VALSTYBĖS KONTROLĖ

OVERVIEW OF GENERAL GOVERNMENT SECTOR SALARIES

20 May 2025

No VRE-3

Prepared by: Laura Stračinskienė (Head of Planning and Impact Department), Julija Olifson, Vaida Šaukeckienė

Submitted to: the Committee on Audit of the Seimas of the Republic of Lithuania, the Office of the President of the Republic of Lithuania, the Government of the Republic of Lithuania, the Association of Lithuanian Municipalities

CONTENTS

Terms and abbreviations used:

Average earnings (AE) is the average of staff salaries over a given period (usually 3 months), calculated at institution level. The AE include basic salary, allowances, bonuses and other employment-related benefits. The overview presents gross (before tax) salary data.

A salary is the monthly salary set for a staff member, depending on the grade of his/her post and a coefficient.

ME is the Ministry of Environment of the Republic of Lithuania.

MEI is the Ministry of the Economy and Innovation of the Republic of Lithuania.

ME is the Ministry of Energy of the Republic of Lithuania.

MF is the Ministry of Finance of the Republic of Lithuania.

MND is the Ministry of National Defence of the Republic of Lithuania.

MC is the Ministry of Culture of the Republic of Lithuania.

MH is the Ministry of Health of the Republic of Lithuania.

MSSL is the Ministry of Social Security and Labour of the Republic of Lithuania.

MTC is the Ministry of Transport and Communications of the Republic of Lithuania.

MESS is the Ministry of Education, Science and Sport of the Republic of Lithuania.

MJ is the Ministry of Justice of the Republic of Lithuania.

MFA is the Ministry of Foreign Affairs of the Republic of Lithuania.

MI is the Ministry of the Interior of the Republic of Lithuania.

MA is the Ministry of Agriculture of the Republic of Lithuania.

INTRODUCTION

The Civil Service Reform[1] is a significant recent change in public governance in Lithuania. It aims to transform the civil service by 31 August 2026 by improving managerial skills, increasing professionalism, flexibility and effectiveness, and modernising human resource management. One of the important aspects of this reform is the updating of the salary system by introducing a new mechanism for the indexation of the basic amount[2] of the salary and a coefficient in order to be more flexible in response to labour market trends and the economic situation.

As part of the improvement of the governance model of the institutions, giving more room for judgement to managers, allowing the institutions themselves to design a salary system that suits their needs, making it easier to attract the necessary expertise, retain existing staff and motivate them to perform better, the right of the head of the institution to add the money saved from the institution's maintenance appropriations to the staff salary bill was introduced in 2024[3].

In the light of these changes, the following overview of general government sector staff salaries has been prepared, which shows how salary and staffing dynamics have changed in the short term (2023-2024), by comparing the differences in salaries between institutions and groups of posts, and by identifying the most significant changes. The overview also analyses the changes to the salary bills of appropriation managers over the period from 2023 to 2024, assessing the extent to which the institutions have used the flexibility given to them to manage their financial resources.

Longer monitoring is needed to ascertain the stability of changes, and a more thorough assessment of contextual factors is needed to analyse the causes of salary changes. The information presented in the overview is expected to contribute to data-driven general government sector management and to provide a basis for further monitoring and analysis of salary policies in the context of the public governance reform.

The National Audit Office will continue to monitor changes in general government sector governance by systematically using updated data to identify areas for improvement and to strengthen the governance quality and effectiveness.

An interactive tool has been developed to use the results to analyse the information collected at the desired cross-sections and to assess trends in salaries and staffing. The tool and the information it provides are available here: https://www.valstybeskontrole.lt/LT/Product/24333.

---

[1] Public Governance Reform Project *Civil Service Reform*, updated on: 11 December 2024.

[2] Law of the Republic of Lithuania on Determining the Basic Amount of Salary (Remuneration) and Recalculating Appropriations for Salaries.

[3] Law No. I-430 amending the Law of the Republic of Lithuania on the Budget Structure.

