, стабільності зайнятості, задоволеності режимом роботи і обсягом щорічних відпусток, гарному пенсійному забезпеченню та можливості бути причетними до значущих для суспільства справ.

Ключові слова: державна служба, мотивація, теорії мотивації, проблеми мотивації в органах публічного адміністрування.

МОТИВАЦИЯ ГОСУДАРСТВЕННЫХ СЛУЖАЩИХ В АРХЕТИПИЧЕСКОМ ПОДХОДЕ: ТЕОРИЯ И ПРОБЛЕМНЫЕ ВОПРОСЫ

Аннотация. Рассмотрены теоретические основы мотивации государственных служащих. Представлено описание основных мотивационных теорий. Содержательные теории мотивации (А. Маслоу, К. Альдерфер, Д. Мак-Клеланд, Ф. Херцберг) основываются на анализе мотивационной сферы человека, на прямой зависимости между удовлетворением/неудовлетворением потребностей и мотивации человека. В процессуальных теориях мотивации (В. Врум, Дж. Адамс, Э. Лок, теория Портера-Лоулера) исследуется процесс мотивации и акцентируется внимание на влиянии внешних факторов на мотивацию человека. На основании обзора достижений ученых основ мотивации, предложены рекомендации руководителям органов публичного администрирования по реализации функции мотивации. Обобщены основные проблемы мотивации труда, характерные для персонала, независимо от формы собственности организации. Выделены следующие проблемы и препятствия в мотивации персонала: сложность исследования и определения мотивов личности, проблема справедливости оценки результатов деятельности со стороны руководства и коллектива, недовольство гигиеническими факторами, сложные отношения в коллективе, несоответствие ожиданиям со стороны работника, много нововведений и изменений в организации работы, монотонность деятельности, несоответствие квалификации работника уровня работы, постоянные изменения, стрессовые ситуации могут порождать апатию к работе. На основе результатов экспертного опроса определены основные проблемы мотивации труда в органах публичного администрирования. Система мотивации публичных служащих имеет ряд недостатков: неудовлетворенность размерами материального обеспечения, существование общегосударственных межведомственных и региональных различий в размерах оплаты труда государственных служащих, несправедливость при индивидуальном премировании. Мотивация публичных служащих основывается на возможности карьерного роста, повышении компетентности, престиже работы в органах государственной власти, стабильности занятости, удовлетворенности режимом работы и объемом ежегодных отпусков, хорошем пенсионном обеспечении и возможности быть причастными к значимым для общества делам.

Ключевые слова: государственная служба, мотивация, теории мотивации, проблемы мотивации в органах публичного администрирования.

Problem statement. Ukraine's aspirations to join the European Union provides for reform of the public administration, increases the demands of modern governance, the effectiveness of which depends primarily on effective state service. The performance of activities of bodies of public administration depends on the motivation of state employees to work conscientiously and efficiently. However, modern problems in the sphere of state service, such as a high turnover of staff, especially of young and highly qualified specialists, low productivity and quality of decision-making in public authorities are the results of weak incentives in the state service. So one of the ways of achieving high efficiency of functioning of bodies of public administration is the use of function of motivation that will allow to raise interest of state employees to work in actively and initiatively, to implement their labour potential for the service of the people of Ukraine.

Analysis of recent publications on the problem and defining of the unsolved parts of the general problem. Methodological basis of the study of the development of motivation as functions of management was laid in the works of world-famous scientists, such as V. Vrum [1], E. Lock [2], D. McGregor [3], A. Maslow [4], E. Mayo [5–6], F. Taylor [7], A. Fayolle [8] F. Herzberg [9] and others. A significant contribution to the development of theoretical and practical basics of motivation was made by Ukrainian scientists in the field of public administration: N. Goncharuk [10], S. Dubenko [11], T. Zheliuk [12] V. Malynowskyi [13], T. Pakhomova[14], L. Pashko [15] and others.

