THE INSTITUTION AND ITS EMPLOYEES COMPATIBILITY VALUES: CASE OF THE LITHUANIAN POLICE

RŪTA ADAMONIENĖ – DANGUOLĖ SENIUTIENĖ – KĘSTUTIS VITKAUSKAS

Abstract

In the paper, on the basis of sociological studies results, the police officers value orientations and their relationship with the implementation of performance management and employee incentive scheme in the police organization are analysed. At the end, the value orientations and theoretical aspects of their change are discussed; police officers value orientations change are disclosed; influence of the institutions on the formation of value orientations of the police officers is examined.

Possible conflicts between personal beliefs and institutions directives and its operating methods can be combined to achieve consensus, compromise and improvement, however, cannot be ignored. Many police officers value orientations in two decades have changed: at the expense of moral values pragmatism, and personal satisfaction goal reinforced. The state should recognize the changed value preferences and reorganize the structure of the police administration, personnel management policies and develop the value-driven incentive system. The study results conclude that due to imperfection of some rules of law regulating the police work, common management and administration mistakes, lack of funds, the police structure and the personal employees' values lack of compatibility. This can complicate the implementation of the institution objectives.

Key words: moral values, professional and organizational values, motivating factors

Classification JEL: M12 – Personnel Management

1.   Introduction

Value orientations and their relation to individual beliefs, attitudes and motivation is the object of the many social science research. Psychologists individual values identify as a distant goal, to which the onslaught of all the people, and recognizes that the human value system is hierarchical and tends to evolve *(Maslow, 1989, p. 343)*. Sociologists investigating society or its groups' values seek to determine their development and use, in the face of ethical and existential dilemmas. In this respect, the values are treated as culturally determined, as influencing individuals or social groups' behaviour *(Giddens, 2005, p. 38-39; Ruibytė & Adamonienė, 2012, p. 152)*.

One of the aspects of the investigation of the individual value orientations is the organization and its employees' values compatibility problem analysis. This type values conflicts arise when the individual and his professional life and relevant factors – employee promotion, salary, career and development opportunities, working conditions, communication with colleagues and others – are ignored or not properly disposed in the organization. Researchers, recognizing the complexity of the examination of this topic, say that potential conflicts between personal beliefs and institutions directives and its operating methods can be combined to achieve consensus, compromise and development *(M. Van. Wart, 1998)*. Personal and organizational values compatibility issue relevance is increasing due to value orientations direct link to motivation. View was expressed that the shared values directly motivate individuals work *(Crewson, 1997; Alonso & Lewis, 2001; Ruibytė, 2011)*. In the academic literature often civil servants motivating factors are classified as follows: 1) the work content and organization, 2) wages and salaries, and 3) working conditions; 4) social security, 5) competence development and career opportunities, 6) organizational structure and leadership, etc. *(Palidauskaitė, 2008, p. 8-10)*.

One of the objectives of the civil service reform conducted in many countries is to modernize human resources management, form a professional civil service, capable

efficiently solve problems and work in the public good. Implementing the Lithuanian Police System Development Programme (*Lithuania Republic Seimas 21st of December 2006 Decree No. X-1010*), the police management reorganization is associated with human resource development and consolidation of motivation of officials. In *the Lithuanian Police Department 2012 – 2014 Strategic Action Plan* it is "committed to create the preconditions for the creation of an attractive, motivated and effective police system".

These objectives, as practice shows, are followed by row chronic problems, which are caused due to many factors. One of them is that after the restoration of Lithuania's independence, a long time more attention was paid to criminal investigations than human resources management and motivating factors for police development. The situation was aggravated by the economic crisis began, which influenced law institutions work. At the end of 2008 Chiefs of Police recognized that "here are not created and existing comprehensive and effective system of staff motivation, salary, promotion are not associated with employee evaluation and career planning" in the police (*Lithuanian Police General Commissioner Decree of the 31st of December, 2008. No. 5-V-823*). The police authorities' aspirations and their implementation problems encourage to examine the value orientations of the police officers, revealing their relationship to the organization management and motivation systems peculiarities.

Focus on Lithuania statutory officers values and motivation in the national science works is not sufficient: the Lithuanian police officers values were the subject of the articles of L. Ruibytė *(2011, 2012),* R. Adamonienė, D. Amilevičius *(2012),* K. Vitkauskas and S. Greičius *(2002).* In 2007 for the first time in Lithuania conducted study of the motivation of civil servants the statutory officers' attitudes have not been evaluated *(Palidauskaitė, 2008).*

The aim of the work is to investigate the attitudes of the officials of the police institution and their relationship with implementation of performance management and employee incentive scheme in the police organization. At the end, the value orientations and theoretical aspects of their change are discussed, police officers value orientations change is disclosed, and police officers agencies impact on value orientations formation is examined.