OVERVIEW METHODOLOGY

Data sources:

The overview is based on an analysis of administrative data. The sources of the data used in the overview are listed below:

- ✓ Government Effectiveness: Estimate: World Bank;
- ✓ Expenditure on staff salaries in the general government sector: EUROSTAT;
- ✓ Salary bill data: Reports on the implementation of the Expenditure Plan of the State Budget of the Republic of Lithuania, submitted by the Ministry of Finance and the institutions in 2023 and 2024;
- ✓ Number of staff and average salaries at institutional level in 2023 and 2024: SODRA: open data on enterprises;
- ✓ Average salaries at institutional and post level in 2023 and 2024: Public Sector Accounting and Reporting Consolidation Information System (VSAKIS).

Data quality

In the course of the analysis, there have been cases where general government sector entities have adjusted the 2023 and 2024 salary data due to identified discrepancies and have not ensured the accuracy and consistency of the data. Data quality is a prerequisite for reliable analysis and effective policy monitoring.

Overview sample

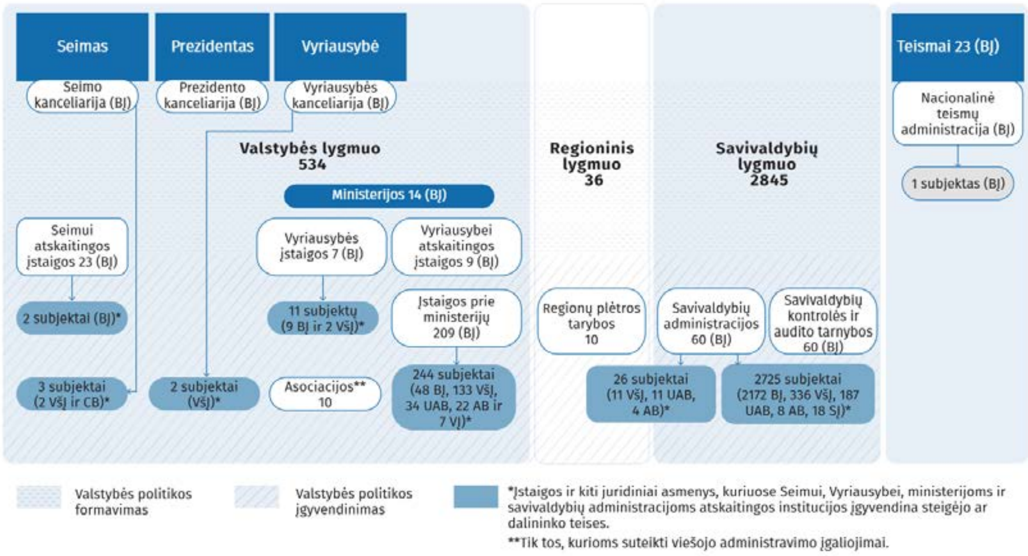
The overview sample is based on the Chart of general government sector entities (Fig. 1). The study includes entities at state and municipal level and courts. At the state level, the analysis covers the Offices of the President, the Seimas, and the Government; ministries, government agencies, bodies reporting to the Government, bodies within ministries, bodies in which the institutions reporting to the Seimas, the Government and ministries exercise the rights of a founder or a sharer. At the municipal level, municipal administrations, municipal control and audit services are covered. The analysis of the salary bill is carried out at institutional level, looking at data by appropriation manager.

The period analysed is 2023 and 2024.

Overview sample limitations: for institutions employing fewer than 4 insured persons, AE data are not published. For posts with fewer than 2 incumbents, the average official salary is not published (the value in the graph is 0). Data on posts in institutions reporting to the Ministry of National Defence are not published. Institutions included in the list of criminal intelligence entities[4] are not included in the study.

[4] Resolution on the Approval of the List of Criminal Intelligence Entities and the Scope of their Criminal Intelligence.

