

Intrinsic and Organizational Drivers of Civil Servants' Work Motivation in Public Service Delivery: A Documentary Evidence Synthesis from Central Maluku, Indonesia

Pnielya Jenny Lessi¹, Wahab Tuanaya², H.V.R. Pattimukay³, Muhtar⁴

Master of Public Administration Program, Postgraduate Program, Universitas Pattimura, Ambon, Indonesia¹
Department of Government Studies, Faculty of Social and Political Sciences, Universitas Pattimura, Ambon, Indonesia²

Department of Public Administration, Faculty of Social and Political Sciences, Universitas Pattimura, Ambon, Indonesia³

Department of Government Studies, Faculty of Social and Political Sciences, Universitas Pattimura, Ambon, Indonesia⁴

✉ Corresponding Author's Email: muhtar@lecturer.unpatti.ac.id

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ABSTRACT

Civil servants' motivation is central to public-service performance, particularly in geographically dispersed local governments. This study identifies intrinsic motivational mechanisms and organizational conditions relevant to public-service delivery at the Regional Personnel and Human Resources Development Agency (BKPSDM) of Central Maluku, Indonesia. A qualitative documentary case study combined with an integrative evidence synthesis was employed. A final evidence set of 21 sources was organized into four source groups, guided by a documented search logic and eligibility protocol. Deductive and inductive coding were applied, and driver clusters were retained through three independent evidence-stream criteria: broader evidence (A), Indonesian public-sector empirical evidence (B), and direct Central Maluku/BKPSDM relevance (C). The findings show that recurrent intrinsic mechanisms include recognition and achievement, responsibility and autonomy, professional growth and competence, and public-service meaning. Organizational conditions include supervisory and organizational support, goal and administrative clarity, career development and non-financial recognition, workable administrative systems, manageable job demands, supportive working conditions, and service-user feedback. These findings suggest that motivation should be managed through a complementary architecture that links meaningful work and psychological need satisfaction with organizational resources and constraints. The documentary design provides a context-grounded framework for field testing but does not estimate employee-level causal effects.

Keywords: Civil Servants; Work Motivation; Intrinsic Motivation; Organizational Conditions; Public Service Motivation; Central Maluku

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INTRODUCTION

Public service delivery is often framed as a problem of rules, structures, technology, and administrative capacity, but the effectiveness of those systems ultimately depends on employees' willingness to sustain attention, persistence, initiative, and care. This issue is especially important in personnel administration, where errors or delays in staffing data, career decisions, competency development, performance administration, and information services can affect many organizational units at once. Indonesia's State Civil Apparatus (ASN) framework positions ASN employees as implementers of public policy and providers of professional public services, while the national performance management framework explicitly links role clarity and responsibility with efforts to motivate employees to optimize their competencies and skills (Republic of Indonesia, 2023; Ministry of Administrative and Bureaucratic Reform, 2022). Work motivation is therefore treated in this study as an organizational capacity issue that connects employee experience with the reliability of public-service delivery.

Work motivation can be understood as the forces that energize, direct, and sustain work-related behavior. Herzberg's motivation-hygiene framework remains useful because it separates motivators associated with the work itself (achievement, recognition, responsibility, advancement, and growth) from hygiene conditions such as supervision, policy, salary, relationships, status, and working conditions (Herzberg et al., 1959). The distinction is not equivalent to a simple internal versus external dichotomy, but it provides a practical starting point for examining why employees may remain dissatisfied even when formal employment conditions are stable, or why employees can be highly engaged when they experience meaningful responsibility and recognition. In the Indonesian civil service, Ramadhon et al. (2024) tested this logic with 303 civil servants from central and regional institutions. Recognition, responsibility, possibility of growth, and achievement emerged as important motivators, while policies and administrative systems, salary, supervisor capability, working conditions, and employment status were identified as hygiene conditions that could reduce motivation when they fell short of expectations.

A second perspective is self-determination theory (SDT), which differentiates autonomous from controlled forms of motivation and emphasizes the basic psychological needs for autonomy, competence, and relatedness (Gagné & Deci, 2005; Ryan & Deci, 2000). This perspective is especially relevant to civil service because public employees can be externally compliant with rules while differing substantially in the degree to which they internalize public service goals. Recent work integrating SDT and public service motivation (PSM) shows that PSM is closely connected with autonomous regulation and that satisfaction of autonomy, competence, and relatedness needs contributes to its development (Vandenabeele & Breaugh, 2025). Guo et al. (2024) similarly show that different forms of civil servants' motivation are associated with different behavioral outcomes, including withdrawal and taking-charge behavior. These findings caution against treating motivation as a single undifferentiated quantity.

Public service motivation adds a sector-specific layer. PSM refers to motives grounded in public institutions and oriented toward public interest, compassion, and service (Perry & Wise, 1990; Perry, 1996). The construct does not replace general work motivation; rather, it helps explain why meaningful public contribution can itself be motivating. A 2024 meta-analysis covering 177 studies and 179 independent samples found that job resources and personal resources were positively related to PSM, whereas hindrance demands were negatively related to it. Among specific job resources, social support, goal clarity, organizational justice, and autonomy were positively associated with PSM (Tang et al., 2024). A separate

meta-analysis found a moderate positive association between PSM and work engagement across cultural settings (Ding & Wang, 2023). Together, these results suggest that employee motivation in the public sector is produced by an interaction between personal meaning and organizational design.