In the paper the scientific literature, regulatory document analysis method is applied. It is also based on the authors of the paper in April – May of 2012 completed questionnaire to determine the value orientation of police officers change and staff work key value preferences and their impact on the motivation of the performance of the officials. This study was compared with results of similar studies carried out in years 1991 – 1993 *(Tidikis & Matkevicius, 1994)* and year 2000 *(Vitkauskas & Greičius, 2002).*

The study methodology. The Lithuanian police officers participated in the study. The study population[1] is 9898 police officers. The survey sample – 180 respondents (police officers) – is a representative quota sample. The study was conducted in March – May of 2012. The study instrument – questionnaire – to the police officers was presented by e-mail or delivering questionnaires personally. Statistical calculations were performed using the statistical analysis package SPSS 11 for Windows. Distribution of respondents: 1) by gender: males – 73.6 per cent, females – 26.4 per cent; 2) according to experience in domestic service – up to 4 years – 9.6 per cent; 5-9 years – 12.3 per cent; 10-14 years – 17.1 per cent, 15-19 years – 40.7 per cent, more than 20 years – 20.2 per cent; 3) according to the position: the primary rank police officers – 12 per cent, middle – 88 per cent.

Respondents were given a two-part questionnaire: in the first questionnaire part in order to determine the value orientations of police officers and their dynamics, police career choice

---

[1] Information on the study population is according to the Lithuanian police Annual Report of year 2011, p. 8.

motives and respondents' opinion about the necessary professional qualities of officer were investigated (making of this paragraph questions is based on methodology of similar studies conducted in 1991 – 1993, and in 2000); in the second part of questionnaire respondents had a 10-point system to assess 55 statements that reveal individual aspects of the officers work motivating (values) factors and their importance. All questionnaire statements are grouped into 10 dimensions, representing one of officials assessed factors such as wages (the factors are given in Table 4). In the rating scale 1 means that the aspects such as values are irrelevant for officials, 10 – are especially important. Summarized results of these scales should be evaluated as officials' expectations in the organization to feel these factors effectively motivating effect. Similarly, the officers had to assess to what extent in their organizations these aspects manifest themselves as motivators to promote good work. Questionnaire analysis approach – finding relevance (the officer expectation) to oppose the practical compliance (reality) and the difference between the relatively seen as a motivating officers work and factors improvement untapped reserve in the organization – the greater the difference between expectation and reality, the more frustrated people of this factor implementation in the organization. This paper presents only the work-related questionnaire results.

2.   Value orientations and their change assumptions

Values is considered to be the objects of the needs, interests, wishes or desires, causing feelings of assessment and decision-making (*Palidauskaitė, 2010, p. 91*). H. Gortner *(2001, p. 517)* argues that values arise during interaction of individuals, society and the specific situation. Value cannot become individual behavioural norm, but it can be like the rules which set out limits of conduct *(Kammeyr, Ritzer & Yetman, 1990, p. 7).*

Values and value properties are not some kind of special objectively existing object properties – the real values of the individual depends on the person's needs, and emerging accumulating personal experience, understanding your needs and comparing them with the objects of the environment, and the ideal value exists in the mind, public opinion, in various cultural forms, science, art and so on *(Palidauskaitė, 2010, p. 112).*

Personal values – a system of priorities that guide the individual in order to determine what is important to them and what is not. They help to make significant decisions affecting the employee's professional activity. These values are important for personal and institutional performance, because each organization is required functionality (useful and effective action), which is ensured by appropriate personnel roles and their performance quality. The more the employee meets the expectations of the role, the better functioning of the organization in which he operates *(Vasiljevienė, 2000, p. 162).* The individual is free only to the choice of functional role, and then his freedom is constrained by objective functions and needs of the institutions. Authority required only of the employee's personal characteristics, which fit in the organization and proper for carrying out determined functions. Objectives of the organization and performed functions form the relevant professional standards that not only reflect the behavioural requirements, the model and features of the played role, but also the expectations of society; they should be treated as an internal self-regulatory organizations form that can be understood as a form of accountability as well *(Palidauskaitė, 2010, p. 118).* These standards are generally reflected in the organization's culture, traditions, forms of management, decision priorities, may also be rooted in the organization's activities legislation (internal rules, ethics rules, and so on.). Employee awareness of professional values influences the efficiency of the organization work, organizational culture, transparency and ethic of the decisions. Uncertainty of values creates an environment where it can thrive in unethical and sometimes corrupt, poor motivation and responsibility officer behaviour. It is not easy to align the organization and its employees' values, so values management issue

becomes important. Organizational behaviour researchers conclude that the organization's culture and values together must meet the individuals moral and value orientations development level or to align it. Organization's interests cannot be thought of as an end in itself, because they are only a tool for achieving social welfare *(M. Van Wart, 1998, p. 96)*. Possible conflicts between personal beliefs and institution directives and its operating methods can be combined to achieve consensus, compromise and improvement, however, cannot be ignored.

