

THE REGULATION OF WORKING TIME ORGANIZATION IN THE PUBLIC SECTOR

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Anotation. Work is a significantly important part of our life. However, people always try to facilitate it. It is not because of laziness but rather because of eager to satisfy their needs in the fastest and the best way possible. A man cannot perform all the work himself, without the help of others. In the times of industrial growth, the work is carried out by joint effort of several or even more people. From the perspective of management, organisation is the design and development of homogenous systems from people, equipment and material, as well as the implementation of such systems by applying other management functions. The organisation of heads and employees working time begins with the determination of goals. Company's goals determine its further activity. Emotional tension is one of the main factors that make the process of work organisation difficult. However, the ability to manage this tension is considered to be significantly important personal features of a good employee.

Key words: organisation of work, working time, public sector, employees.

Introductions

The relevance of the paper. The organisation of work is an integral part of the company's activities, since it helps to manage work and implement its objectives. It can be stated that company would not exist without permanent organisation of work. More and more problems related to this issue arise in Lithuania and in other countries of the world. In general, these problems were determined by organisational principles of work that has been formed many years ago. The efficient work of employees requires an appropriate organisation of their work. Proper distributed and organised working time leads to the welfare of both an organisation and employees.

The object of the paper is the organisation of working time for the employees of Kaunas district municipality.

The aim of the paper is to analyse the organisation of working time for employees of Kaunas district municipality.

The methods used in the paper are as follows: monographic method, the analysis and synthesis of scientific literature, the analysis of legal acts, descriptive method, comparative method, graphical method, questionnaire and statistical method.

The aspects of working time organisation

Work is a significantly important part of our life. However, people always try to facilitate it. It is not because of laziness but rather because of eager to satisfy their needs in the fastest and the best way possible. Thanks to work people started to eat bet-

ter, to dress warmer, to travel faster and farther. Over time, working instruments improved and working hours became shorter, so people had more time for their leisure time activities, such as art, culture, religion, thinking, relaxation, development and travel. It can be stated that the smaller amount of work reflects the progress of civilisation. The more advanced the society is, the greater is the productivity level of work (Dagėsys ir Aškinytė, 2004). Therefore, in order to increase the productivity, the organisation of work has to be improved.

The regulation of working time is one of the oldest concerns of labour legislation. Already in the early 19th century it was recognized that working excessive hours posed a danger to workers' health and to their families. The very first ILO Convention, adopted in 1919 (Hours of Work (Industry) Convention, 1919), limited hours of work and provided for adequate rest periods for workers. Today, ILO standards on working time provide the framework for regulated hours of work, daily and weekly rest periods, and annual holidays. These instruments ensure high productivity while safeguarding workers' physical and mental health. Standards on part-time work have become increasingly important instruments for addressing such issues as job creation and promoting equality between men and women (General Survey on Hours of Work, 2005).

A man cannot perform all the work himself, without the help of others. In the times of industrial growth, the work is carried out by joint effort of several or even more people. As a matter of fact, the work in companies requires knowledge of what actions should be taken when using other tools, as well as information on collaboration: whose conve-

nience to suit, whom to make influence on, and for whom to conform (Butkus, 2006).

The history of the scientific branch related to work organisation dates back to the 19th century. The pioneer of this study is considered to be the American scientist Frederick Winslow Taylor (1856–1915). Taylor was the first one to bring together ideas and tests for explaining the processes of work by creating basis for its organisation. In his research works, Taylor determined the methods used for the analysis of working process, the principles of work distribution, organisation, payment, as well as the management of companies. Taylor states that if employees want to increase the efficiency of work, they must have a leader knowing how to govern effectively. There is no doubt that it is impossible without scientific knowledge (Stoner et al, 1999).

The cornerstone of Taylor's work organisation theory is as follows: work is efficient only if it is organised according to rules, principles and standards, prepared by using the latest scientific achievements and many years of practice (Stoškus ir Beržinskienė, 2005).

Generally, organisation is preparation and arrangement of something into a single unit or an exact system, the design or formation of a structure (Stoškus, 2002).

From the perspective of management, organisation is the design and development of homogeneous systems from people, equipment and material, as well as the implementation of such systems by applying other management functions (Stoškus, 2002).

