Research on The Incentive Mechanism of Chinese Civil Servants

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Abstract

The connection between civil servants and the public is the closest, and their service to the public is the most direct. Every major government policy is ultimately implemented and carried out by civil servants. However, under the influence of multiple factors, the enthusiasm of some civil servants is gradually diminishing. This article conducts interviews and analyzes questionnaire data from civil servants in different regions. Combined with demand theory, two-factor theory, and equity theory, the surveyed data is discussed and analyzed. The study demonstrates the existing problems and advantages of the current incentive policies for civil servants in China.

Keywords

Civil Servants, Incentive Mechanism, Incentives

1. Introduction

The connection between our country's civil servants and the public is the closest, and their service to the public is the most direct. The efficiency of their work is crucial to the government's image and the credibility of administrative agencies, affecting the satisfaction of the general public. Every major government policy is ultimately implemented through civil servants. Currently, under the influence of factors such as organizational reform and the domestic and international pandemic, the enthusiasm of some civil servants is gradually diminishing. This has a significant impact on their work efficiency, subsequently affecting the government's execution capability and public credibility. Therefore, implementing sufficient incentives for this group, maximizing their work potential, plays a crucial role in maintaining the stability of the civil service and is also of great significance for the current construction of a service-oriented government and the improvement of government administrative efficiency.

Incentives are an important part of management, reflecting the Party and the country's concern and attention to this issue. Effective incentives are of great significance for enhancing the enthusiasm of civil servants, inspiring their work passion, and ensuring the stability of the workforce. However, most Chinese civil servants are dissatisfied with the current incentive situation, and the current incentive measures are not mature enough. There is still room for improvement in theoretical foundations and practical exploration.

This article uses research methods such as interviews and questionnaires, combined with demand theory, two-factor theory, and equity theory, to discuss and analyze the surveyed data. It identifies existing problems,

deeply analyzes the reasons for these issues, with the aim of contributing to the improvement of civil service incentives.

2. Theoretical Basis

2.1. Maslow's Hierarchy of Needs

In 1943, Maslow developed the Hierarchy of Needs theory, which categorised the needs of organisational members into five areas (Maslow, 1943) Ivancevich, Konopaske and Matteson, 2014; (Shih et al., 2018; Crandall et al., 2020).Five needs in Maslow's Hierarchy of Needs Theory. And it are also the needs of Chinese civil servants. People's material desires and physiological needs can be meet by salary and benefits. Safety and Security needs can be meet by reducing job burnout. Belongingness, social, and love needs can be meet by improving social support and reduce work and family conflict. Esteem needs can be meet by improving the image of the organization. And job satisfaction may increase the sense of accomplishment of civil servants to meet Self-actualization needs. Research has helped.

Although some scholars (Lawler and Suttle, 1972)Hall and Nougaim, 1968, Wahba and Bridwell, 1976) believe that Maslow's Hierarchy of Needs Theory still has problems in terms of a hierarchy of needs. There are only two levels of needs, one that is physiological and the other is that encompasses all other levels. Furthermore, Maslow's Hierarchy of Needs Theory assumes that all people have needs for growth and development. Therefore, they will climb the ladder to keep up with demand. However, this assumption may only be valid for some employees or the current social environment (Tay and Diener, 2011; Gambrel. and Cianci, 2003). However, it does not affect the popularity of Maslow's Hierarchy of Needs because it is easy to understand and intuitive (Ivancevich, Konopaske and Matteson, 2014).

2.2. Two-factor Theory

Two-factor theory is the theory that proposed by Frederick Herzberg (Herzberg, 1959; Herzberg, 1968; Herzberg, 1982). Two-factor theory observes that organizational members feel different in terms of "job satisfaction factors" and "job dissatisfaction factors", which can be divided into two categories: motivational factors (satisfiers) and hygiene factors (dissatisfiers) (Sanjeev and Surya, 2016; Corlett, 2019; Yousaf, 2019). These two factors are different, but not opposite. Herzberg (1968) pointed out that the traditional view that the opposite of satisfaction is dissatisfaction is incorrect.The things that make people feel satisfied and motivated at work are fundamentally different from the things that make them dissatisfied.