Fig. 1. System of Lithuanian general government sector entities



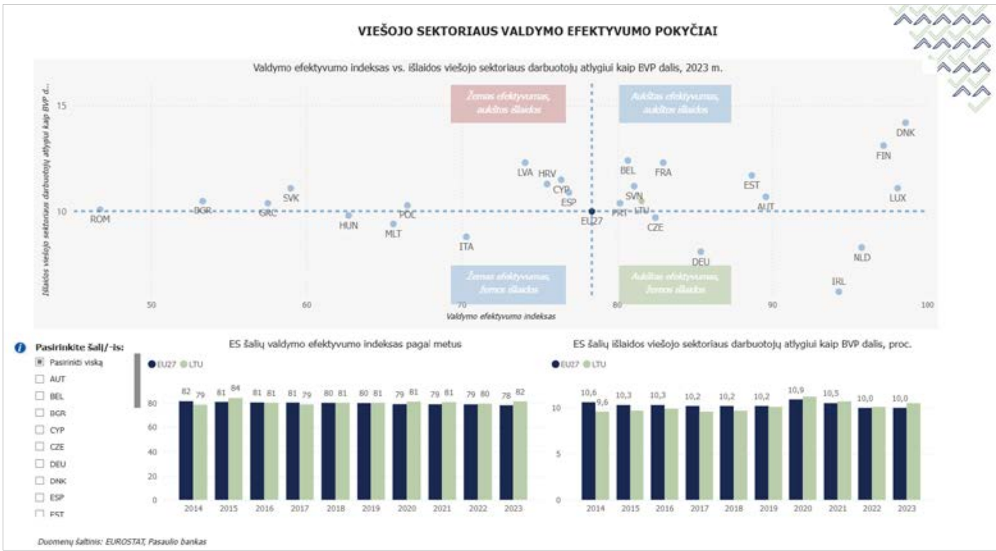
Source: [the Ministry of the Interior (updated on: 4 March 2025)]

MAIN RESULTS OF THE OVERVIEW

IN RECENT YEARS, LITHUANIA'S GENERAL GOVERNMENT SECTOR EFFECTIVENESS HAS REMAINED STABLE AND ABOVE THE EU AVERAGE

- ✓ Around one in five people in Lithuania work in the general government sector[5], but this proportion is gradually decreasing. In 2021, in Lithuania it comprised 22%, slightly above the OECD average (19%). In 2023, in Lithuania this proportion amounted to 21%. The highest proportion of the general government sector in the employment structure remains in the Scandinavian countries: Denmark (27%) and Finland (26%).
- ✓ According to the World Bank, Lithuania's Government Effectiveness Estimate[6] has remained stable over the past five years, with a score of 80-81. Since 2020, this indicator has been above the European Union average: in 2023, Lithuania scored 81.6, compared to the EU average of 79.2.
- ✓ Since 2020, Lithuania's share of GDP devoted to general government sector salaries has been slightly above the EU average. In 2023, Lithuania's result was 10.5% of GDP, compared to 10% in the EU.
- ✓ Lithuania (2023 data) is among the EU countries with high management effectiveness and a higher than average share of GDP spent on general government sector staff salaries. Other countries in this group include the Scandinavian countries, France, Belgium, Austria, and Estonia.