Organization as the process is perceived differently, and, in human activities, understood in the following way:

1. Establishment, development, formation;
2. Preparation, coordination, organisation;
3. Regulation, management;
4. Integration, mobilisation (Stoškus, 2002).

Organisation of work mostly refers to the structure of working processes, the management of human interaction, their interaction with the equipment and facilities, i.e. the formation of working system if a new process is organised, and the replacement of the existing system if dealing with active working processes (Sakalas ir kt., 1996).

Work organisation in companies is related to two structures (formal and informal). Therefore, the relationship between employees and their commu-

nication related to business issues are defined. The structure of each and every organisation is different and individual, mostly dependant on activities, goals and, of course, the staff of the company.

Formalization mostly refer to the official aspects of structure, such as strategies, structure of organisation, regulation, technologies, processes, information systems, control and encouragement. Formal communication occurs during different conferences, official meetings and so on and so forth (Mamedaitytė, 2003).

However, the formal scheme of management structure of organisation does not reflect personal relations which constitute the informal structure of organisation (Stoner et al. 1999). According to Sakalas (2003), informal structures of organisation are composed of one or several representatives of different branches. They are connected by human relations, same interests and other communication incentives.

For example, an employee, intensively performing the assigned work will most likely seek help from another employee who is next to him or who he has more personal relations with (not the head). It facilitates and accelerates the performance of work, since information flows faster by informal contacts than by formal (official) reporting system (Stoner et al. 1999).

Currently, non-standard forms of work-time organisation become more and more popular in Europe, since such forms are more flexible and favourable for working people. These more flexible forms of work lead to deviation from usual employment contracts. However, these contracts are recognized in Europe and often used in order to achieve greater flexibility: it helps to adapt working hours, organize working time and the work in accordance to the fluctuation of production and service demand. (*Flexible forms of work: 'very atypical' contractual arrangements, 2010*).

Despite the fact that atypical forms of contractual arrangements are becoming more popular, the use of atypical contractual arrangements in Europe varies. In accordance to economic activities, the prevalence of flexible working time organisation is more often applied in services and agriculture, whereas it is not so popular in industry (Gruževskis, 2001). In addition, it is more commonly used in certain sectors, for example, seasonal work, which is related to short-term contracts, as well as other sectors such as agriculture, tourism and hospitali-

ty industry. (*Flexible forms of work: 'very atypical' contractual arrangements, 2010*).

Referring to Samuolis (1990), the conception of flexible forms of work refers to part-time job (not all days per week), the moving schedule and work at home. However, Gruževskis (2002) maintains that one of the reasons for the increasing number of flexible working hours is the changing nature of work.

To sum up the observations of Lithuanian and foreign authors regarding the organisation of work, it can be stated that the organisation of working time is an integral part of company's activities, for it helps to carry out work and implement the objectives of a company. What is more, the constant organisation of work is a cornerstone of company's existence.

Factors determining the organisation of working time

In order to achieve the goals of an organisation, not only the work of employees has to be organized, but, first and foremost, the head has to plan his work properly.

Scientific literature includes a number of factors that determine the work time organisation. However, in my opinion, the main of these factors are as follows: determining organisational objectives, scheduling work time of heads and employees, as well as the distribution of work. According to Sakalas (1996) et al, the goals of organisation are influenced by the partners of market (suppliers, buyers), social groups and society. Some require timely delivery of goods and services, others demand for good quality, focus on the environmental protection, charity and so on. It makes the biggest influence on hospitality services. Besides, market innovations are also particularly relevant.

First of all, in order to start planning the time, it is necessary to clearly define the goals of an organisation. According to Martinkus and Stoškus (2010), the visionary and cognitive result of the operation is called a goal (p. 424). The goals of an organisation indicate WHAT has to be done and WHEN the goal has to be achieved. For this particular reason, the purpose of company objectives has two sides. Firstly, there is a need to formulate tasks, which define the expected final result in the most accurate way. Secondly, on the basis of company's objectives, tools have to be prepared. Its purpose is to help to find

out whether the expected result was achieved or not achieved in time (Vasiliauskas, 2001).

The goal has to be consciously perceived and justified. It is essentially important condition for an organisation to survive. The general goal of the organisation has to come in line with the goals of the organisation members and their willingness to cooperate in order to achieve this goal, since it is relevant for the existence of organisation. The activity of human and organisation can be assessed by comparing the expected and the achieved results, as well as comparing achieved results with the input (Stoškus ir Beržinskienė, 2005).