Before Herzberg proposed the two-factor theory, people generally put job satisfaction on one end and job dissatisfaction on the other. It means that if a condition triggers job satisfaction, removing it will result in job dissatisfaction. Likewise, if a condition causes job dissatisfaction, removing it will result in job satisfaction. It has also attracted criticism from some scholars (Tamosaitis and Schwenker, 2002(Schroder, 2008)Katt and Condly, 2009). Gardner (1977) argue that Herzberg did not focus on testing the theory's motivation and performance outcomes. From a scientific point of view, this satisfaction brings some danger of abuse (Ivancevich, Konopaske and Matteson, 2014). However, it did not stop the theory from being implemented in organizations, and many managers are very comfortable with it (Lashinsky, 2012).

2.3. Equity Theory

Adams put forward fairness theory in 1965, also known as social comparison theory (Buunk and Schaufeli, 2018), which is a kind of incentive theory. The Equity Theory is mainly used to explain the rationality and fairness of salary distribution and its impact on employees' work Positive influence. Adams believed that people always have to compare their contributions and rewards with a person whose conditions are equal to their own. If the ratio between the two is equal, both parties have a sense of fairness (Lawler, 1968)Adams, 1965; Lim, 2019; Kollmann et al., 2019).

Equity theory also highlights the importance of comparison in the work environment. Organizational justice, or environmental justice, consists of four components: distributive, procedural, interpersonal, and informational justice . Distributive justice refers to employees' perceptions of the resources and rewards they receive (assigned to outcomes). Procedural justice refers to the fairness perceived by employees of the method (degree) used for compensation decisions. Interpersonal relationships refer to the perceived fairness of employees in the way they are treated in the course of the decision-making process. Information justice refers to employees' perception of the information conveyed as perceived fairness (Lind and Tyler, 1988)Tepper, 2000; Colquitt, 2001(Steers, Mowday and Shapiro, 2004)Luo, 2005; Cropanzano, Bowen and Gilliland, 2007(Ivancevich, Konopaske and Matteson, 2014).

Some scholars have criticized the fairness theory. Locke(1976) believes that employees are rarely told they are being paid well. They will change their minds about fair pay to justify their wages. Kanfer (1990) pointed out that it is difficult for employers and employees to communicate objectively. Fairness theory has certain limitations. However, equity theory provides a relatively insightful model to help explain and predict employee attitudes toward compensation (Ivancevich, Konopaske and Matteson, 2014).

All the theories have made essential contributions to understanding motivation. The central idea of all three theories is to explain what motivates people to complete work tasks as required. However, that does not mean there is a ranking between them. Which one is the best, or which one works and which one does not? In fact, all theories offer possible ways to understand the success of incentives. However, as pointed out at the end of the discussion of each theory, none of these theories are perfect. Every theory has its shortcomings. As stated by Robbins, Judge and Millett (2015), these theories can be used in complementary ways. Therefore, instead of choosing a single theory, the paper uses a mixture of these three theories.

3. Methodology

This chapter mainly introduces the method of this study and the general idea and design of the study, including literature research methods, field investigation methods, and the questionnaire survey.

According to Kayrooz and Trevitt (2004), valid and reliable research is based on multiple pieces of evidence. Multiple data sources enable researchers to improve the construct validity and reliability of research data (Yin, 2009). Therefore, in order to present the facts to the readers as much as possible, the dissertation adopts various methods to collect a large amount of qualitative and quantitative data. It mainly includes literature

research methods, field survey methods, and questionnaire survey methods.

