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Analysis of the level of development of morale among employees in national public administration institutions

Analiza poziomu rozwoju morale pracowników instytucji krajowej administracji publicznej

Abstract: *This study defines the essence of morale of employees of national public administration institutions (local government and state administration). It also identifies factors affecting the level of development of morale of members of formal organizations and uses a rank correlation coefficient to indicate the relationship between employee morale determinants of an endogenous type and of an ethical-pragmatic nature (identified on the basis of empirical studies and literature analyses) in view of the research goals and management practice.*

Keywords: morale, level of development of employee morale, determinants of employee morale, correlation of morale determinants

Streszczenie: *Treści niniejszego opracowania są skoncentrowane po pierwsze, na próbie określenia istoty morale w odniesieniu do pracowników instytucji krajowej administracji publicznej (administracji samorządowej i państwowej); po drugie na identyfikacji czynników kształtujących poziom rozwoju morale członków formalnych organizacji; po trzecie na wskazaniu z zastosowaniem współczynnika korelacji rang współzależności zachodzącej między zidentyfikowanymi na podstawie badań empirycznych i badań literaturowych, determinantami poziomu rozwoju morale pracowników o charakterze endogenicznym i etyczno-pragmatycznym, przy uwzględnieniu potrzeb badawczych i praktyki zarządzania.*

Słowa kluczowe: morale, poziom rozwoju morale pracowników, determinanty morale pracowników, współzależność determinantów morale

Introduction

Research undertaken in the field of public management often focuses on identifying factors determining the efficiency of public administration institutions. The key factors of this efficiency include attitudes of members of a given formal organization in relation to tasks resulting from social expectations and service functions of administration towards society. The attitude of employees towards tasks allocated to them and the essence of their morale, affects organizational efficiency, other types of organizational artefacts and, in turn, the attitudes of employees at further stages of operation. Therefore, specific correlations emerge between em-

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ployee morale determinants, as well as research problems within the interests of management sciences.

The following basic aims of this academic and diagnostic study were assumed: defining the essence of morale with regard to employees of national public administration institutions (local government and state administration) as types of formal organizations; identifying factors affecting the level of development of morale in those institutions; demonstrating, with the use of the rank correlation coefficient, the correlation between determinants of the level of development of employee morale of an endogenous nature and those of an ethical-pragmatic character, identified on the basis of empirical research and literature analysis; presenting an analysis of the level of development of employee morale in its pragmatic and methodical aspects.

The studies are in close correspondence with the paradigms of the theory of organizational commitment. The test results were achieved using a method aimed at identifying key determinants of the morale of the employees from the sphere of decision-makers surveyed attitudes of institutions and functioning in these artifacts organizational interpreted as performance management.

Morale of employees working in public administration institutions and their determinants

Public administration institutions are a specific type of formal organizations. They include precisely-specified and codified (in rules, codes and legal norms) matters concerning individual positions (functions), relations between them (defined by pragmatics and the official chain of command and management structure), and dominated by secondary (formalized, depersonalized) social relations². With reference to principles governing operations of formal organizations and for the sake of further considerations, the following definitions of morale are proposed as useful for describing the essence of the morale of public administration employees³:

- morale is a spiritual and emotional state of an individual or a group, related to a function or a task, meeting the condition of a motivating factor in the completion of a joint undertaking;
- morale is a term referring to the degree to which the needs of the members of an organization are satisfied;
- morale is a form of group cohesion, which refers to the tasks performed by joint involvement of its members;
- a psychological and emotional state (enthusiasm, confidence, loyalty) of an individual or a group with regard to functions or tasks, feeling of a common goal in relation to the group: *esprit de corps*.

With regard to a formal organization, from the point of view of an external researcher, morale from an organizational perspective can be defined as a set of

² P. Sztompka, *Socjologia. Analiza społeczeństwa*, Wydawnictwo Znak, Kraków 2004, pp. 127, 130.