3.   Police officers value orientation change

Police officers value orientations and their impact on professional activities are disclosed investigating factors determining choice of profession and professional values of statutory officers. This paper assumes that the career choice motives of individuals express their personal values to guide them in determining what is important and pursued for their profession and what is not so important. Professional values investigation associated with the police officer personality pattern purification and testing (comparing the pattern value orientations to the organization's values) to evaluate the police structure objectives, functions and related public expectations realisation possibilities.

Factors determining the choice of statutory service. Profession choosing reasons study enables us to define general trends relating to police officers value orientation change – vocation (childhood dream, a desire to follow in the footsteps of their parents) are mentioned less and less frequently, emphasis on pragmatic grounds is increasing, for example "Career" reason's frequency increased from 2 per cent to 12.4 per cent (Table 1).

Table 1. The factors determined choice of statutory service, per cent

No	Reasons / Year	1991	1992	1993	2000	2011
1	Policeman work interest	40.0	35.4	30.9	20.4	19.8
2	Attempt to get a higher education	20.5	37.6	52.0	71.2	62.8
3	Work dynamism, risk, complex situations	37.3	32.0	35.3	21.7	20.3
4	Favourable conditions for their own needs	23.5	34.6	31.4	36.9	21.8
5	The desire to ensure law and order and justice	34.0	25.3	20.1	7.3	6.8
6	The desire to protect people from evil	28.5	24.6	16.2	11.8	8.7
7	Work encourages them to be fair, orderly	20.3	22.9	18.6	4.8	1.2
8	Childhood dream, a vocation	20.9	13.6	15.2	9.8	8.3
9	The desire to express themselves	15.3	13.0	10.3	11.8	9.2
10	The desire to follow in the footsteps of their parents	4.6	3.9	6.9	2.1	1.3
11	National, patriotic feelings	8.6	2.4	2.0	1.2	0.7
12	The pursuit of career, excellence	2.0	8.0	10.8	14.8	12.4
13	It is difficult to find another job	-	-	-	17.9	38.6
14	Guaranteed employment in the public service	-	-	-	21.1	29.7
15	Other reasons	1.6	3.9	3.9	4.3	3.3

Source: composed by authors in 2000 and 2011 and R. Tidikis, R. Matkevičius 1991 – 1993 research results

Having summarized police career choice motives, we note that the dominant self-realisation, i.e. *personal motives* – the desire to express themselves, to meet personal needs, to pursue a career, to have guaranteed employment, education and so on. True, significance of

individual motives of this group during the period developed differently. For example, the importance of the motivations – favourable conditions for their own needs and the pursuit of career, excellence – grew in the first decade and then declined. It is likely that this is the country's economic downturn and the police authorities, undergoing a financial and operational crisis management in recent years, consequence. This assumption is partially confirmed by personal motives – "hard to find another job" and "guaranteed employment in the public service" – booming significance. On the one hand they disclose the civil service as a profession increase in value that is natural under the conditions of the economic recession and rising unemployment, and on the other side – police occupational prestige devaluation, demonstrating the growing number of officials who have chosen the profession because of inability to find another job. These values change will inevitably have negative implications for the officers' activity motivation and the institution's performance.

During the entire period the fastest-growing reason – desire to gain a university degree in law – should be regarded in two ways. On one side it is the recognition that higher education as a value is high quoted between police officers. Knowing that the police officer seeking for the Inspector or higher degree demanding duties under the Civil Service Law must have at least a tertiary education (level B position) or university (level A positions) education, such reasoning is completely understandable. On the other hand, this argument can be seen as a proxy, i.e. believe that a university is not the ultimate goal of gaining a police officer profession, but only a means to achieve other goals – to use acquired higher education, for example, for the lawyer, prosecutor's career. This is confirmed by Lithuania widespread practice to graduate police studies, providing a university degree in law, and then work on not only the police, but to look for work in other public or private bodies. This option is possible because there is police training system, where the middle and upper level officers prepared by internal service system independent education institution (university), in addition the majority of police officers pay tuition. In part, this results in the lack of mid-level officers and complicated programming of the need for staff. It is significant that, compared with other countries, in Lithuania the great number of police officers with a university education (in 2011 62.5 per cent of middle level officers were with university education and 6.6 per cent of Primary level police) pose officers quite a serious motivational problems associated with unwillingness to work in substandard education position. It is assumed that higher education motive in choosing a profession, reflects more closely the specific Lithuanian police training system features and is not typical of other countries officials *(Vitkauskas, 2011, p. 379)*.

Professional reasons – police work fun, dynamic work, the risk of a complex situation, and so on – representing the views of officers to the work content and environment, are mentioned by officials more often, but has a tendency to decrease. For example, the belief that police work is fun over twenty years fell twice, i.e. from 40.0 per cent to 19.8 per cent. The value approach to professional content changes should be analysed in context of job and its environment as a motivating factor to work.