The purpose of this article is to review the theoretical bases of motivation of state employees and identifying the key issues of labour motivation in bodies of public administration.

The main material of research. In foreign literature the term "motivation" is defined as the external influence in order to develop internal motivation. Thus, the French researchers of management in the public service and S. Alesian S. D. Foucher say that to motivate means to create and maintain situations that stimulate the desire of employees to implement their efforts and to achieve the goals, that were identified [16, p. 193]. American scientist in the field of human resource management M. Armstrong believes that to motivate people is to get them to move in a certain direction to achieve a particular result [17, p. 155].

Internal motivation consists of diverse needs, motivations, objectives and interests, therefore, it is necessary to apply the methods of motivation comprehensively. In addition, each person has a characteristic, unique motivational sphere, so during the development and implementation of methods of motivation it is necessary to use individual approach. The best result from the motivation as functions of management can only be achieved under conditions of a complex target approach to the development of a system of measures to increase labor activity.

Boosting the development and distribution of views on the need for motivation in management is justified, primarily, by overcoming a technocratic approach to the person as to the machine, in addition, the development of research on motivation is closely associated with the relevant stages of development of material production and the functions and significance of man in it.

A humanistic approach to personnel management increases the role and importance of human involvement in the production, proves that the functioning and efficiency of production depend not only on compliance of the number and qualification of staff requirements, equipment and technology, but also on socio-psychological factors and people's motivation to work. With this approach, management decisions go beyond only the economic provisions, determined by the need for greater attention to personal characteristics of workers in informal relations in the team, improving working conditions and so on.

A particularly large contribution to the theory of motivation was brought

by the representatives of the school of "human relations", the formation of which is associated with motivation theory of E. Mayo (1880-1949). His two main works "Human problems of industrial civilization" and "Social problems of an industrial civilization" are associated with the results of the so-called Hawthorne experiments that were conducted in 1927-1932 at Chicgo Hawthorne plants. Incidentally, the Hawthorne Works was one of the leading American companies with very advanced at that time system of personnel motivation: pension support, assistance in case of illness or disability, the opportunity to buy shares of the company, to defend their interests through representatives. In addition, in this company there was a cultural and sports club for employees and a journal, published twice a month that covered opinion of the management, all industrial and cultural news. The main thesis of the Australian researchers E. Mayo about motivation was that, first, it is not necessary to pay special attention to material incentives, and secondly, the growth of production depends on team unity, which correctly directs a competent and caring manager. Therefore, the principles developed by E. Mayo of human resource management focused and were based on the need to take account of individual mental characteristics of people and interpersonal relationships in the team.

Modern scholars divide theories of motivation, content and procedural. The basis of the substantial theories of motivation (A. Maslow, C. Alderfer, D. MC Clelland, F. Herzberg) is in the analysis of the motivational sphere of the person, its representatives insist on the direct relation between the satisfaction/dissatisfaction of needs and human motivation. Procedural theories of motivation (V. Vrum, J. Adams, E. Locke, the theory of Porter-Lawler) examine the process of motivation and focuse on the influence of external factors on motivation. The value of these theories to management practices is the ability to identify the causes of the weak work motivation of state employees and the achievements of scientists in the construction of the system of labour motivation in bodies of executive power.

Analysis of theories of motivation allowed to identify the position on the feasibility for building of an effective motivation system in bodies of public administration:

• the basis of motivation of every individual is the material interest and satisfaction of needs of a material nature (the physiological needs of the pyramid Maslow, the needs of existence according to the theory of C. Alderfer);

• the staff can be divided into two types: the first type — people are active by nature, have a strong internal motivation to improve their financial position and are seeking for career growth; the second are passive by nature, leaders need to constantly push such people. The cooperation of the leadership with subordinates is pleasing to the employees and guarantee of the success of the organization;