³ On the basis of M. Armstrong, *Zarządzanie ludźmi. Praktyczny poradnik dla menedżerów liniowych*, Dom Wydawniczy REBIS, Poznań 2007, p. 46; M. J. Dyrda, *Psychospołeczne uwarunkowania morale w siłach zbrojnych*, Uniwersytet Przyrodniczo-Humanistyczny w Siedlcach, Siedleckie Towarzystwo Naukowe, Warszawa 2014, p. 69; *Morale*, <http://businessdictionary.com/difinition>, accessed on: 16.06.2016; Skrzypek, *Efektywność ekonomiczna jako ważny czynnik sukcesu organizacji*, Prace Naukowe Uniwersytetu Ekonomicznego we Wrocławiu, No. 262, 2012, p. 316.

variants of features characterizing attitudes of members of a given organization, which are relatively stable, identified in an individual, group or organizational approach, and valued in relation to the assumed pattern of attitudes, including a high load of diligence, service-mindedness, dedication, professionalism, inclination to follow moral norms, principles of good/fair practices and law, postulated efficiency in performing personal social roles, which includes taking up additional challenges on one's own initiative for the common good. However, from the point of view of members of a formal organization, morale can be defined as a relatively stable attitude, with noble motivations, expressed by a strong will to perform, reliably, with dedication, efficiently and with a service-oriented approach, the obligations and tasks related to the organizational role assigned, social mission of the organization/institutions, including the will to perform, on one's own initiative, tasks resulting from a specific situation and from perceived benefits for the society.

The definitions of morale proposed above make it possible to distinguish specific levels of the development of the examined phenomenon in the evaluated organization, the choice of variants as regards features of the analysed attitudes of members of a given organization in the perspective of their postulated behaviour and in the dimension of organizational effects of those behaviours, which in return shape the attitudes of members of the organization under evaluation. From the point of view of positive managerial work and further considerations presented in this study, it is important to identify determinants, particularly in the organizational aspects, which have a principal effect on the readiness of members of formal organizations to perform organisational tasks at a high level of professionalism and with high involvement.

In the opinion of J. Dyrda, the main determinants of morale in a formal organization include⁴:

- 1) Individual factors, reflecting: needs, motives, attitudes, internalise system of value; these are the determinant of:
 - a) classic moral nature, e.g. friendliness, friendship, courage, condemnation of cowardice, honesty, patriotism, religiousness, persistence in striving towards the aim, feeling of one's own dignity, trust in the superiors and used equipment;
 - b) pro-social nature, among others: awareness of the purpose of the operation, conviction about the rightness of the purpose of operation, faith in victory, readiness to devote oneself and one's strengths to the mission undertaken;
 - c) praxeological nature, e.g. professional skills, training, determination, perseverance in operation (fight);
 - d) personal nature, e.g. state of psychical balance, degree of susceptibility to addictions;
- 2) Group factors which include: current identification with the group and during the completed operation, the degree of feeling "*Esprit de corps*";
- 3) Organizational factors, e.g. incentive systems, operational conditions, impact of supervisors, adequacy of the organization and its resources to the needs, management culture, organizational culture;
- 4) Positive factors, e.g. awareness of the common aim and its importance for other people, honour and courage; boldness, initiative and dynamism in the

⁴ M.J. Dyrda, *Morale – ukryta siła armii*, Ministerstwo Obrony Narodowej, Warszawa 1998, pp. 39-63.

operation; maturity and devotion; responsibility and self-discipline of the operation participants; achieving successes in a way towards reaching a common goal; trust, moral, spiritual and physical strength; mastery and professionalism in task performance;

- 5) Negative factors: passiveness and awaiting decisions/orders; absence of a goal or a goal that is too generally described; no cohesion; social slackness; no friendliness or joint responsibility for task performance, lack of success in task completion; cases of aggressive and self-aggressive behaviour.

In enterprises, the key factors of the high morale of employees include⁵:

- 1) creation of a democratic place of work by allowing the employees to freely express their thoughts and to discuss, and providing them with opportunities to learn the opinions of other people and a chance to participate in making (important) decisions, to become empowered; 2) managers' support of interactions between employees, promoting friendliness and employee communities; 3) managers' recognition of employees, also the so-called "invisible" ones, who indirectly support the operation, for their achievements, in a form including at least the words "thank you", and in the form of honourable mention, as well as in the form of "celebrating successes" in a broader group; 4) dismissing employees whose work is below expectations; 5) investing into manager-employee relations, since morale starts from the feeling of attachment, which arises from the relationship between the manager and the employee, but in a situation when the manager treats a member of the organization more like a person than an employee, when managers care about employees' life outside the workplace, when employees can count on the support of other employees; 6) reducing the atmosphere of competition for the benefit of an atmosphere of cooperation; 7) departing from external motivation through money towards development of internal motivation, satisfaction derived from creative ideas and activities, and possibilities to express one's own individuality; 8) building teams composed of both more efficient employees and those less efficient ones. The low morale of employees is reflected in conflicts across the organization, lack of proper cooperation, ineffective communication or unpunctuality, which result in the failure in providing adequate quality of services for customers⁶.