3.1. Data Collection

3.1.1. Primary Data

The research collects first-hand information that reflects social phenomena and people's behavior in detail through personal observation, inquiry, experience, and feeling. A deep understanding of social life and people's behavior is obtained based on careful data analysis. According to Bronislaw Malinowski (2015), the results will be seriously flawed if research is limited to literature-religious, technological, or social organization, and manual field visits are omitted. Therefore, in order to better understand the implementation of the Chinese civil servant incentive system and the real needs of civil servants, the dissertation will use questionnaires and interviews to obtain first-hand information.

3.1.2. Questionnaire Design

An important method of data collection in the research is questionnaires. Questionnaires are considered a prevalent and helpful method for collecting quantitative and qualitative data on large populations (Kayrooz and Trevitt, 2005). According to Tharenou, Donohue and Cooper(2007) questionnaires are easy to use and inexpensive. Moreover, questionnaires are often the most reasonable tool when measuring unobservable constructs such as attitudes, values and preferences, intentions, and personality.

The questionnaire include closed-ended and open-ended questions. Closed-ended questions can be convenient and practical for statistics and processing data on problems with known topics (Kayrooz and Trevitt, 2005). Open-ended questions allow for relevant questions and feedback from participants in situations the researcher may not have anticipated (Kayrooz and Trevitt, 2005).

China has vast land and a large population. Therefore, this questionnaire will divide the survey area into three districts: capital, first-tier cities, and third-tier cities according to economic development, and arrange the distribution of questionnaires in each area. It is used for civil servants in selected departments in Shanghai, Heilongjiang, and Beijing. The author obtained relevant information on the current incentive system from 102 respondents. Some of these respondents were contacted by the writer, and some were handed out to their colleagues by the writer's civil servant friends. These respondents were between 23 and 60 years old, 50 (49.0%) were female, and 52 (50.1%) were male. All 102 participants were asked 17 questions. Before the start of the questionnaire, all respondents were informed of the purpose of the study and were given assurances that their privacy would not be revealed. The questionnaire will not begin until the respondents' consent has been obtained. All the 102 respondents believed that the research questions about the incentive system were acceptable.

The questionnaire distribution of the survey is mainly carried out using the WeChat platform in mobile phone. The questionnaire is an electronic questionnaire. Therefore, there is no shortage of questionnaires and unqualified filling. The questionnaire is divided into three parts. The first part is the basic information of the participants, including four indicators of gender, age, educational, and working time. The second part is the measurement indicators in theory mentioned in Chapter 2, such as the measurement indicators of health factors in the two-factor theory, management supervision, work environment, and interpersonal relationship.

Measurement indicators of motivating factors such as promotion, training, and performance appraisal of civil servants. Social status and compensation in the theory of needs. The third part is open-ended questions. Participants can fill in any information they wish to share.

3.1.3. Semi-structured Interviews

The interview is part of the data source for the research and will be used in subsequent data analysis. Interviews are a standard method of obtaining information in research which provided views, opinions that about research topic (Punch, 1998; Morris, 2006;Cargan, 2007; Yin, 2009). Kayrooz and Trevitt (2005) emphasized that interviews allow researchers to enter and experience the real world of the interviewee. In addition, interviews allow researchers to understand and explain what the interviewee thinks about an event and why. Rather than a result (Kayrooz and Trevitt, 2005).

The dissertation used semi-structured interviews. In semi-structured interviews, questions are posed as prepared in advance, with necessary adjustments made according to the actual situation at the time of the interview (Cargan, 2007; Kayrooz and Trevitt, 2005(Tharenou, Donohue and Cooper, 2007). Therefore, compared with structured or unstructured interviews, semi-structured interviews are flexible and effective in obtaining useful information. Open-ended questions allow the respondents to provide any answer that they want. And more detailed questions based on the answers will be asked to get more information Interviews were conducted with five informants of the main study subjects in selected regions.