It is observed decline of significance of social (moral) motives – the desire to maintain law and order, to protect people from evil. For example, two decades ago social value to protect people from evil encouraging choice of service in the police have been important (28.5 per cent.), today for choice of profession is not very relevant (8.7 per cent). Unambiguous assessment of the obvious changes of values cannot be, because they can be determined by both society as a whole moral orientation change (utilitarian interests against social domination) and police functions to protect human rights and freedoms implementation efficiency lack. In order to purify the society and police authorities impact (both the objective and subjective) on boundaries of officials' social values, it is appropriate to carry out further investigations.

We have to admit that in the choice of the police service, *idea - patriotic motives* in practice few follow: during the restoration of Lithuania's independence period following reasons mentioning decreased from 8.6 per cent to 0.7 per cent. For example, among girls, and officials employed none of the respondents mentioned them.

Table 2. Assessment of occupational values of statutory officers in per cent

No	Values / Year	1991	1992	1993	2000	2011
1	Honesty	50.4	38.0	42.2	38.7	37.1
2	Dedication to work	29.9	41.9	33.3	21.5	12.6
3	Incorruptibility	30.1	22.0	30.4	17.5	14.7
4	Courage	34.3	16.8	24.0	19.8	15.9
5	Professional competence	18.7	22.9	21.6	34.8	43.1
6	Humanity	16.3	15.5	18.6	16.8	14.4
7	Justice	21.3	20.3	18.1	20.5	18.1
8	Physical strength	32.5	27.4	17.2	15.1	10.1
9	Politeness	21.1	22.9	16.7	18.4	27.3
10	Ability to communicate	16.1	12.7	14.7	21.3	26.4
11	Endurance	14.7	5.4	10.3	8.9	4.8
12	Dutifulness	12.2	11.7	8.3	9.4	8.6
13	Patriotism	8.6	4.5	2.5	0.6	0.3
14	Self-sacrifice	7.2	4.1	3.9	1.2	0.9
15	Disciplinary	5.8	3.2	1.0	5.6	7.9
16	Respectability	5.2	2.4	2.0	3.1	2.9
17	Modesty	4.8	0.6	0.0	0.3	0.1
18	Sensitivity	4.4	0.4	0.5	0.1	0.0
19	Strong will	11.4	7.3	5.4	3.8	4.3
20	Cleverness	18.7	2.9	2.6	39.8	41.3
21	Collegiality	-	-	-	19.6	23.8
22	Leadership	-	-	-	5.8	12.1
23	Professional loyalty	-	-	-	5.9	8.6
24	Creativity	-	-	-	4.2	3.8
25	Professional ethics standards	-	-	-	2.6	5.7
26	Serving the public interest	-	-	-	8.1	6.8

Source: composed by authors in 2000 and 2011 and R. Tidikis, R. Matkevičius 1991 – 1993 research results

Statutory officers' occupational values. The study aimed to explore how the respondents perceive the "representative" police officer personality model, i.e. to purify general police occupational values. In the questionnaire the 26 police profession desired values were given. Of these, 20 were applied from 1991 to 1993 studies, and 6 values – since 2000. These new values resulted in the recognition by changes of public sector management standards and police functions and methods of operation. Respondents identified 10 key personality traits necessary for their professional activities. In their view, the policeman

should be honest, intelligent, professional, and able to communicate and work in a team (Table 2).

When analysing the dynamics of professional values since 1991, we can see that one policeman profession desired features recognition significantly changed, others – has remained more or less stable.

For example, *honesty, justice, humanity values*, although not significantly lost in their value are recognized by many officers as important in police work. Universal human values – *honesty, humility, diligence, sensitivity, self-sacrifice* – were not highly significant during two decades; most recently are even less appreciated by the police. There is a clear change in attitude to physical preparedness of officials: *courage, strength, endurance*. For example, physical strength rating fell from 32.5 per cent to 10.1 per cent. These characteristics values changes shall be interpreted by changed police activity specifics, requiring more skills to apply modern technology and policy the situation than to use physical force. This is partly confirmed by the growing recognition of *competence, communicative effectiveness, collegiality* that reveals the police functional and operational techniques changes.

It is significant that other public sector officers groups *(Palidauskaitė, 2008, p. 14)* more welcome – *efficiency, leadership, creativity* – values in the police profession is not very significant. Attention is drawn to the declining values – *dedication to work, incorruptibility, responsibility, professional loyalty, serving the public interest* – importance in the police service. These characteristics represent the officer attitude towards the importance of work, institution goals, organizations climate, and general police officer status in the society, thus the falling value can be relatively seen as officers motivating factors (job content, environment, job satisfaction, etc.) weakening symptoms. The majority of civil servants work content, importance, job satisfaction, the liability, organizational climate is key motivators to do a good job *(Houston, 2000)*. People, who have enjoying work, will seek not only inner satisfaction, but also of all the organization's growth and development. In this case, employees highly value the corresponding values as well. And, conversely, low professional status, unfavourable working environment, and poor management forces officials to downplay these values as a society devalued and useless in their profession.