Taking into consideration the interweaving of positive and negative factors in societies evaluated from the perspective of the postulated image of morale, it can be claimed that the level of development of morale among members of formal organizations is mainly affected by the groups of factors emerging from: 1) the degree of internalization, by members of the organization, of values perceived and provided to them in the processes of their socialization, education and upbringing; 2) work conditions provided to members of an organization, also resulting from the quality of exercising power by management and from relations with other members of a given organization; 3) the level of development of pragmatic, emotional and moral competence in decision makers and employees of these organizations;

⁵ *Podnieś morale, popraw wydajność, motywację i zadowolenie pracowników. I to nie wydając ani grosza!*, biznes.onet.pl, accessed on: 20.06.2016, pp. 1-5. The above mentioned text is a fragment of a book by D.J. Lieberman, *Mechanizmy władzy w biznesie. Psychologia na wysokim stanowisku*, Onepress <http://onepress.pl/ksiazki/mechanizmy-wladzy-w-biznesie-psychologia-na-wysokim-stanowisku-david-j-lieberman,mewlbi.htm>.

⁶ M. Smolarek, J. Dzieńdziora, *Czynniki motywacji podnoszące morale pracowników*, *Zeszyty Naukowe Wyższej Szkoły Humanitas w Sosnowcu*, No. 2, 2014, p. 157.

4) the degree of satisfaction derived by members of a given organization from the performance of their organizational and social tasks; 5) the degree of development in those organizations of primary (personal) social relations⁷ that are typical for informal organisations and related to loyalty, trust, solidarity, mutual support, liking each other and friendship, which form the basis for their moral bond⁸.

The analysis of the morale of formal organization members is convergent with Herzberg's two-factor job satisfaction theory⁹. However, a dynamic and cooperative context in which the morale of members of an organization exists should be also taken into account. This makes the analysis of this organizational artefact and its determinants close to the involvement theory, which, in the opinion of Z. Nieckarz goes beyond the motivation theories¹⁰. Three functioning components are perceived in the involvement theory¹¹: acceptance and identification with the aims and the values of the organization; the need to belong to the organization and undertaking an effort for the benefit of the organization.

In the effectiveness and cooperation approach it can be assumed that the degree of development of morale of formal members of an organization, being a relatively permanent organization artefact, is affected mainly by two groups of mutually related factors, such as:

- 1) attitudes of the management, as regards:
 - a) the level of development of their moral competence;
 - b) the level of development of their inclination to present submissive service-mindedness attitudes¹²;
 - c) the level of development of their attitudes in the positive authenticity sphere;

⁷ The research by E. Mayo, S. Stouffer and A. Wildavsky conducted on the basis of employee groups, military troops and institutions of public interest demonstrated that the evaluated teams of people operated more efficiently when people knew each other personally, when friendly relations were established between them and when they represented the same ethnical or racial community. Those primary social relations facilitate establishment of personal relations of friendship and solidarity; based on P. Sztompka, *op. cit.*, p. 131.

⁸ Moral bond is a special relation to others included in the category of "we", which bears moral obligations such as: trust to other members of the organization; loyalty, or the obligation not to breach the trust which other people have placed in us, and fulfilment of assumed obligations; solidarity, i.e. care for interests of other people and readiness to undertake activities for their benefit, even if this infringes our own interests. Moral bond is a permanent component of the social tissue, a peculiar structural and individual field, the condition of which determines social dynamics and the ability of the society to become creative; based on P. Sztompka, *op. cit.*, pp. 130, 187.