Tharenou, Donohue and Cooper (2007) pointed out that informants possess special knowledge, status or communication skills, are willing to share their knowledge and skills with researchers and have access to information researchers do not perceive or observe. In order to get more comprehensive information, the research selected five interviewees at different ranks. Three of them are low-level civil servants, one has reached the rank of minister, and one is about to retire. A total of 5 interviews were conducted. These respondents were those whom the writer could directly contact and participated in the questionnaire. Second, after excluding participants who did not have time and were unwilling to be interviewed, these five respondents were the best choice. Each interviewee was asked the same questions from a pre-determined list of questions.

Interviews ranged from half an hour to an hour. Before the interview started, the interviewer explained the research in detail to the interviewee and explained that the interviewee could refuse to participate in the investigation. The purpose is to confirm that each participant is participating voluntarily. After asking for their permission, schedule an appointment with the participant for the interview.

Although semi-structured interviews provide much helpful information for research, the semi-structured interview is not perfect. Interviews are more time-consuming, labour-intensive, and research-expensive (Kayrooz and Trevitt, 2005). However, interviews not only bring objective information on paper, but also provided detailed observations, such as the interviewee's attitude. These all provide more possibilities for the subsequent data analysis.

3.1.4. Second-hand Data

Collect and sort out the research results and relevant government documents on the incentive system of Chi-

nese civil servants and sort out the current incentive policies for civil servants. It is the premise and basis for the research of the dissertation to obtain the understanding and reserve of relevant materials. Government documents and findings from academics help provide background for the dissertation, which also provide assistance for subsequent data analysis.

3.1.5. Data analysis

As the first step of data analysis, the author collected all the electronic materials and physical recordings that were generated in the data collection through computer software for sorting and classification. As Wiersma and Jurs(2005) stated, data screening is the work that must be done to describe and explain the phenomenon under study. Computer software played a vital role in data screening, classification and organization. According to (Yin, 2009), electronic tools can help us get unbiased data rather than conclusions with private emotions. In addition, the audio recordings were an essential aid in knowing and understanding the respondents' accurate perceptions of the research topic. Every time to played it, the author better understood what the interviewees were trying to convey. On the other hand, electronic tools can quickly find the required data and provide convenience for subsequent data analysis.

4. Findings

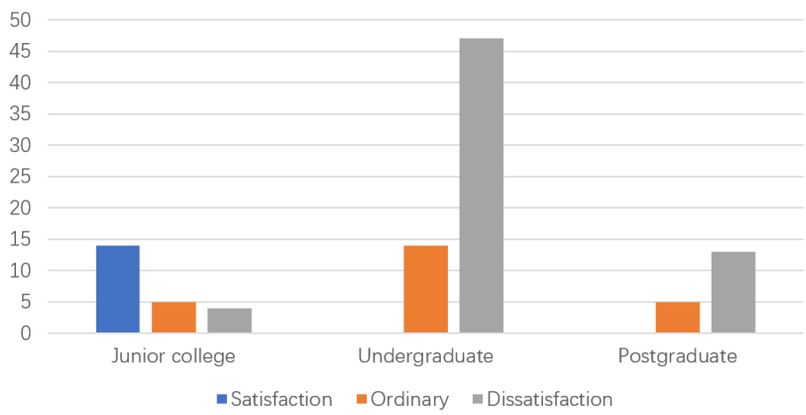
This chapter categorizes the collected data by type and analyzes and discusses them separately using the theories mentioned in chapter 2. At the end of the chapter, there will have a whole discussion.

4.1. Salary

Under the salary system of positions and grades, all civil servants with a unified rank are subject to a unified salary standard, regardless of the difficulty of the work, the intensity of the work, and the size of the contribution (The National People's Congress of the People's Republic of China, 2018; Shanghai Administration Civil Services, 2018). It leads to the fact that the differences in work results cannot be objectively reflected in the salary level of civil servants, and there is no coordinated incentive to improve their enthusiasm further. The findings of the questionnaire report illustrate the point. Of the 102 civil servants, 64 (62.8%) were dissatisfied with their current wages. There are 24 (23.5%) whose current salary is only a general level. Only 14 (13.7%) are satisfied with the current salary.