Fig. 2. Changes in the effectiveness of general government governance



Source: World Bank, Eurostat

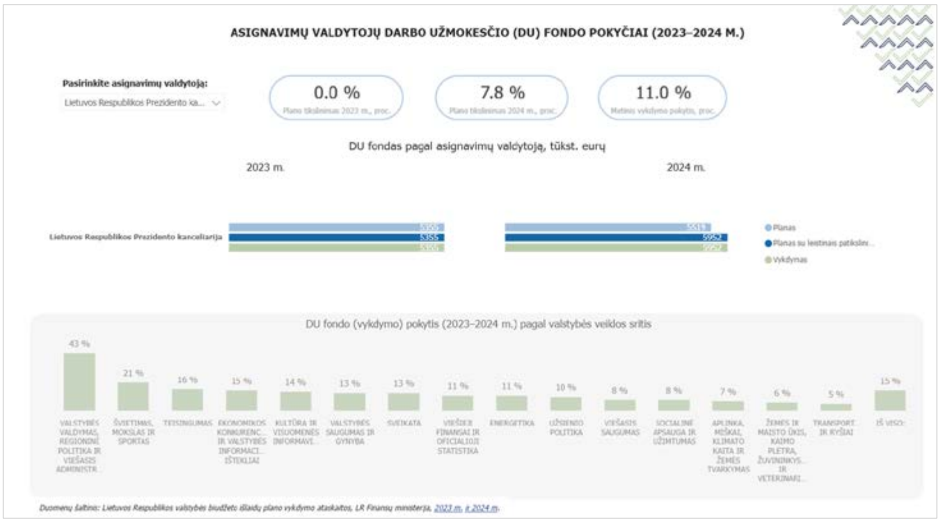
[5] Eurostat's term General government is used, which includes central and local government bodies and social security funds. A more detailed definition: [Glossary: General government sector - Statistics Explained - Eurostat](https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Glossary:General_government_sector).

[6] *Government Effectiveness* covers the quality of public services, the professionalism of the civil service and its independence from political pressure, the quality of policy formulation and implementation, and the credibility of commitments. The table presents indicators from the data sources used to compile the Worldwide Governance Indicators (WGI) index. For more information on the methodology used to calculate the indicator, please visit: www.govindicators.org.

THE SALARY BILL OF APPROPRIATION MANAGERS IS INCREASING, THE FINANCIAL FLEXIBILITY GRANTED TO THE INSTITUTIONS IN THE PRACTICE OF SALARY MANAGEMENT IS STILL USED TO A LIMITED EXTENT

- ✓ The salary bill of appropriation managers (execution) increased by 15% between 2023 and 2024, from EUR 2.656 billion to EUR 3.043 billion.
- ✓ The highest growth was recorded in general government, regional policy and public administration, where the salary bill grew by 43%, above the overall growth average. The main contributing factor to this growth was the more than threefold increase in the salary bill of the Central Electoral Commission of the RL due to the 2024 elections to the Seimas, the President, and the European Parliament[7].
- ✓ A more significant increase in the salary bill of appropriation managers was also observed in the area of education, science and sport (+21%), where the variation between appropriation managers was mostly between 16% and 33%. In the area of justice, the overall increase in the salary bill was 16%. In the area of economic competitiveness and public information resources, the increase was 15%, in the area of culture and public information it amounted to 14%, and in the areas of health, national security and defence, the increase comprised 13% per area.
- ✓ The smallest increases in the salary bill were recorded in the areas of transport and communications (+5%), agriculture, food, rural development, fisheries and veterinary medicine (+6%).
- ✓ While the increase in the salary bill has been recorded for the majority of appropriation managers, less than half of the institutions have made use of the flexibility in the management of their appropriations introduced alongside the civil service reform in 2024, similar to the situation in 2023, when the provision was not yet in force. This shows that the additional flexibility has not yet been actively used and the use of its potential remains limited.

Fig. 3. Changes in the salary bill of appropriation managers: Office of the President of the Republic of Lithuania (for other institutions, see the interactive tool)



Source: reports on the implementation of the Expenditure Plan of the State Budget of the Republic of Lithuania, submitted by the Ministry of Finance and the institutions in 2023 and 2024.

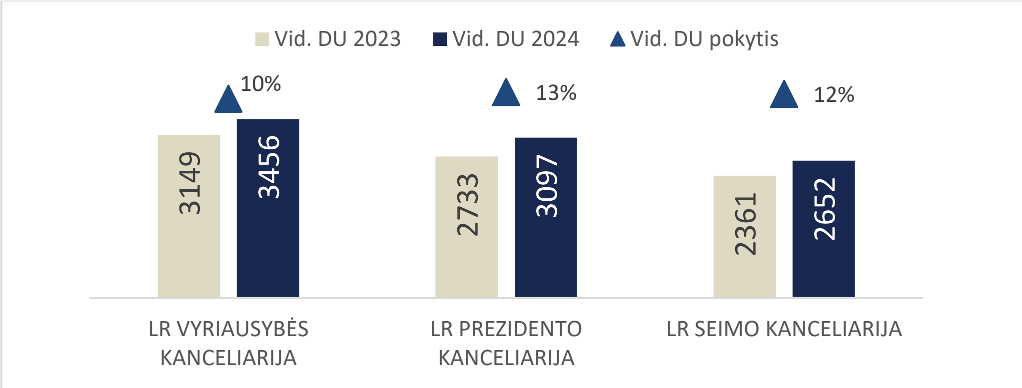
Calculations: National Audit Office

[7] Information from the Central Electoral Commission.