⁹ The two-factor job satisfaction theory takes into account two groups of factors: 1) motivation factors, i.e. such motivators as: achievements, recognition, the work itself, responsibility, promotions and development; 2) mental hygiene factors, the so-called mental comfort factors, such as: supervisors, work conditions, interpersonal relations, work and safety, policies and administration of an organization, wages and salaries; on the basis of A. Jachnis, *Psychologia organizacji. Kluczowe zagadnienia*, Difin, Warszawa 2008, p. 145.

¹⁰ Z. Nieckarz, *Psychologia motywacji w organizacji*, Difin, Warszawa 2011, p. 128.

¹¹ *Ibid.*

¹² Submissive service-mindedness as a component of professional competence of managers in administrative institutions is defined as their attitude characterized by integrity, noble motivation, highly developed professional, socio-moral and emotional competence, oriented towards serving other people, developing noble features of one's own personality and of their subordinates, humanizing interpersonal relations as well as relations between the office and its clients; on the basis of M. Mroziewski, *Oddziaływanie spolegliwej służebności kierowników na organizacyjną sprawność krajowych instytucji administracyjnych w zakresie wykonywania przez nie społecznych obowiązków*, In: *Koncepcje w zarządzaniu organizacją wobec wyzwań współczesnej gospodarki*, M. Cisek, R. Korneć (eds.), Wydawnictwo Uniwersytetu Przyrodniczo-Humanistycznego w Siedlcach, Siedlce 2016, pp. 57-58.

2) the level of development of ethical and pragmatic organizational artefacts, as regards:

- a) the level of development of the moral bond of employees;
- b) the level of the moral development of the organization;
- c) the level of organizational efficiency in the aspect of social expectations.

The idea that prompted the research interest was a diagnosis, through empirical research, of the strength and direction of mutual relations between the two above-specified groups of factors (cf. Fig. 1), which describe the level of development of morale among members of national public administration institutions representing formal organizations.

Description of the empirical research undertaken

In the first half of 2016, literature and empirical studies were undertaken with reference to the above issues as regards the morale of members of formal organizations and determinants affecting the level of development of this social phenomenon. The aim of the research was first of all to identify the factors and their variants in personal and organizational dimensions that can affect the level of development of morale among members of national public administration (local government and state) institutions treated as types of formal organizations, and secondly, to determine the strength and direction of the relationship between the level of development of selected personality factors (levels of moral competence development, the level of development of the inclination towards being positively authentic, the level of submissive service-mindedness development) of managers in the examined institutions and the level of development of organizational artefacts of those institutions in the sphere of the moral bond of employees, the level of the moral development of an organization and organizational efficiency in the scope of the performance of the socially described tasks (Fig. 1).

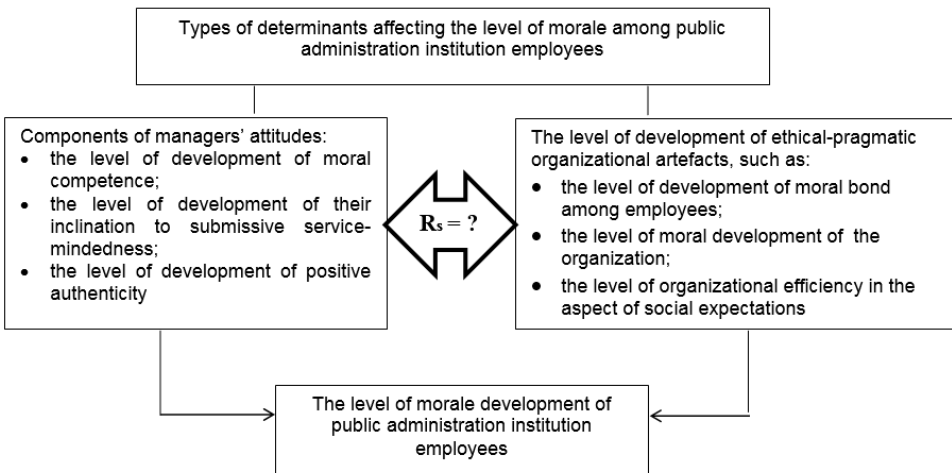


Fig. 1. The assumed research problem in the context of main determinants of morale of administrative institution employees and their variants

Source: Own work.

Identification of the link between the main, endogenous determinants of the level of morale of public administration institution employees and determination of its strength and dimension will prove, in the theoretical dimension, the rightness of the assumed concept concerning examination of the level of morale development of employees working in formal organizations, and in the pragmatic dimension, the examined correlation will help to specify key groups of facts determining the level of development of morale of public administration institution employees.