In order to determine not only police officers personal values priorities, but also the direction of the individual groups, the questionnaire values were relatively divided into seven dimensions: 1) the moral characteristics group – *honesty, fairness, sensitivity, humanity, incorruptibility, humility and dignity;* 2) professional properties group – *professional competence, responsibility, disciplinary, dedication, professional ethics, professional loyalty*, and 3) the psychological characteristics group – *courage, strong will*, 4) group of communications features – *courtesy, ability to communicate*, 5) physical characteristics group – *physical strength, endurance*, 6) intellectual properties group – *creativity, cleverness*, 7) ideological characteristics group – *patriotism, self-sacrifice* (Table 3).

The Table shows that the moral values although tend to decrease, remains one of the most important (most preferred) police profession values. Since 1991 71.3 officials in an average identified them. They are equally important for both men and women. In the second place by the significance are professional features, they are important to in average 43.2 per cent of officials. However, when considering only the 2000 and 2012 research results, we must recognize that these values are significantly lost their importance (average is 34.7 per cent.). Communicative officials' properties (up to 2000 being in the fourth place – 31 per cent) became more significant (41.7 per cent) and by the importance are the third, leaving behind psychological values (overall rating – 33.8 per cent), whose value also decreases. It is significant that the police service intellectual properties (46.4 per cent) began be preferred

more than the physical (14.8 per cent). In the last place for the whole period remains the ideological characteristics group: 1991 – 12.3 per cent, 2012 – 1.6 per cent.

Table 3. Evaluation of Occupational characteristics of police officers in per cent

No.	Groups of values /Year	1991	1992	1993	2000	2012
1	Moral	79.5	77.3	77.9	63.6	58.3
2	Professional	46.0	55.3	45.3	39.6	29.8
3	Psychological	45.8	32.2	34.3	30.1	26.5
4	Communicative	30.5	33.2	29.4	36.5	41.7
5	Physical	40.4	31.5	25.0	21.5	14.8
6	Intellectual	18.7	22.9	21.6	39.8	46.4
7	Ideological	12.3	8.4	6.4	4.5	1.6

Source: composed by authors in 2000 and 2011 and R. Tidikis, R. Matkevičius 1991 – 1993 research results

Generalizing the investigation of the police value orientation, we find that within a decade most of them have been changed. The current Lithuanian police officer – a pragmatic, communicative, seeks professional competence, is not very big national patriot, his personal interests are more important than social and state. These values change is mainly due to after the restoration of Lithuanian independence intensified the total society value transformation process influenced by radical social, economic and political changes in the country's development. These officials' value priorities do not differ essentially from the prevailing moral values in society. Therefore, the police should not be given some exclusive value properties which no other social groups have, and require of them more than other people. It would be wrong to assume that saying the words of the oath, "Make every strength and life ..." a police officer is willing to deny their own values or refuse their personal interests. State should acknowledge changed police values priorities, and taking them in account to reorganize the structure of the police administration, personnel management policies and develop officials' motivation system meeting the value needs.

4.   Organization influence on officials' value orientations formation

Personal values as a priority system determine the workers' decisions and actions, so they have an impact on their professional activities. These values are important to the institution work, and in order to improve the administration of the institution, it is desirable to draw attention to the individual virtues and values. On the other hand, the institutional structure management also affects the individuals working in the institution values and virtues. Organizational form influence on the employees' formal and informal values and ethics has been observed by many researchers *(Quinn & Rohrbaugh, 1981).* When the institution is functioning optimally, employee values and ethics in its structures are well-institutionalized. However, when the formal structure and behaviour begin to differ, values are violated, or decline. For incompatibility of organizations and employees values, K. G. Denhardt *(2001, p. 238)* believes that a vague values or ethical ambiguity environment is created, the preconditions for administrative corruption, nepotism, rules violations, incompetence are made.

To define the relationship of personal and organizational values, during the study *(2012)* we wanted to find out how factors important to police officers in their service with which are

the expectations to feel the satisfaction of the profession and of the work are actually implemented in the organizations and motivate their activities.

Statistical analysis of the survey data (Table 4) reveals a relatively high level general significance of relevant factors important to the officers in their professional activities (8.65 points). Most relevant to them *wages, job content and social guarantees*, the lowest rated factor *status in society*. Lithuanian police system currently employs about 28.9 per cent of women (in 1995 they were only 3.4 per cent), so it is appropriate to mention individually female employees relevant factors. For women in their working life is the most important *job content* (9.2 points), *work conditions* (8.95), *job security* (8.8 points), *the desire to improve* (8.78). Wages are only in the 4th place (8.15 points). Although women refer the status in society also in the last place, but they assess it slightly higher than the men – 6.8 points. So, in general we can say that the police officers important value factors are related to the content of work and the satisfaction of personal interests.