THE REFORM HAS HAD A MORE SIGNIFICANT IMPACT ON INSTITUTIONS PREVIOUSLY PAYING LOWER AVERAGE SALARIES

- ✓ In institutions with public administration functions, the average salary increased by around 10% between 2023 and 2024 (from EUR 2,377 to EUR 2,622 before tax), with a slight change in staff numbers (+1%).
- ✓ In the Offices of the President of the RL, the Government and the Seimas, the average gross salary growth between 2023 and 2024 was similar, with an average increase of 11% (from EUR 2,747 to EUR 3,068), while staff numbers remained stable. The highest average salaries in 2024 were recorded in the Office of the Government (EUR 3,456 before tax) and the lowest salaries were in the Office of the Seimas (EUR 2,652 before tax).
- ✓ At the ministry level, the fastest growth in average gross salary was observed in the institutions with the lowest salaries before the reform: the Ministries of Education, Science and Sport (from EUR 2,873 to EUR 3,355, +17%) and Culture (from EUR 2,785 to EUR 3,190, +15%). Changes in staff numbers in these ministries were insignificant (-3% and +4% respectively).
- ✓ Salaries in the Ministry of National Defence increased by 12% (from EUR 3,294 to EUR 3,685 before tax). In addition, a higher increase in the number of staff than in the other ministries, +7%, was recorded in the MND.
- ✓ Before the reform (in 2023), the highest average gross salary were observed in the Ministries of Energy (EUR 3,342), National Defence (EUR 3,294), Transport and Communications (EUR 3,237), and Social Security and Labour (EUR 3,200). These ministries maintained their leading positions in 2024, with the Ministry of National Defence rising to the first place.
- ✓ In 2024, the differences in average salaries between ministries have decreased compared to 2023, resulting in a more even salary distribution.
- ✓ In the National Courts Administration, average salary growth was 4%. At the courts level, significant changes were recorded, with an overall average salary increase of around 20%. The highest increases were observed in the district courts of Alytus (from EUR 2,196 to EUR 2,849 before tax) and Plungė (from EUR 2,249 to EUR 2,927) (+30%), which before the reform had the lowest average salaries. The smallest change was recorded in the Constitutional Court (from EUR 3,638 to EUR 3,771, +4%), where the highest salary was recorded in 2023. In most courts, the number of staff decreased by a couple of percent, with only marginal increases in a few cases.
- ✓ Average salaries in institutions reporting to the ministries increased by around 12% between 2023 and 2024. The highest increase was recorded in institutions reporting to the Ministry of Education, Science and Sport (+17%), where salary levels were among the lowest before the reform. Institutions reporting to the Ministry of Energy had the lowest salary growth of 5.6%, with some of the highest average salaries before the reform.