The following research assumptions were made in order to evaluate the correlations between the assumed variables and to analyse the results of the research in quantitative and qualitative terms:

1. The immaterial and qualitative factors applied in the study can be evaluated with the use of numerical values¹³.
2. The strength and the direction of the correlation between the examined variables of the measurable nature can be analysed using the Spearman's rank correlation coefficient (R_s), as it provides good evaluation of the strength of linear dependencies, the number of observations is close to a small sample and its values within the $[-1; 1]$ range permit to indirectly evaluate the strength and the direction of the functional linear relation, which may assume a positive or a negative directional coefficient of the examined correlative link. A sign of the rank correlation coefficient indicates the direction of the correlation, while its absolute value can be used to determine the strength of the relationship¹⁴.
3. The value of the rank correlation coefficient will be interpreted at the level of significance of $\alpha = 0.10$, in relation to the size of the assumed sample $N = 18$ or $N = 36$, and critical values for the sample size of 18: $r(0.1;18) = 0.399$ ¹⁵, and for the sample size of 36: $r(0.1;36) = 0.219$ ¹⁶. The convergence in arrangement of the objects according to ranks given to the values of the examined variables will be considered non-random if the value of the rank correlation coefficient (R_s) is higher than the critical value at the assumed level of significance¹⁷.
4. The scale of variability proposed by A. Maksimowicz-Ajchel can be used for evaluation of the correlation strength and direction, where the value of rank correlation coefficient (R_s) for identified ranges with a growing value will mean an increase in the strength of the correlation between the examined variables and where the value of R_s is in the $(0.00 - 0.3)$ range, it will mean a weak correlation with a positive direction, and when it takes the value from the $(0.31-0.6)$ range, then it can be claimed that the determined relation is of moderate strength and a positive direction, while when the value of the rank correlation coefficient is in the $(0.61-1.00)$ range, it can be claimed that a strong

¹³ A. Buszko, *Uwarunkowania współczesnych zachowań w organizacji*, Difin, Warszawa 2013, p. 181.

¹⁴ A. Maksimowicz-Ajchel, *Wstęp do statystyki. Metody opisu statystycznego*, Wydawnictwa Uniwersytetu Warszawskiego, Warszawa 2007, pp. 174-175.

¹⁵ S.M. Kot, J. Jakubowski, A. Sokółowski, *Statystyka*, Difin, Warszawa 2007, p. 300.

¹⁶ R. Zieliński, W. Zieliński, *Tablice statystyczne*, Państwowe Wydawnictwo Naukowe, Warszawa 1990, p. 396.

¹⁷ S.M. Kot, J. Jakubowski, A. Sokółowski, *op. cit.*, p. 299.

correlation with a positive direction occurs between the examined variables. A positive directional coefficient means the consistency of rank arrangements, and a negative – opposition in the rank arrangement¹⁸.

5. The level of development of morale among employees of national public administration institutions will be analysed on the basis of three qualitative levels (Tab. 2) selected on the basis of the value of numerical indices assigned to the degrees of intensity for variants of three features as regards managers' attitudes and for three features related to the development of organizational artefacts (cf. Fig. 1).

Index values of qualitative levels results from the ratio of the number of variants of the analysed variables and the assumed intensity degrees ranges for variants of the features characterizing the examined phenomenon (Tab. 1).

Table 1. Feature variants and the scale of their intensity in the empirical research conducted

Type of the factor group	Types of determinants affecting morale of institution employees	Number of variants	Scale of index values	
			Minimum values	Maximum values
Managers' attitudes	The level of development of decision makers' moral competence	21	21	2100
	The level of development of decision makers' inclination to submissive service mindedness	15	15	1500
	The level of development of decision makers' positive authenticity	14	14	1400
Level of development of organizational artefacts	The level of development of moral bond among employees	23	23	2300
	The level of moral development of the institution	15	15	1500
	The level of organizational efficiency	14	14	1400
Total		102	102	10200

Source: Own work.

¹⁸ A. Maksimowicz-Ajchel, *op. cit.*, p. 175.