According to Obrazcovas (2004), the problems arise not only for the lack of time but also for the incapability of planning it reasonably. The author provides options for evaluating the work time consumption which are as follows:

- *Optimistic* refers to the shortest span of time, during which the work could be performed in the most favourable conditions;
- *The most probable* means a span of time, during which a certain work can be performed in normal conditions;
- *Pessimistic* refers to the longest span of time, during which only a certain work can be done. This time would be enough in case difficulties and most unfavourable conditions arise.

Improper time planning can cause emotional stress, which prevents from performing tasks. Due to the emotional stress, irrelevant and non-urgent work is usually performed. Normally it does not require much effort and resources but in stressful situations such work seems more important and urgent, whereas work for which much effort is needed, as well as the complexity and the solution of which terrify, is postponed in order to reduce emotional tension. Hard work is postponed for an indefinite period of time, hoping to perform it at the last moment when no more delays are possible. In such a way, the emotional tension can put organisation in danger. Therefore, it is important to consider the fact that the biggest attention should be paid to the most important and urgent work, and the ones that do not require much attention should be postponed (Butkus, 2003).

According to Sakalas et al (1996), working process could not be carried out without the internal information, i.e. the knowledge of an employee gained from general and special education, instructions

and experience. Knowledge, together with talents, professional skills, physiological and psychological characteristics of an employee normally determine his ability to work. As a matter of fact, it can be stated that employee's competence in properly organising work time depends on his working experience. The better the time is planned, the smaller is the workload.

Scientific literature provides a great number of various advices for an appropriate time planning. O'Connell (2005) gives many advices how to perform work in the shortest time possible, how to carry out projects faster, how to have all the days productive and walk hand in hand with the market. The time is spent usefully if all tasks of a day are properly planned. Referring to the author, it is the most effective method to save time.

Results of the research

There were several ways for collecting data related to work organisation in the administration of Kaunas district municipality. Therefore, the most effective and convenient choice was selected – to perform a survey using a questionnaire. The survey included 82 per cent of the employees of the organisation) and was carried out on February – May of 2014 . The employees of Kaunas district municipality kindly agreed to share their experience and to answer the questions.

The scope of the survey was 57 per cent of women and 43 per cent of men.

According to the survey, the majority of the employees work in the current position for 10 and more years (72 per cent). Only a small part (2 per cent) of all the participants of the survey works in the

municipality of Kaunas district for the first year.

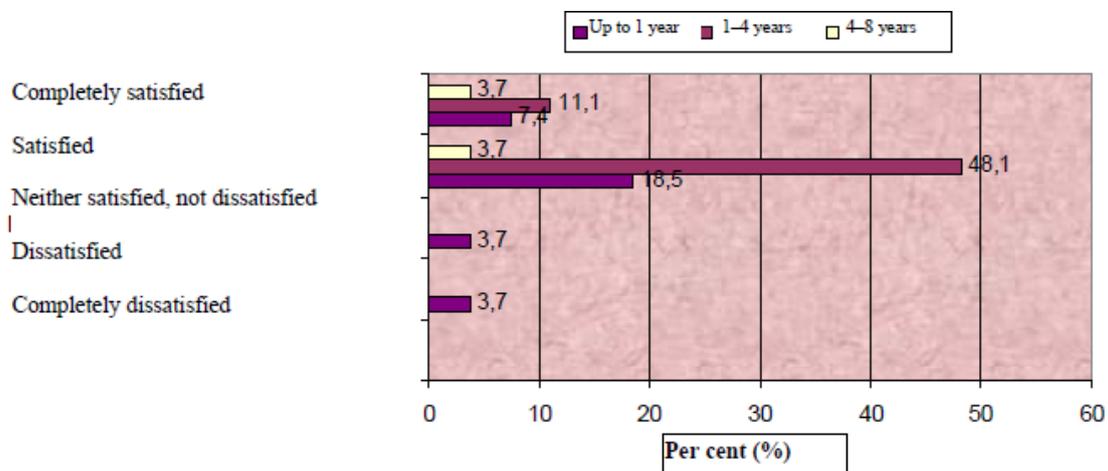
According to Sakalas, work organisation and the success of organisation activity namely depend on the head of an institution, since he is responsible for employee's failure to carry out a task or its inappropriate performance (Sakalas, 2003).