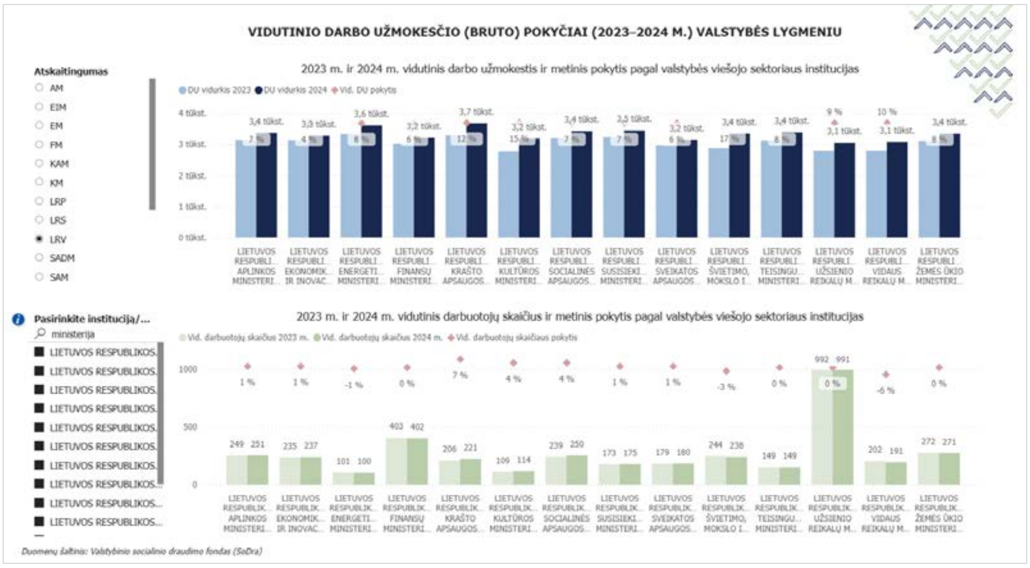
Fig. 4. Annual changes in average salary (before tax) in Institutions, 2023-2024



Source: SODRA: open data on enterprises

Calculations: National Audit Office

Fig. 5. Changes in average salary (before tax) in general government sector entities at national level: Ministries (for other institutions, see the interactive tool)