Feature intensity indices in the 1 to 49 range were used to determine the first level of development of morale among employees of the examined institutions, the second level was described with the values from the 50-74 range, and the third level from the 75 to 100 range of intensity grades. Qualitative levels of development of morale among employees working in administrative institutions emerge from social and performance expectations. They are also the result of indications assigned by one respondent.

Table 2. Assumed levels of development of morale among administrative institution employees according to index scale

Type of the qualitative level of development of morale among administrative institution employees	Index value for saturation of variables with feature variants
1. Satisfactory level of morale development among employees	102 - 4998
2. High level of morale development among employees	4999 - 7770
3. Very high level of morale development among employees	7771 - 10200

Source: Own work.

An anonymous study was conducted using a survey method, with the application of a questionnaire containing four index ranges (1-24; 25-49; 50-74; 75-100), divided according to the degrees of intensity as regards feature variants of the variables under analysis (cf. Tab. 1). Quantitative ranges were used in order to establish the distribution of respondents' evaluations into individual ranges of intensity of the attributed feature variants and to identify the degree of intensity for variants of features of the examined variables. The survey questionnaire was given to forty-one respondents, employees of public administration institutions¹⁹ operating in the provinces of Warmia-Mazury and Masovia²⁰. Thirty-six properly completed questionnaires were returned (eighteen from state institutions and eighteen from local government institutions). On the basis of the questionnaire data, the structure of the random sample of respondents was established according to the number of represented entities and their percentage share in the sample. The examined institutions were represented mainly by women aged 20-49 years (32; 89.6% of respondents), with a first-degree higher education in social sciences prevailing (27; 75.6% of the examined respondents), and with job seniority above 11 years (19; 53.2% respondents). The examined respondents from state institutions worked mainly in the special administration offices (field authorities of state administration, united services, inspections and guards, seven respondents), in tax offices (5

¹⁹ Public institutions were divided on the basis of the Public Finance Act of 27 August 2009 (Dz.U., 2009, No. 157, item 1240).

²⁰ The division of institutions into provinces was intentionally omitted to maintain anonymity and universality of the study.

respondents), in the social insurance sector (Social Security Authorities, Agricultural Social Insurance Fund – 2); in education department offices – 1 and in health department offices – 2; in total, 66% of the respondents from those institutions worked in positions involving direct provision of services to clients. In relation to the entire examined sample, it can be claimed that most of the respondents worked in first-level authorities (95.2%) related to direct customer services. The attitudes of managers in the aspect of their effect on the morale of employees in the examined institutions included a group of decision-makers holding positions at various management levels, with varied work experience in managerial positions (Tab. 3).

Table 3. Structure of evaluated decision makers according to the position held and seniority in a managerial position

Analysis criteria		Type of public institution		Total
		Local government	State government	
Job seniority in the managerial position	up to 9 years	6	3	9
	above 10 years	12	15	27
Managerial position held	lower management	11	11	22
	senior management	7	7	14

Source: Own work on the basis of empirical research

The evaluation included, first of all, decision makers with job seniority in managerial position above 10 years (27 managers). They held positions classified as top-level (seven decision makers in state institutions and seven in local government institutions) or low-level management (11 managers each in both types of institutions).

Results of the empirical research conducted

The analysis of obtained survey results was aimed at establishing the level of development of employees' morale across the entire sample of institutions and their types (Tab. 4) and at determining the strength and direction of relations between the values of indices assigned to managers' attitudes in selected areas and the level of development of organizational artefacts (indicated above; cf. Tab. 1) (Tab. 5).

Table 4. Evaluation of the level of development of morale among employees of the examined administrative institutions

Type of the qualitative level of development of morale among administrative institution employees	Institution type		Examined sample of institutions
	Local government administration	State administration	
1. Satisfactory level of development of morale among employees	6	9	15
2. High level of development of morale among employees	12	9	21
3. Very high level of development morale among employees	0	0	0
Total	18	18	36

Source: Own work on the basis of empirical research.