The research of Butkus (2003) shows that more than 80 per cent of all the heads of about two hundred Lithuanian companies plan their day the night before; however, less than half of them are satisfied with the implementation of their plans.

The results of the research fail to meet the general demand of the heads of Lithuanian organisations for planning and organizing work, since the absolute majority (86.3 per cent) of all the respondents think that planning and scheduling head's work has influence (37 per cent) or has a great influence (49.3 per cent) on the activity of company. Only 13.7 per cent think that the plan and schedule of head's work has only a slight influence on the company's activity, whereas no one considers the organisation of head's work irrelevant.

The research also aimed at determining the workload of employees. According to the scientific literature, in order to increase the satisfaction with work, it is advisable to estimate the rate of satisfaction and then to find out what do employees really want (Burnes, 2004, see theory 20p.).

The analysis of the results based on the aspect of perspective only prove the statement of Sakalas et al, who claim that the ability of an employee to properly organise the work time depends on his working experience. The better is the time planned the smaller is the workload (Sakalas et al, 1996, see theory 12 p.). The results of this analysis are represented in Picture 1.



Picture 1. The satisfaction with the workload on the basis of the experience in a workplace.

The absolute majority of respondents (82.5 per cent) are satisfied in their workplace (62 per cent) or completely satisfied (22.2 per cent) with their workload. Neither satisfied nor dissatisfied with their workload are merely 4.7 per cent, while the dissatisfied round up to 3.7 per cent as well. Not a single one chose an option of total dissatisfaction. Neither satisfied nor dissatisfied and the dissatisfied appeared to be persons whose work term has not yet extended to 1 year. Persons who have been working in a company for 4 to 8 years are satisfied or completely satisfied with their workload. Persons who have been working in a company for 1 to 4 years are satisfied or totally satisfied with their workload as well.

Therefore, we can make a conclusion that the satisfaction over the workload is mainly affected by working experience in the organization. This can be explained by argument of Sakalas that human ability to work and properly organize their working time come through experience. Also one of the reasons may be the fact that the more experienced employees transfer tasks which were postponed or never performed before to the newly employed.

Most employees (82.9 per cent) usually or always work 8 hours a day, under the daily period of work (Art. 144 of the Labour Code of the Republic of Lithuania, see p.16). In total, 8.5 per cent of respondents have marked that they never work 8 hours per day, while 8.6 per cent have marked that they always work less than 8 hours per day. This may be the workers who work part-time, under the part weekly working time (Art. 146 of the Labour Code of the Republic of Lithuania, see p.16).

There were none of those who always work over 8 hours per day but there were 14.8 per cent who have to work over 8 hours very often. This is called overtime work (Art. 152 of the Labour Code of the Republic of Lithuania, see p.16). Answers to a question whether one had to work overtime were similar to previous question: nobody had to work overtime on daily basis, while 18.5 per cent had to do overtime work very often. 22.2 per cent of respondents never do overtime work. The great majority of respondents (63 per cent) have marked that they never have to work more than 8 hours per day. It can therefore be concluded that the work in this tourism organization is organized in appropriate manner and in accordance with the Labour Code.

Answers to the questions whether one has the freedom to choose the beginning and the end of

working hours and modify the times of breaks were with similar percentage but the opinions differed greatly; 5.7 per cent have the freedom to choose the beginning and the end of working hours; 9.1 per cent can choose times of breaks; 7.4 per cent can choose the first variant most of the time, while the second can be chosen most of the time by 17.5 per cent; 27.6 per cent of respondents are able to choose both variants sometimes; 24.2 per cent can rarely choose working hours while 18.5 per cent can rarely choose times of breaks. The „never“ option applies to 37 per cent of respondents in the first case, and to 22.2 per cent of respondents in the second case.

According to the survey data, the vast majority (87.8 per cent) totally agree that the wage motive is one of the strongest, the same percentage agree that bonuses are to be a well enough motive as well. This only proves statements in scientific literature to be true: the strongest external motive is a wage (Felser, 2006; Falcon 2003; Lipinskienė, 2008; Butkus, 2003; Šavareikienė, 2008; Vanagas, 2009, see theory p.21). Having evaluated the situation of wages and bonuses in the company it turned out that none of the respondents were completely happy. This means that the wage is unsatisfactory.