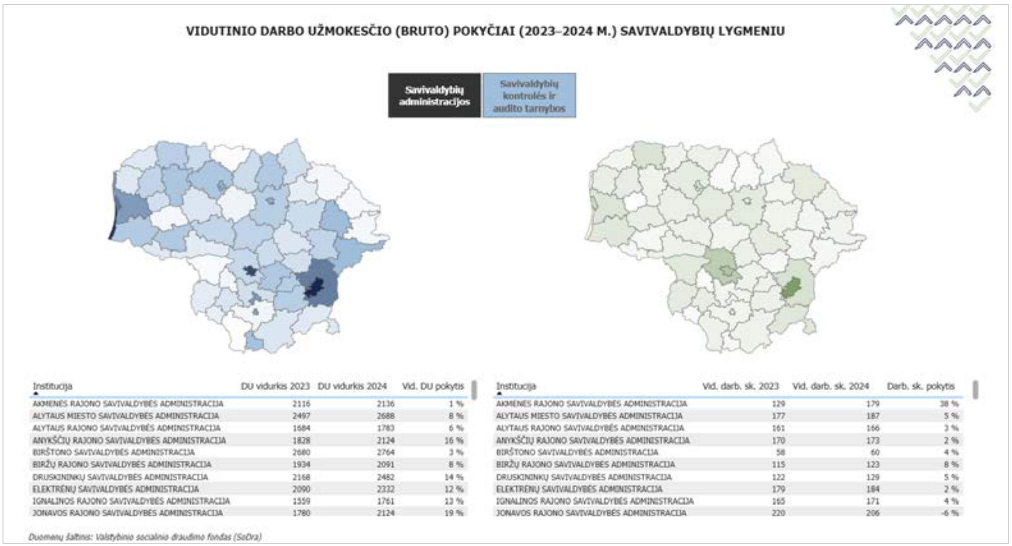
Source: SODRA: open data on enterprises

Calculations: National Audit Office

ALMOST ALL MUNICIPAL ADMINISTRATIONS HAVE RECORDED SALARY INCREASES, WITH UNEVEN CHANGES IN STAFF NUMBERS

- ✓ In municipal administrations, the average gross salary increased in 2024 in almost all cases (except Radviliškis, -20%). Total average salary increase comprised 11% on average (from EUR 2,020 to EUR 2,235 before tax). The highest increase in gross average salary was observed in the municipal administrations of Klaipėda city (+26%, from EUR 2,368 to EUR 2,973), Jonava district (+19%, from EUR 1,780 to EUR 2,124), and Šiauliai district (+17%, from EUR 2,070 to EUR 2,421). Of these municipalities, only Jonava district had an average salary in 2023 that was significantly below the municipal average.
- ✓ The lowest salary increases were recorded in the municipal administrations of Birštonas district (+3%, from EUR 2,680 to EUR 2,764) and Akmenė district (+1%, from EUR 2,116 to EUR 2,136). In these administrations, salaries in 2023 were higher than the municipal average.
- ✓ The highest average salaries (before tax) in 2024 were paid in the municipal administrations of Vilnius (EUR 3,438), Neringa (EUR 3,364), and Kaunas (EUR 3,230). The average salaries in these administrations increased by 6%, 8% and 10% respectively. The staff numbers grew by 4-6%.
- ✓ The municipal administrations with the lowest average salaries in 2023 were Visaginas district (EUR 1,524 before tax), Lazdijai district (EUR 1,542), Ignalina district (EUR 1,559), and Joniškis district (EUR 1,581), which in 2024 increased their salaries by 14%, 8%, 13% and 7% respectively.
- ✓ Staff number changes in municipal administrations were very uneven. The highest increases were recorded in the municipal administrations of Radviliškis district (+158%), Akmenė district (+38%), and Tauragė district (+14%), but 12 municipalities recorded a growth of less than 1% and six municipalities recorded a decrease.
- ✓ There was no significant correlation between salary growth and staff number dynamics, reflecting the different strategies of municipalities in terms of staffing and salary bill management.
- ✓ Only 13 institutions carried out overviews of salary changes for their municipal control and audit services, as in most cases the number of staff does not exceed 4 (in which case Sodra data is not published). In most of the services included in the sample, the average salary increased on average from EUR 3,073 to EUR 3,643 before tax (except for Marijampolė, -27%): the highest increase was observed in the control and audit services of Kaunas district (+23%) and Klaipėda city (+22%).

Fig. 6. Changes in average salary (before tax) in general government sector entities at municipal level: Municipal Administrations (for other institutions, see the interactive tool)



Institucija	DU vidurkis 2023	DU vidurkis 2024	Vid. DU pokytis
AKMENĖS RAJONO SAVIVALDYBĖS ADMINISTRACIJA	2116	2136	1 %
ALYTAUS MIESTO SAVIVALDYBĖS ADMINISTRACIJA	2497	2688	8 %
ALYTAUS RAJONO SAVIVALDYBĖS ADMINISTRACIJA	1684	1783	6 %
ANYKŠČIŲ RAJONO SAVIVALDYBĖS ADMINISTRACIJA	1828	2124	16 %
BIRŠTONO SAVIVALDYBĖS ADMINISTRACIJA	2680	2764	3 %
BIRŽŲ RAJONO SAVIVALDYBĖS ADMINISTRACIJA	1934	2091	8 %
DRUSKININKŲ SAVIVALDYBĖS ADMINISTRACIJA	2168	2482	14 %
ELEKTRĖNŲ SAVIVALDYBĖS ADMINISTRACIJA	2090	2332	12 %
IGNALINOS RAJONO SAVIVALDYBĖS ADMINISTRACIJA	1559	1761	13 %
JONAVOS RAJONO SAVIVALDYBĖS ADMINISTRACIJA	1780	2124	19 %

Institucija	Vid. darb. sk. 2023	Vid. darb. sk. 2024	Darb. sk. pokytis
AKMENĖS RAJONO SAVIVALDYBĖS ADMINISTRACIJA	129	179	38 %
ALYTAUS MIESTO SAVIVALDYBĖS ADMINISTRACIJA	177	187	5 %
ALYTAUS RAJONO SAVIVALDYBĖS ADMINISTRACIJA	161	166	3 %
ANYKŠČIŲ RAJONO SAVIVALDYBĖS ADMINISTRACIJA	170	173	2 %
BIRŠTONO SAVIVALDYBĖS ADMINISTRACIJA	58	60	4 %
BIRŽŲ RAJONO SAVIVALDYBĖS ADMINISTRACIJA	115	123	8 %
DRUSKININKŲ SAVIVALDYBĖS ADMINISTRACIJA	122	129	5 %
ELEKTRĖNŲ SAVIVALDYBĖS ADMINISTRACIJA	179	184	2 %
IGNALINOS RAJONO SAVIVALDYBĖS ADMINISTRACIJA	165	171	4 %
JONAVOS RAJONO SAVIVALDYBĖS ADMINISTRACIJA	220	206	-6 %