• the basis of human motivation is his inner desire, it is the unconscious that takes an important place in the motivation, that is, in the methods of motivation the manager should take into account the individual psychological characteristics of people; • management must develop a reward system which would be able to meet the needs of subordinates. Creation of the working environment that stimulates energy and initiative of employees and provides opportunities to implement their full potential, are the strongest motivators. To enhance motivation, teamwork we advise leaders to create an atmosphere of corporate spirit, harmony in the team, to eradicate injustice;

• managers need when designing and implementing motivation systems to focus on individual psychological characteristics of people and interpersonal relationships in the team. The guarantee of the success of the organization is the team spirit and good relationship of trust between managers and subordinates (E. Mayo);

• as the basis of motivation consists of human needs, the main task of managers is to understand what needs a person has, and provide him with the opportunity to implement them in the labour process. However, the unmet need of lower level does not lead to actualizing higher needs (A. Maslow);

• human nature to desire for professional and career growth, self-expression and self-actualization, so that employees cannot be motivated only by economic incentives or hygiene factors (Herzberg F.);

• managers need to know and to consider what is the expected remuneration for the activity of subordinates (V. Vrum);

• managers should fairly treat remuneration and evaluation of employees' performance (S. Adams);

• the basis of human motivation is purpose, awareness of which will help the manager to explain human behavior. The Manager must create such conditions, when the subordinate perceives the organization's goals as his own (E. Lock);

• a person gets satisfaction not only from the results of the labor, but also from the fact of completion of work (Porter-Lawler);

• a person will do what he did in the past when he received a reward, and will not repeat the behavior for which he was punished. Therefore, the management must express its attitude to the performance of employees, reward achievements and sanction for misconduct (Skinner)

From the above information it can be concluded, first, about the impossibility to apply any one theory of motivation, because each of them has its shortcomings and weaknesses, and second, the Manager will reach this effect of motivation on the basis of the best provisions of the theories of motivation to develop its comprehensive system of motivation, taking into account characteristics of the organization and the individual characteristics of the subordinates.

The process of management motivation is quite complex and ambiguous. Motivation is considered as a combination of factors — motivators that influence the work behavior of a person, drive him to activities, define the objectives of the work behavior. Some of the factors that make the process of motivation is complex, and the problems that arise in the course of the action motivation system, will be discussed further.

In scientific literature there are studies on the obstacles and challenges

of motivation. Summarizing them, let us highlight the problems of motivation that exist in all institutions regardless of their form of ownership or occupation:

• the employee's behavior is influenced by internal motivators (needs, interests, values) and external motivators (external to employee influence, economic and non-economic methods of motivation). Therefore, the task of the leader is using extrinsic motivation to create internal one, which is the main driving force;

• the complexity of the study and determination of the motives of the individual. Managers need to observe and study the motives that really move;

• human needs are in complex dynamic interaction. Depending on the specific situation, needs of the person change, which can lead to unexpected reactions of the workers on the motivational impact from the side of the manager;

• power of motives, their stability, structure are unique to each person and have different effects on behavior. What is an effective to motivate one person may be inefficient for another;

• of course, work effectiveness depends on the motivation. However, this dependence is rather complicated and ambiguous. The lack of a clear relation between motivation and outcomes of the activities is due to the fact that the results of labor are affected by many other factors, such as the qualifications of the employee, his professional abilities and skills, proper understanding of the objectives, external environment, etc.;

• the issue of fairness of the performance assessment by the management and staff. The solution to this problem is possible through the introduction of the availability of information about how the results are evaluated, who exactly and for what received a reward;

• constant changes, stressful situations can produce apathy to activities, reduce efficiency. The reasons for this situation can be mainly of two types: improper management and organization of the work process and insufficient qualification and experience of the employee or the personal characteristics (inattention, procrastination, forgetfulness). To resolve such a situation, of course, it is necessary to eliminate the cause: if it is the first type, the leader needs to alter or improve the management, if the cause is of the second type – you need to either make the rotation of personnel, or to send the employee for training or professional development:

• the level of work is lower than the qualifications of the employee. This situation can severely reduce the motivation of people who are ambitious, aimed at success, seeking professional and career growth;

• the process is familiar and constantly repeated. For employees whose personal internal characteristics are committed to the continuous development and innovation, a situation where nothing changes, reduces the activity of the people developing apathy towards work. The ideal way to deal with this situation — career growth or transfer to another position;

• a lot of innovations and changes in the organization of work. The situation is demotivating for people oriented at stability that are poorly adapted to the changes and have difficulty accepting innovation. In this situation, you need to explain to employees the reasons for innovations, to provide them with the opportunity to participate in the process of introducing a change, listen to their views and, if possible, to take into account their wishes;

• lack of career advancement. It is known that the optimal duration of stay at one position for three to five years, then the job becomes uninteresting, a cognitive interest in it fades away, man, especially for the ambitious people and those who constantly strive to evolve, when it is not interesting to work, the person begins to treat the work as something monotonous, without creativity;

• mismatch of expectations from the employee. Every person who enters government service has own goals, aspirations and expectations, if they don't become real, human activity is reduced. The theory of motivation by V. Vrum emphasizes the importance of the dependence of human expectations and real results from the person's activities. If the activity does not lead to the expected results, the person next time reduces the activity and works less hard. Therefore, a manager must know how important for the employee the expectations are, he has to produce them, to give hope, to promise and be sure to implement them.

• dissatisfaction of the hygienic factors, namely: working conditions, including technical support. For most people the location, the size of room, the number of colleagues in it, the opportunity to use the equipment and have the necessary set of individual equipment are highly important. Even small changes in hygiene factors can cause dissatisfaction in the team, adversely affect the motivation of people to work selflessly and better;

• negative relations within the team. For state employees, like any people working in the team, moral and psychological climate in the team is very important. If in the field of communication in the team there are problem areas, they can have a negative impact not only on the psychological state of individuals, but also manifest as tension in the working relationship of the team. Of course, this situation is bad for the employees and collective motivation that breeds differences and conflicts.

Based on the results of the expert survey of participants (60 people) of the faculty of graduate education of Kharkiv regional Institute of public administration of National Academy of public administration under the President of Ukraine, can draw the following conclusions about the state of labour motivation in bodies of public administration. First, there are the national inter-institutional and regional differences in wages of state employees, they are not only provided for in the regular schedules with the highest categories of state employees but also on the size of premiums. Secondly, the priority motivation to enter public service is the opportunity for career growth, prestige of service in bodies of state power, employment stability, good pensions and the opportunity to be involved in important social affairs. Thirdly, the most relevant methods of labour motivation of state employees are economic and social ones. That is, for public employees the satisfaction of needs of a material nature and the opportunity to make a career, to participate in decision-mak-

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ing, make important for the society decisions is important. Fourth, by analyzing the satisfaction of state employees of the civil service, it was found that the greatest dissatisfaction can be caused by the following criteria: salaries, including bonuses and injustice of individual bonuses. The majority of state employees are satisfied with the regime of work, pension provision, annual leave and financial assistance for rehabilitation. Fifth, the positive aspects in the system of labour motivation in bodies of executive power are achievement of the leaders in this field, namely in the areas of improving relations between managers and subordinates, improvement of moral and psychological climate in the team, providing opportunities to show initiative and creativity in their work and the strive to improve skills and to undergo training.

The study of the problems of motivation in state management provides the basis for the reform of human resources management in the public service to improve its effectiveness.

Conclusions and prospects for further research. Thee management of labor motivation, as well as any management presupposes the existence of the object of motivation (state employees) and the subject of motivation (line managers). Also, a significant role in the formulation and implementation of measures of motivation should be played by the Personnel Department as an auxiliary unit, which can explore the motivational sphere of a public employees and on its basis to develop and offer leaders the methods of motivation. Therefore, prospects for further research stipulate the study of the functions and composition of the management of the personnel, given its role in the implementation of the function of motivation of management of state employees.

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