According to Shanghai's 2022 civil servant recruitment requirements (Shanghai Administration Civil Service, 2021a), Shanghai plans to recruit 2,957 civil servants in 2022. Only the regimental police and some positions for outstanding village cadres and neighbourhood committee cadres that approved by the municipal civil servant authority are relaxed to the education for three years of college. That only total of 36 people was recruited, accounting for only 1.2% of the total number of civil servants recruited. The proportion of recruits who require a bachelor's degree or above reaches 98.8%. Generally speaking, with the development of the recruitment system of civil servants, the civil servants gradually reflect the characteristics of high education. These young civil servants undertake the most trivial work in the daily operation of the government. However, due to the limitation of the promotion system of civil servants, there has been little room for improvement in salary for many years. The results of the questionnaire also illustrate it.

Figure 3



Source: Summary of the research

The figure is about the relationship between academic qualifications and salary satisfaction. As shown in Figure 3, civil servants of lower education are more satisfied with the salary system. Conversely, civil servants with younger age and higher education are less satisfied with their salaries.

Compared with the development of the economic level of the society, the salary level of civil servants is relatively low, lacking external competitiveness, and the salary incentive effect is not practical. Take Shanghai as an example. In 2006, the average monthly salary was 2,464 yuan (Shanghai Municipal Human Resources and Social Security Bureau, 2007). By 2020, the average monthly salary was 10,338 yuan. In the past 14 years, the average monthly salary of employees in Shanghai has increased by 419.5% (Shanghai Municipal Human Resources and Social Security Bureau, 2021). However, the civil servant salary standard in Shanghai has been in use since the reform of the civil servant salary system in 2006. As a result, the salary adjustment level cannot keep pace with the social and economic development and the price of commodities growth. Take the 2006 graduate who was recruited as a civil servant in Shanghai as an example. In 2006, he was under a probationary period, and his basic monthly salary was 685 yuan according the civil servant salary system in 2006. In 2007, he became a clerk due to his regularization and his basic monthly salary increased to 760 yuan. Assuming that his rank has not been promoted from 2007 to 2022, and the annual assessment is at the level of competent. According to the current regular promotion system of civil servant wages, the basic monthly salary for he is 1,728 yuan in 2022. That is to say, the basic salary of civil servants will increase by 1,043 yuan in the 16 years from 2006 to 2022(State Council, 2019), and the cumulative capital increase will be 39.6%. It also includes a capital increase process through seniority promotion that only started in 2019 (Shanghai Administration Civil Service, 2019). Compared with the 419.5% increase in the average monthly salary of Shanghai employees in the past fourteen years, the salary level of civil servants in Shanghai is significantly lower than in the external environment.

Managers believe that the salary is the direct cause that affects employees' work quality and efficiency (Milkovich et al., 2005). In other words, salary could influence employee behavior and improve the overall performance of the organization. The Equity Theory is mainly used to explain the rationality and fairness of salary distribution and its impact on employees' work Positive influence. The fairness could brought good feel to people and make people work hard. However, based on the analysis of the previous survey data and the

study of relevant government documents, the salary level of civil servants in China is relatively low, especially for some middle and low-level civil servants. Chinese civil servants will think their salary is unfair. Compared within the organization, the highly educated civil servants undertake relatively demanding and more complex jobs, so they are more eager to somewhat implement the principle of distribution according to work. But in fact, egalitarianism weakens the remuneration system's incentive effect to a large extent. Compared with outside the organization, the salary of civil servants does not reach the average salary level of society. It has led to Chinese civil servants taking measures on the job, that is, by lowering performance to change investment or leave the organization. The fairness could brought good feel to people and make people work hard. However, when people have a sense of injustice, people will be full of heart, resentment, whining and even giving up work sabotaging production.