Source: SODRA: open data on enterprises

Calculations: National Audit Office

THE SALARIES OF STAFF IN MANAGERIAL POSITIONS ARE AMONG THE HIGHEST RISING—A RESULT THAT REFLECTS THE OBJECTIVE OF THE REFORM TO STRENGTHEN THE EFFECTIVENNES OF INSTITUTIONAL MANAGEMENT

- ✓ The analysis of changes in salaries is based on the average level of official salaries for different posts, as the reform has directly affected the main components of this remuneration, namely the basic amount and the coefficient.

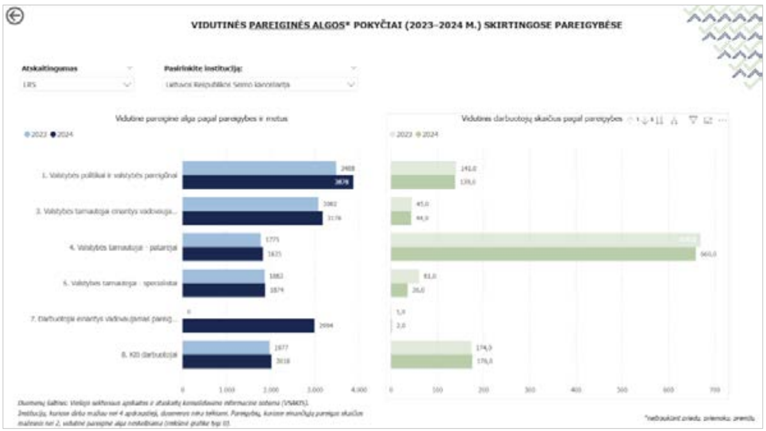
- ✓ In the Office of the President and the Office of the Government of the RL, the highest increase was recorded in the group of civil servants and staff in managerial positions, whose average official salary increased by about 32%: from EUR 3,127 to EUR 4,102 in the Office of the President of the RL and from EUR 2,412 to EUR 3,177 in the Office of the Government of the RL. In the Office of the Seimas, the most significant change was seen in the posts of state politicians and officials, whose official salaries increased by 11%, from EUR 3,488 to EUR 3,878.

- ✓ In the ministries, the highest increases were recorded in two groups of posts: civil servants in managerial positions (+17%) and specialist civil servants (+16%).

- ✓ There are marked differences between ministries, with increases in the official salaries of civil servants in managerial positions ranging from 8% in the Ministries of National Defence (from EUR 3,505 to EUR 3,801) and Culture (from EUR 2,907 to EUR 3,951) to 37% in the Ministry of Education, Science and Sport (from EUR 3,163 to EUR 4,329). In the group of specialist civil servants, the biggest changes were recorded in the Ministry of Justice (from EUR 2,076 to EUR 2,677, +29%) and the Ministry of National Defence (from EUR 2,356 to EUR 2,977, +26%).

- ✓ The analysis of aggregated data from municipal administrations shows that the average official salaries in the post groups of specialist civil servants (from EUR 2,156 to EUR 2,472, +15%) and of state politicians and state officials (from EUR 3,682 to EUR 4,081, +11%) have increased more rapidly. The salaries of civil servants in managerial positions increased by 10% (from EUR 3,047 to EUR 3,361).

Fig. 7. Average salary changes for different posts: Office of the Seimas of the Republic of Lithuania (for other institutions, see the interactive tool)



Source: Public Sector Accounting and Reporting Consolidation Information System (VSAKIS).
Calculations: National Audit Office

2025