On the basis of the results presented in the table, it can be claimed that a high level of morale among employees of the examined public administration institutions is a dominating level, as it was found for 21 formal organizations under analysis (58.3% of the entire sample). A satisfactory level of employee morale was identified for fifteen institutions. A relatively higher level of morale development is represented by employees working in local administration institutions. This group included 12 institutions (66.7% of the examined group) with a high level of the examined phenomenon, while for state administration institutions this level of employee morale development was observed in nine institutions, i.e. half of the examined group. No organization characterized with a very high level of development of employee morale was found in the entire sample under analysis. Taking into account the mean values of indices describing the level of morale development among employees, it was found that for the entire examined sample, this value amounted to 5,204 points; for local government administration institutions – to 5,407 points, and for state administration institutions – 5,001 points. In relation to the mean value of the index assigned to the entire sample, it was observed that in the group of local government institutions seven entities were below this level, and in the group of state administration institution – eight entities. In total, 15 institutions, i.e. 41.7% of the examined sample were characterized by a level of employee morale development below the mean value. Mean values of assigned indices also show that with regard to its maximum value, i.e. 10,200 points, the examined institutions demonstrate a specific developmental gap, since the efficiency of employees in all examined institutions amounted to 51%; while in local government administration it was 53% and state administration institutions – 49%.

Table 5. Evaluation of interrelations between managers' attitudes and the level of development of ethical-pragmatic organizational artefacts in the examined administrative institutions according to the value of the rank correlation coefficient

Values of rank correlation coefficient for:		
The entire sample of institutions (N=36)	Local government institutions (N = 18)	State institutions (N = 18)
Rs = 0.488 (moderate and positive)	Rss = 0.657 (strong and positive)	Rsp = 0.350 (moderate and positive)
Rs.>r (statistically significant)	Rss>r (statistically significant)	Rsp<r (statistically insignificant)

Source: Own work on the basis of empirical research.

The value of the rank correlation coefficient for the examined sample of institutions demonstrate a positive relationship between the managers' attitudes and the level of development of the examined organizational artefacts, of moderate strength ($R_s = 0.488$). This means that the level of development of morale among employees of the evaluated formal organizations is determined, to a moderate degree, by the examined groups of internal factors. The level of the analysed phenomenon is relatively strongly affected by external factors, including those of a political nature. This observation is confirmed by the value of the rank correlation coefficient calculated for state administration institutions ($R_s = 0.350$) directly related to state authority structures. The level of development of morale among employees working in local government institutions, with a relatively higher independence from political and structural factors, is mainly determined by the examined variables, between which a strong and positive relationship occurs ($R_s = 0.657$). Rank correlation coefficients established for the entire examined sample of institutions and for local government institutions also show values that are higher than the critical value for $N = 36$ (the entire examined sample) and $N = 18$ (the number of local government institutions), which means that the obtained results are statistically significant if the sample is not considered representative. A positive value of the rank correlation coefficient suggests that an increase in the social competence of decision makers in the examined organizations will result in an increase in the level of ethical-pragmatic organizational artefacts, which in return should contribute to an increase in the level of development of morale among employees of formal organizations under analysis, including an increase in their organizational efficiency.

Conclusion

The results of the literature and empirical studies undertaken as regards the analysis of the level of development of morale among employees of local government and state administration institutions and identification of its main determinants have proved that:

- 1) there is a clear gap between the level of development of employee morale postulated by society and the level identified in the study, since em-

employees in about 40% of the examined institutions operate on a satisfactory level of development of their morale and none of the examined institutions functions at a very high level of development of the examined phenomenon;

- 2) there is a relatively moderate and positive correlation between the attitudes of managers and the level of ethical-pragmatic organizational aspects, which suggests a crucial effect of attitudes demonstrated by managers on the development of morale among administrative institution employees;
- 3) the occurrence of positive and moderate in its strength correlation between internal factors of the level of morale development among formal employees confirms the methodical correctness of the research undertaken;
- 4) there are key organizational spheres that should be taken into consideration in management practice oriented towards the development of morale among administrative institution employees.

The facts identified in the diagnostic research conducted provide a starting point for decision makers in central state authority institutions to undertake certain activities as regards to improving the quality of staff selection for public administration institutions; improving the social and pragmatic competence of persons holding offices. This will create organizational conditions that would raise their involvement in pursuing their socially defined mission and bring them satisfaction from diligent work and from complying with rules of good administration. Undertaking activities outside the public administration institutions as regards an increase in the level of morale among their employees is indispensable also for the fact that weak and limited internal organizational factors are not sufficient for employees of national public administration institutions to be able to start to operate on a very high level of morale development.

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