In addition, the per capita disposable income of civil servants has been relatively reduced. Adjustment, the total amount of civil servants wages have increased. However, due to the comprehensive launch of the housing system reform and the increase in the withholding amount of housing provident funds, pension funds, medical insurance funds and other items in recent years, the actual disposable income of civil servants has not changed. The income has increased, but the insurance premiums that need to be paid have also increased. Therefore, the income of civil servants is still low. The salary can only basically guarantee the basic living needs of individuals and their families, which will inevitably affect the enthusiasm and initiative of civil servants. According to the two-factor theory, when the salary, also called the hygiene factor, cannot be met, people will be dissatisfied. Klitgaard and Rand Corporation, 1998) also pointed out that the performance of civil servants is directly proportional to the salary.If a civil servant is paid less, then his performance will only be worse. Salary is the motivation to support the excellent performance of the civil servant at work. If the salary cannot cover the necessary living expenses, then the civil servant will lack the motivation to do a good job, resulting in lower efficiency.

4.2. Rewarding

In general, rewards increase motivation and improve people's job performance (Pochon et al., 2002□Cook, Rummel and Dummel, 2015). However, offering rewards does not automatically and consistently increase motivation. Whether a reward increases motivation depends mainly on the nature and amount of the reward and how people perceive it (Locke and Braver, 2008). China currently does not have objective standards for rewarding grass-roots civil servants. In terms of reward standards, according to Article 5 of the "Interim Regulations on the Rewards of National Civil Servants",: Those who have made extraordinary contributions and achieved considerable achievements in their work should be given third-class merits; Those who have made significant contributions and achieved excellent results in their work shall be given second-class and first-class merit. Honorary titles should be awarded to those who have made outstanding achievements and notable contributions and can become the standard of public learning (National Civil Service Administration, 2021a). From the above content, it can be seen that there is no clear definition of the reward. For example, what counts as a significant contribution at work, how to judge the great contribution.

In addition, it is found that there are few material rewards in the implementation process, and most of them are spiritual rewards through the practice process. 98 out of the 102 participants (96.1%) believed that spiritual rewards are standard in organizations. Albrecht et al.(2014) investigated the neural processes underlying

the influence of extrinsic and intrinsic rewards on motivation. They found that intrinsic reward affects brain activation. However, most civil servants yearn and pursue external rewards more. 72 out of 102 participants (70.6%) felt they needed more material rewards.

One respondent demonstrated that rewards are an essential factor in work motivation. He stressed that the current reward phenomenon would not motivate him because the reward obtained has no practical use.

Although we can often see stories of rewarding outstanding civil servants through various media such as newspapers, magazines, the Internet, and television, such rewards are often rare and individual phenomena. Ordinary civil servants like me have little chance of getting this kind of reward……I never got material rewards, nor did my colleagues around me. I have only received praise from leaders. But what's the use of that?

Another problem in civil servants' reward and punishment system is the imbalance between positive and negative incentives. According to the statistics of Wang and Liu(2003), the department in which he works has received about 40 to 50 applications for administrative awards, with more than 2,000 award recipients. The only negative incentives carried out in the same period are the dismissal of unqualified civil servants without criticism or punishment. And there are only five people involved. If use percentage comparison, the audience with positive incentives reaches more than 30%, and the audience with negative incentives is only about 0.08%. The data illustrate that there is a severe imbalance of rewards and punishments.

One respondent also expressed the lack of negative incentives and pointed out the importance of negative ncentives. And the quality of work suffers due to the lack of negative incentives.
I've never heard of anyone being punished, no matter what. If I can be sure that I won't be punished, then I don't need to do the job "by heart." I won't be fired anyway.