According to the survey data, a little stronger motives than those mentioned above, are: task clarity and certainty, promotion and opportunity to improve one's qualification. 87.5 per cent of respondents completely agree with these motives.

Having summarized the results, it can be concluded that staff training is important for both employees' and the organization's well-being. The head should take into account this important factor because none of the respondents have marked raising one's qualification as an option. This suggests that the organization does not have such a possibility.

The research results has shown that the most powerful motivating factors (which are interrelated) are good relations with colleagues (87.2 per cent agreed completely; 12.8 per cent agreed) and an appropriate psychological-social climate (92.9 per cent agreed completely, nobody disagreed). Respondents evaluated these motives in the organization and it turned out that no one is fully satisfied.

After summarizing the results of the research we can see that personal motivators of employees do not match with company's factors which should motivate the activity of employees. Motivation measures in the organization could be applied to indi-

vidual groups of workers depending on their individual needs because the negligence of employees' personal working motives could have negative consequences on the organization as a whole.

It appears that the more diverse working methods are used by individuals with longer experience in the organization. In order for employees to work more efficiently, one should organize seminars and trainings which help the less-experienced employees to adapt more easily and to work more efficiently.

The questionnaire asked to assess the factors determining the conduct of heads of organisations, since the scientific literature states and the research suggests that the success of work organisation the organisation's activity mostly depend on the head, since he is responsible for employee's failure to carry out a task or its inappropriate performance (Sakalas, 2003).

The head's conduct in an organisation was assessed positively. Despite the fact that 61.9 per cent of all the respondents stated that they the attitude of a head towards work seems formal, the other part stated that their head is also a part of the staff. The results of the research that were presented previously show that one of the most important means of motivating employees is the clarity and certainty of tasks. According to the assessment of heads' conduct, 67.8 per cent of the respondents totally agree and 28.5 per cent agree with an idea that their head allocates tasks and responsibilities in a clear way. It is considered to be as one of the steps leading to the successful activity of an organisation. When a head assesses who to give one or another task in a correct way, he makes the work easier for both himself and his staff (Butkus, 2003; Sakalas, 2003, see theory 12 p.). More than a half of respondents think that their head copes with tension and conflicts in the organisation properly. So, referring to the results, heads are to be perfect specialists of their work.

Conclusions

1. Organisation of work is an integral part of each and every company, since it is essential for the performance of tasks and goals.
2. The organisation of heads and employees working time begins with the determination of goals. Company's goals determine its further activity. Emotional tension is one of the main factors that makes the process of work organi-

sation difficult. However, the ability to manage this tension is considered to be significantly important personal features of a good employee. Adequate organisation of work requires experience which is normally obtained when overthinking and analysing of the work performed, as well as drawing conclusions for improving further stages of planning.

3. The research showed that the employees of Kaunas district municipality usually choose this work for their personal features which are suitable for working in this institution. Employees are young, educated or still studying at universities.
4. Absolutely all the respondents agree that the activity of the municipality is highly dependent on the plans and schedules of their head's work.
5. According to the research, overtime work is not common in this organisation. It can also be considered that the number of overtime hours is very small, so it is possible to draw a conclusion that the work in Kaunas district municipality is organised rather properly.
6. The majority of the respondents are also satisfied with the workload; a slight dissatisfaction appears only among relatively new members of the organisation.
7. The municipality should pay particular attention of the opportunity to improve skills. There should be more training courses organised. As the results of the research show, an opportunity to improve skills would definitely decrease the turnover of staff and attract skilful and experienced employees who would work in a working place permanently. A chance of further training is one of the main factors for motivating employees.
8. The head of an institution should provide opportunities to choose the beginning and the end of working hours more freely (this option is also determined by law). As a matter of fact, this would provide better conditions to meet the individual needs of staff members.