Table 4. The factors important to officials in their working life and their realization in the organization

Expectation	Factors	Matching	Difference
8.65		**5.29**	**3.36**
9.1	Wage	4.82	4.28
8.82	Interesting work (work content)	5.4	3.42
8.80	Social security	4.7	4.1
8.7	Working conditions	5.1	3.6
7.8	Good relations with managers and colleagues	6.8	1.0
7.7	Employee incentive scheme	4.9	2.8
7.4	The desire to excel	5.2	2.2
7.25	Workplace safety	6.1	1.15
7.2	Career Opportunities	4.9	2.3
6.1	Status in society	5.0	1.1

Source: composed by authors

Having compared these statutory factors relevant to officials with the state career civil servants topical factors *(Palidauskaitė, Segalovičienė, 2008, p. 77-80),* underwent certain value diversity. In career civil servants work the most significant are three factors - *the desire to improve* (9.0 points), *interesting work* (8.9 points) and *good relationships with managers and colleagues* (8.8 points). Meanwhile, *the salary for the job* is only at the 5th place (8.7 points). Career civil servants are not so relevant *to social security* (8.2 points) and *working conditions* (8.1) as well. Interestingly, significance of *the status in public* (5.8 points) those employees valued even less than police officers. Unambiguous assessment of both staff groups' differences in values, without further investigation, is difficult, but it is likely that they can be determined by civil services institutions functions, working conditions, salaries, career opportunities and other factors diversity.

Recognising the officers priority (as well as motivating their activities) factors in their work as their expectations related to satisfaction with professional activities, differences between individual factors (expectations) and their conformity with reality we can relatively see as a personal and organizational values incompatibility expression of these factors and reserve of their improvement in organizations. The results reveal a relatively high passing of

expectations of officials and their feasibility (overall difference – 3.36 points). Extremely police officials are dissatisfied with the most relevant to the work – wages, job content, social security, working conditions – ensuring in the police offices. Employee incentive scheme and ensuring of career opportunities in the police agencies is not properly organized.

In order to better understand the personal and organizational values difference reasons, we should pay attention to the most factors relevant to officials – wages, working conditions and content – the legal regulation aspects, in our opinion, make difficult to use these factors as performance motivators, in the police institutions.

Wages is a universal value, motivating people to work. Salary reflects not only the value of the profession in the wider labour market context, but is also the part of profession's image – shaping opinion about the status of the profession. One of the main problems is the correct remuneration principles – compensation should be consistent with the employee contribution to the public interest and make motivator function. Police officers as well as all other civil servants wages is governed by *the Civil Service Law*. However, this law only covers a pressing wage regulation, with a particular security for all categories of public servants in general, and does not dispositive (local and personal) regulation for use of additional or more favourable conditions of payment to individual groups of civil servants. Recent years practice shows that the police union's efforts to demand greater officials' salaries are continually rejected by the government with the guise of argument, that any changes in statutory officers' wage should equally touch other groups of civil servants as well. However, due to the peculiarities of the police service, the need for more fairly and equitable allocation of financial resources, it is appropriate to establish the statutory officers payroll system in legislation dedicated to officers work. More flexible wage would enable state to apply more effective officials reasoning tools. Attention should be drawn to the statutory wage-setting system. It is assumed that it is flawed because validates the supra pay difference between the officers of highest and lowest positions - the reward for a job can differ by more than 4.5 times *(Vitkauskas, 2012, p. 381).*

Work content, the organization, the work satisfaction for many employees is the main inner motivators. For people working favourite, well-organized work increases the likelihood that a person will seek not only inner satisfaction, but also of all the organization's development. Police work content is formally defined in legislation, governing officials work. In Article 5 of *Law on Police Activities* established the basic tasks of the police – human rights protection, public policy, criminal investigations, and traffic safety maintenance – define the main lines and content of work. However, the possibility of "to extend those targets by other laws as well" established in paragraph 2 of this article does not allow you to create a stable fledged institution. Performed functions clarity, consistency, the ratio of compensation probably the most form officers' inner attitudes to work. Police performed functions reasonableness, i.e., as far as their performance based on the financial and human resources, a number of years is object of various discussions *(Mečkauskas, 2005, p. 77-81).* It was felt that the police commissariats commissioned to carry out many functions unrelated to their activities. For example, in 2011 after the launch of the *Anti-Violence Act in the immediate environmen*t, new features assigning to officers greatly increased the territorial bodies workload and cost. However, their performance is not assigned by funds or new positions, thus the commissariats' leaders are forced to redistribute existing resources and staff assignments. An abundance and volatility of functions, the lack of human resources complicate work organization, do not allow it to carry out qualitatively, and this causes discontent of work.

During the investigation period, the assessment of the statements given to the respondents – *"Usually I perform only the functions assigned directly to me"* (expectation – 9.0; matching –

5.57; difference – 3.31) and *"the workload allows for proper insight into the tasks and do them well"* (9.1; 5.3; -3.8) force us to recognize the quality of work organization form scepticism to work.