According to needs theory, the behaviour of employees produces results that meet their needs. In other words, the value or gravity of the reward comes from employees seeing it as a tool to meet their needs. Therefore, the organisation's incentives should be valuable to the employees. Only in this way can rewards satisfy employees and influence their organisational behaviour. (Agarwal, 1998) emphasized that a reward affects behaviour only when the reward is expected to be accepted as a result of the behaviour, and the recipient perceives it as fair and valuable. Although two-factor theory holds that intrinsic reward is the only real motivating factor for work behaviour. The role of extrinsic rewards is to prevent employee dissatisfaction with their jobs. However, if the hygiene factors cannot be satisfied, it is easy for employees to have dissatisfaction and slack at work. The Clark and Wilson (1961) has the same view that if an organization offers no monetary incentives at all, few people will work for it. It is difficult for civil servants to get material rewards in actual work. Therefore, it is difficult to mobilize the enthusiasm of civil servants in their daily work.

Although Clark and Wilson (1961) points out that rewards should be scarce. A commodity, a status, or an activity is an incentive only if it is relatively rare. During the implementation of China's reward system, civil servants mainly receive spiritual rewards and rarely material rewards. That is, spiritual rewards are standard, while material rewards are scarce. However, because the number of material rewards is too tiny, civil servants' expectations not being met. On the other hand, existing spiritual rewards are of no value to employees. The behavior of employees will not be affected, and they will not be motivated to complete the work effi-

ciently. The reward system does not give full play to the role and significance of the reward system, resulting in the reward system being useless. If things go on like this, not only will it fail to stimulate and motivate the civil servants, but on the contrary, it will dampen their enthusiasm and initiative.

4.3. Assessment

According to the Civil Service Examination Regulations (National Civil Service Administration, 2021b), the state administrative organs shall assess civil servants' work performance, professional knowledge, workability, morality, and work attitude by their management authority. According to the regulations, those civil services who got " qualified" and above in the annual assessment are eligible for promotion, promotion, and salary promotion. From a regulatory point of view, the result of civil servant assessment is the basis for the promotion of civil servants' positions, salary promotion, job exchange, participation in training, and implementation of rewards and punishments. However, from the specific situation of implementation, it is difficult to say that there is an apparent connection between the results of the civil servants' assessment and the benefits for the future.

One interviewee admitted that appraisals encouraged her to put more effort into her work. However, due to the difficulty in realizing the benefits of the assessment results, she questioned the validity of the assessment.

Many institutions have achieved 100% of the personnel who are competent or above. Because once there is a complete assessment, the entire company will be affected. In order not to take responsibility, leaders will naturally not fail our assessment. But even if I get the highest grades in the assessment, I will not be affected by the annual assessment and promotion.

However, for the assessment, civil servants feel unfair because the result is the same even if they pay differently. It presents the phenomenon that no matter if a person does more or less, it is the same, which damages the incentive function of the assessment system. People will be full of heart, resentment, whining and even giving up work sabotaging production when people have a sense of injustice.

On the other hand, according to Clark & Wilson (1961), incentives should not exceed available incentive resources. The problem with assessing Chinese civil servants is that they exceed the available resources. Promotions are limited. The excessively high-scoring examination results have resulted in a large number of examination results for outstanding civil servants who fail to honor their examination results. As a result, the assessment system did not play the role of motivating civil servants as expected.

4.4. Working Environment

The work environment plays a vital role in employee performance, productivity, and satisfaction. The impact of the work environment can be positive or negative (Chandrasekar, 2011). A good office environment is crucial to improving performance. An excellent physical office environment enables employees to have continuous work motivation and to devote themselves to their work (Boles, Pelletier and Lynch, 2004). Conversely, a poor work environment can make employees demoralized and unmotivated to work (Carnevale, 1992). The results of questionnaire showed that 81 out of 102 respondents said office equipment would help them deal with problems faster. Fourteen respondents said they have little feeling for office equipment. Only seven

respondents were dissatisfied with current office equipment. The working environment for civil servants is safe and healthy. In such an environment, facilities increase their performance (Dilani, 2004) Chandrasekar, 2011). Productivity and motivation are naturally mobilized when civil servants are satisfied with the physical work environment. The work environment is a high-level need in needs theory and a hygiene factor in the two-factor theory. The current working environment meets the needs of civil servants, and civil servants feel satisfied. It means that civil servants will be more focused and efficient at work.