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DARBO LAIKO REGULIAVIMAS VIEŠAJAME SEKTORIUJE

Santrauka

Darbo organizavimas yra būtina įmonės veikla, nes be organizavimo nebus vykdomi darbai ir nebus įgyvendinti įmonės tikslai. Galima teigti, kad be darbo organizavimo įmonė iš viso neegzistuos, jis turi vykti pastoviai. Vis daugiau darbo laiko organizavimo problemų kyla ir Lietuvoje ir kitose pasaulio šalyse, kurias sąlygoja iš senų laikų nusistovėję darbo organizavimo principai. Siekiant darbuotojų darbo efektyvumo, reikia tinkamai organizuoti jų darbo laiko paskirstymą. Racionaliai paskirstytas ir suorganizuotas darbo laikas lemia tiek organizacijos, tiek pačių darbuotojų gerovę. Darbas yra tai, be ko žmonės negalėtų gyventi, tačiau žmonės visuomet stengiasi savo darbą palengvinti. Ir tikrai ne dėl to, kad jie tingėti, o dėl to, kad žmonės nori kuo greičiau ir geriau patenkinti savo poreikius. Pastaruoju metu Europoje populiarėja nestandartinės darbo organizavimo formos, kurios yra lankstesnės bei palankesnės dirbantiesiems. Lankstesnėmis darbo formomis yra nukrypstama nuo įprastų darbo sutarčių. Norint pasiekti organizacijos tikslus, turi būti tinkamai organizuojamas ne tik darbuotojų darbas, bet visų pirma vadovas pats turi tinkamai susiplanuoti savo darbų planą. Duomenims apie darbo laiko organizavimą Kauno rajono savivaldybės administracijoje surinkti buvo galima panaudoti kelis būdus. Kaip efektyviausias ir patogiausias buvo pasirinkta anketinė apklausa ir apklausti 85 procentai Kauno rajono savivaldybės administracijos darbuotojų. Apklausa buvo atlikta 2012 m. vasario – gegužės mėn. Savivaldybės darbuotojai geranoriškai sutiko pasidalinti savo patirtimi ir atsakyti į anketoje pateiktus klausimus. Apklausoje dalyvavo 65% apklaustųjų moterų ir 35% apklaustųjų vyrų.

Apibendrinant galima teigti, jog darbo organizavimas yra būtina kiekvienos įmonės veikla, nes be organizavimo nebus vykdomi darbai ir nebus įgyvendinti įmonės tikslai. Įmonės vadovų ir darbuotojų darbo laikas yra organizuojamas pradedant tikslų nustatymu. Įmonės tikslai nulemia tolimesnę įmonės veiklą. Vienas iš pagrindinių veiksnių apsunkinančių darbų organizavimą yra emocinė įtampa. Tačiau gebėjimas ją valdyti turi būti viena iš pagrindinių gero darbuotojo asmeninių savybių. Geram darbo organizavimui reikia patirties, kuri įgyjama permąstant ir išsiaiškinant atliktų darbų pliusus

ir minusus bei padarant išvadas, kurios bus naudingos tolimesniems darbų planavimo etapams. Atlikus tyrimą išsiaiškinta, kad darbą Kauno rajono savivaldybėje darbuotojai dažniausiai renkasi dėl tinkamų asmeninių savybių, darbuotojai yra jauni, išsilavinę arba dar nebaigę aukštojo mokslo asmenys.

Kaip parodė atliktas tyrimas, viršvalandžiai šioje organizacijoje nebūdingi, arba jų būna labai mažai, todėl galima daryti išvadą, kad darbo laikas Kauno rajono savivaldybėje organizuojamas pakankamai tinkamai.

Darbo krūviu taip pat patenkinti dauguma savivaldybės darbuotojų, nepasitenkinimas šiek tiek jaučiamas tarp mažą darbo stažą organizacijoje turinčių darbuotojų.

Savivaldybėje ypatingas dėmesys turėtų būti skiriamas galimybei kelti kvalifikaciją. Turėtų dažniau būti rengiami kvalifikacijos kėlimo kursai. Sudarius galimybę kelti kvalifikaciją, sumažėtų darbuotojų kaita, būtų pritraukti ilgalaikiai darbuotojai, turintys įgūdžių bei patirties, nes atlikto tyrimo duomenimis nustatyta, kad galimybė kelti kvalifikaciją yra vienas iš pagrindinių motyvacijos veiksnių.

Vadovas turėtų suteikti galimybes laisviau rinktis darbo pradžios ir pabaigos laiką (ši galimybė numatyta ir įstatymų lygiu), taip sudarydami geresnes sąlygas darbuotojų individualiems poreikiams tenkinti.

Raktiniai žodžiai: darbuotojų darbo laiko organizavimas, darbo laikas, darbdavys, darbuotojas.