Officials' attitudes to the activity are influenced by the working conditions associated with physical, psychological environment. Workplace conditions depend on the level of appropriations, the rational use of them, effective human resource management and the implementation of the planned measures. In 2012 Police budget, compared to 2008 decreased even by 24.9 per cent, so the less money is paid to the physical work environment improvement. Working conditions are complicated by irrational implementation of some programs or projects. For example, *according to police custody business optimization program for the year 2009 – 2015,* nine custodies were closed for non-compliance, and the newly-opened only one. As a result, the working conditions in the rest of detention facilities worsen, which the number of kept people began to exceed the acceptable standards of hygiene.

According to the study results, the police officers' expectations to have comfortable working conditions is very large (the total average of the dimension – 8.7 points), but the matching is of just 5.1 points. Officials relevant in that the working conditions should prepossessed work, however, in their opinion, is not the (expectation of 9.28, matching – 6.1). According to the respondents, it is important for qualitative work that commissariats to have enough technical measures, but their lack of (expectation – 8.86; matching – 6.32). So, it must be concluded that the physical working environment of officials poorly motivates them to do their work and does not form a positive attitude to the same job.

In general it can be said that in *the Law on Police Activities* functions of the police are under defined, because they are governed by the Staff Regulations. Frequent reorganization of individual services creates the conditions for redistribution of functions; the law does not regulate the relations between the police force, leading to departmental regulations to create a negative work environment for officials. Lack of funds or their irrational use forms part of the officials' negative attitude towards the work and its environment.

Negative emotions and feelings experienced by officials directly confronted with institution activities in the development and application of the law, or the use of unacceptable administration and management style, intended to reduce a person's rights and needs satisfaction potential, often become emotional incentive for the formation of nihilism, belittle or deny the value attitudes important in professional activity.

In conclusion we can say that factors relevant to officials in their professional work and their realization potential discrepancy suggests that the organization and the personal employee values are not sufficiently coordinated. Some police rules imperfections, some occurred management and administration errors, lack of funds – values burdensome compliance reasons. Organizations and officials values incompatibility can create in organizations the following problems: 1) *the ethical*, where officials do not respect the authority rules or laws, seek for personal benefit, 2) *motivational – psychological,* which is bad morals, attitudes, poor work discipline consequence, 3) *capacity and ability,* occurred when officials without talent to perform their functions qualitatively, and the inability of police authority in achieving the vision, 4) *structures and systems* that will become apparent when the body is poorly adapted to the changing environment and the powers conferred on it 5) *the accountability* that occur when they are too much (encourages bureaucracy) or too low (ethical deviations or errors of decisions).

5.   Conclusions

Employee awareness of professional values affects the organization's performance. Organization culture and values have to meet the individuals' moral and value orientations

development level or to align it. Uncertainty of values forms a negative work environment. Possible conflicts between personal beliefs and institutions directives and its operating methods can be combined to achieve consensus, compromise and improvement, however, cannot be ignored.

Many police officers value orientations in two decades have changed: at the expense of moral values pragmatism, and personal satisfaction goal reinforced. The state should recognize the changed value preferences and reorganize the structure of the police administration, personnel management policies and develop the value-driven incentive system.

For some of the police rules in respect imperfection, common management and administration errors, lack of funds the police structures and personal values of the employees lack of compatibility. This can complicate the institution's objectives implementation.

References:
[1] ALONSO, P. – LEWVIS, G. (2001). Public Service Motivation and Job Performance: Evidence from the Federal Sector. *American Review of Public Administration,* 31(4). ISSN 0275-0740 (print); ISSN 1552-3357 (online)
[2] BAGDANAVIČIUS, J. (2002). *Žmogiškasis kapitalas*. Vilnius: Vilniaus pedagoginis universitetas. ISBN 9955-516-11-9
[3] CREWSON, P. E. (1997). Public – Service Motivation: Building Empirical Evidence of Incidence and Effect. *Journal of Public Administration research and Theory,* 7(4). ISSN 1053-1858
[4] DENHARDT, R. B. (2001). *Viešųjų organizacijų teorijos.* Vilnius: Algarvė. ISBN 9986-8568X
[5] GIDDENS, A. A. (2005). *Sociologija.* Kaunas: Poligrafija ir informatika. ISBN 9986-85054-1
[6] GORTNER, H. (2001). *Values and ethics.* Handbook of administrative ethics. (Ed. T. Cooper). New York: Marcel Dekker. ISBN 0-82470405-3
[7] HOUSTON D. J**.** (2000) Public Service Motivation: a Multivariate Test. *Journal of Public Administration Research and Theory,* 10, 713 -727. ISSN 1053-1858
[8] JAMESON, F. (1995). *Postmodernism or the Cultural Logic of Late Capitalism*. London: Verso. ISBN 0-86091314-7
[9] JUOZELIŪNIENĖ, I. (1999). *Vertybių diskursas permainų metais. Vertybės permainų metais*. Red. A. A. Mitrikas, Vilnius: Lietuvos filosofijos ir sociologijos institutas. ISBN 9986-52365-6
[10] KAMMEYER, K. C. W. – RITZER, G. – YETMAN, N. R. (1990). *Sociology: experiencing changing societies*. Boston: Allyn and Bacon. ISBN 0-205-12204-3
[11] *Lithuania Republic Seimas 21ˢᵗ of December 2006 Decree No. X-1010.* (2006). Valstybės žinios, Nr. 144 -5466.
[12] *Lithuanian Police General Commissioner Decree of the 31ˢᵗ of December, 2008. No. 5-V-823.* www.policija.lt/index.php?id=2796 *[cit. 2012.05.15].*
[13] MASLOW, A. (1989). *Psichologijos duomenys ir vertybių teorija. Gėrio Kontūrai. Iš XX a. užsienio etikos*. Vilnius: Mintis. ISBN 5-41700157-0
[14] MEČKAUSKAS, V. (2005). Policijos veiklos kontrolės turinio problemos: struktūrinis aspektas. *Jurisprudencija, T.* 76(68),77-89. ISSN 1392-6195
[15] PALIDAUSKAITĖ, J. (2010). *Etika valstybės tarnyboje*. Kaunas: Technologija. ISBN 978-9955-25-721-9
[16] PALIDAUSKAITĖ, J. (2008). Valstybės tarnautojų motyvavimas: lyginamasis aspektas. *Viešoji politika ir administravimas,* 25, 7-17. ISSN 1648 -2603
[17] PALIDAUSKAITĖ, J. (2007). Motyvacijos unikalumas valstybės tarnyboje. *Viešoji politika ir administravimas,* 19, 33-45. ISSN 1648-2603
[18] PALIDAUSKAITĖ, J. – SEGALOVIČIENĖ, I. (2008). Valstybės tarnautojų motyvacijos profilis Lietuvoje: empirinio tyrimo rezultatų analizė. *Organizacijų vadyba: sisteminiai tyrimai,* 47, 73-90. ISSN 1392-1142