5. Discussion

Most Chinese civil servants are dissatisfied with the current incentive status. 88 of the 102 (86.3%) participants agreed that many parts need to be change in the current incentive policy. Fourteen participants think current incentives are already meeting their needs. Under the Civil Servant Law, all civil servants of the same rank, regardless of the degree of difficulty, intensity, and contribution of the work are subject to uniform work standards. As a result, the difference in work results in work cannot be objectively reflected in the salary level of civil servants. At the same time, the Chinese civil servants only got a low salary. On the other hand, the assessment results will not affect promotion. The phenomenon that this process does not affect the results will lead to unfairness in the work of civil servants, and the basic needs of civil servants will be challenging to meet. Civil servants generally take two measures to solve this problem: lowering their pay or leaving their jobs. But the results of questionnaire showed that 93 out of 102 (91.2%) participants believed that civil servants had high social status. Only 9 participants think that the civil servants is the same as that of other positions. In other words, even if Chinese civil servants are not satisfied with the current incentive policies. But most are still willing to stay in the organization. The result of questionnaire showed that 91 of the 102 (89.2%) participants had a strong sense of job security. Only 11 participants is not very secure at work. 89 of the 102 (87.3%) participants had a strong sense of belonging and loyalty to the organization. The 13 participants had a weak sense of belonging and dedication to the organization. In other words, Chinese civil servants will reduce their commitment to work when faced with inequities and unmet needs at work.

The results obtained through the analysis of Demand Theory and Two-factor Theory coincide. They can corroborate each other's results. The current incentive policy in China gives civil servants a lot of spiritual rewards and social status. Civil servants also have a strong sense of security on the job. However, low wages make basic needs, or hygiene factors, difficult to meet. Social status, security, and spiritual rewards are higher-order needs or motivators that do not work in the absence of basic needs or hygiene factors. It is difficult for civil servants to devote all their energy during working hours, resulting in low efficiency. Equity Theory offers another way of thinking. The current incentive policy will make civil servants feel unfair compared to others. Whether inside or outside the organization. It causes people who have worked hard to start to slack off.

6. Conclusion

The demand theory is used to explain that the current salary level of civil servants cannot meet their daily needs of civil servants. According to (Mccourt and Eldridge, 2004), low wages can have adverse consequences, especially corruption, as civil servants look for other sources of income to support their families. one of the negative consequences of low wages is corruption. Because the civil servants will look for other ways to increase their income to support their families (Mccourt and Eldridge, 2004). Organizations provide a more

advanced working environment and spiritual rewards. However, because the basic needs are not met, the working environment and spiritual rewards cannot improve the work efficiency of civil servants.

The results obtained by using the two-factor theory are consistent with the results obtained by the demand theory. Providing incentives alone is ineffective when the hygiene factor (salary) is not met. The absence of motivators leads to no satisfaction at best, but the absence of hygiene factors leads to dissatisfaction. Organizations should provide incentives alongside hygiene factors. Only in this way can the enthusiasm of employees be mobilized.

Equity theory explains the behaviour of civil servants. Compared with outside the organization, the amount and growth rate of civil servants' salaries are lower than the social average. Compared with the internal organization, the work results cannot be reflected in the assessment, rewards, and punishments. Moreover, because of rank rules, good and bad performers get the same salary. In the long run, hard-working people will be affected, slack at work, and reduced work efficiency.

To sum up, China's current incentive system needs further improvement. The basic needs of civil servants should be given priority.

In empirical research, although the writing process strives to conduct research based on combining theoretical and empirical analysis, and qualitative and quantitative research. However, due to the limited scope of the research area and the confidential information of some respondents, some views and analyses in the dissertation will still be one-sided and insufficient. Although the empirical research has analyzed the influencing factors of civil servants' incentives at different ages, educational backgrounds and genders and conducted a careful inductive analysis, the content and scope of the investigation should be expanded, enriched and kept up with the times.

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