[19] QUINN, R. E. – ROHRBAUGH, J. (1981). A competing values approach to organizational effectiveness. *Public Productivity Review*, 5, 122 -140. ISSN 0361-6681

[20] RUIBYTĖ, L. – ADAMONIENĖ, R. – AMILEVIČIUS, D. (2012). Policijos organizacijos darbuotojų profesinių vertybių ypatumai. *Visuomenės saugumas ir viešoji tvarka : mokslinių straipsnių rinkinys,* 7, 151-165. ISSN 2029-1701 (print), ISSN 2335 -2035 (online)

[21] RUIBYTĖ, L. (2011). Organizacinių pokyčių supratimas ir vertinimas statutinėje organizacijoje. *Visuomenės saugumas ir viešoji tvarka (6): mokslinių straipsnių rinkinys,* 6, 290-300. ISSN 2029-1701

[22] TIDIKIS, R. – MATKEVIČIUS, A. (1994). Stojančiųjų į LPA vertybinė orientacija. *Lietuvos Policijos akademija. Mokslo darbai,* 2, 137-149. ISSN 1392-0081

[23] VASILJEVIENĖ, N. (2006). *Organizacijų etika: institucinės etikos vadybos sistemos.* Vilnius: Vilniaus universitetas. ISBN 9955-69515-3

[24] VASILJEVIENĖ, N. (2000). *Verslo etikai etikos kodeksai: filosofinės ištakos, metodologiniai pagrindai ir šiuolaikinės praktikos bruožai.* Kaunas: Vilniaus universiteto Kauno humanitarinis fakultetas. ISBN 9955-03-029-1

[25] VAN WART, M. (1998). *Changing public sector values.* New York: Garland Publishing. ISBN 0-81532072-8

[26] VITKAUSKAS, K. (2012). Lietuvos policijos pareigūnų motyvacinių veiksnių analizė. *Viešoji politika ir administravimas,*11(3), 377-389. ISSN 1648-2603

[27] VITKAUSKAS, K. (2011). Development of Police Personnel Training System in Lithuania in 1990-2010. *Public Policy and administration,* 10(3), 373-387. ISSN 1648-2603 (print), ISSN 2029-2872 (online)

[28] VITKAUSKAS, K. – GREIČIUS, S. (2002). Pareigūnų vertybinių orientacijų ir motyvacijos ryšys bei jų poveikis studijoms. *Jurisprudencija,*36(28), 70-80. ISSN 1392-6195.

Addresses of authors:

Prof. Rūta ADAMONIENĖ
Mykolas Romeris University
Faculty of Public Security
Department of Humanities
V. Putvinskio str. 70
LT-44248 Kaunas
Lithuania
e–mail: rutadam@mruni.eu

Danguolė SENIUTIENĖ
Mykolas Romeris University
Faculty of Public Security
Department of State Border Protection
V. Putvinskio str. 70
LT-44248 Kaunas
Lithuania
e–mail: dseniutiene@mruni.eu

Assoc. Prof. Kęstutis VITKAUSKAS
Mykolas Romeris University
Faculty of Public Security
Department of Police Activities
V. Putvinskio str. 70
LT-44248 Kaunas
Lithuania
e–mail: k.vitkauskas@mruni.eu