The job demands-resources perspective makes that interaction explicit. Job resources, such as support, autonomy, clarity, learning opportunities, and fair procedures, help employees meet work goals and preserve energy, whereas persistent demands without adequate resources can deplete psychological capacity (Bakker, 2015). This is a useful lens for local government because employees must respond simultaneously to formal regulations, administrative deadlines, digital systems, public expectations, and internal coordination demands. Recent public-sector research shows that high PSM does not automatically neutralize difficult work conditions. For example, role conflict and goal ambiguity can still erode job satisfaction, and the effect of PSM varies according to the specific job demand (Suk et al., 2026). The practical implication is that governments should not rely on public-service calling as a substitute for adequate work design.

Recent Indonesian evidence also points to the managerial value of non-financial resources. Irwan et al. (2025), using survey data from 357 public-sector workers, found that work-life balance, career advancement, job enrichment, and recognition were positively associated with employee motivation, with perceived organizational support acting as an important mechanism and transformational leadership strengthening several relationships. A survey experiment among street-level bureaucrats in Magelang further demonstrated that positive citizen feedback can enhance PSM, whereas negative feedback can reduce it (Pratama et al., 2025). In local government, Zai and Tinambunan (2025) reported that achievement and recognition were prominent predictors in a model linking motivation, employee performance, and service quality. Although these studies differ in design and context, they converge on a central idea: public employees respond to both the intrinsic content of service work and the extrinsic environment that signals fairness, support, feedback, and opportunity.

Central Maluku provides a relevant context for examining these mechanisms. The regency is geographically dispersed across 49 islands and 19 sub-districts, with 196 villages and urban villages. At the end of 2025, the Central Maluku Regency Government employed 10,100 ASN personnel, comprising 6,513 PNS and 3,587 PPPK (BPS-Statistics Maluku Tengah Regency, 2026). The workforce is highly differentiated by occupation: teachers, health professionals, technical functional officers, managers, supervisors, and general functional staff all depend on personnel services and development systems. This scale places the Regional Personnel and Human Resources Development Agency (*Badan Kepegawaian dan Pengembangan Sumber Daya Manusia*, BKPSDM) in a strategically important coordinating position.

BKPSDM's local institutional responsibilities reinforce that importance. Central Maluku's regulation on study assignments and study permits identifies BKPSDM as the institution responsible for regulating, coordinating, supervising, and controlling competency development arrangements for civil servants (Regent of Central Maluku, 2021). Nationally, job competency standards require technical, managerial, and socio-cultural competencies (Ministry of Administrative and Bureaucratic Reform, 2017). These responsibilities mean that BKPSDM employees are not only recipients of HR policies; they are also administrators of the systems through which other civil servants experience career development, competency recognition, performance expectations, and organizational support.

The most direct empirical evidence from BKPSDM Central Maluku concerns employee performance

rather than motivation. Tuarita et al. (2025) surveyed 46 BKPSDM employees and found that technical and managerial competencies had positive significant relationships with employee performance. This finding establishes the local importance of competence as a performance resource, but it does not show that competence, recognition, autonomy, public service meaning, supervisory support, or other factors are motivational determinants among BKPSDM employees. Treating that performance study as direct motivation evidence would therefore overstate what the local data can support.

The research gap is therefore more specific than a general lack of studies on civil servant motivation. Three disconnects remain. First, the available BKPSDM study explains variation in performance through competence but does not examine work motivation as the focal construct. Second, Indonesian public-sector studies identify important factors such as recognition, career development, organizational support, supervision, and citizen feedback, yet these factors have not been synthesized into a single framework that distinguishes work-content motivators from organizational conditions and links them to SDT, PSM, and job demands-resources mechanisms. Third, international SDT/PSM and meta-analytic evidence explains general motivational mechanisms but does not establish which of those mechanisms are institutionally relevant to an archipelagic local government HR agency serving a large and dispersed ASN workforce. The unresolved problem is thus the absence of a transparent, context-grounded synthesis that connects direct local evidence, Indonesian public-sector evidence, and broader motivational theory without claiming employee-level effects that have not been measured.

Accordingly, the study addresses three questions: (1) which intrinsic motivational mechanisms are most recurrent across the included evidence; (2) which organizational conditions and resources are most salient for public service delivery in the Central Maluku context; and (3) how can the retained mechanisms and conditions be translated into a practical motivation management framework for BKPSDM? The study contributes by integrating Herzberg, SDT, PSM, and job demands-resources perspectives through an explicit evidence-convergence procedure, while separating direct local evidence about institutional context and performance from transferable evidence about motivational mechanisms. The terms intrinsic and organizational are used as analytical organizing categories rather than as a direct reproduction of SDT's intrinsic versus extrinsic taxonomy. This design produces a testable, management-oriented framework rather than a causal ranking of BKPSDM employees' motivation determinants.

METHODS OF RESEARCH

This study employed a qualitative documentary case study combined with an integrative evidence synthesis. The case was defined as work motivation in civil service delivery associated with BKPSDM Central Maluku Regency and its wider local government personnel environment. The unit of analysis was a motivation-related driver claim (for example, recognition, autonomy, goal clarity, or workload) supported by one or more documentary or empirical sources. The design was selected because no verified primary survey dataset on BKPSDM employee motivation was available; consequently, the analysis was designed to identify convergent and institutionally relevant drivers, not to estimate employee-level causal effects.

The evidence base was organized into four source groups with distinct analytical roles. Group 1 comprised official institutional and statistical sources used to establish the Central Maluku service environment and formal ASN expectations. Group 2 comprised direct local empirical evidence from

BKPSDM Central Maluku and was used only for what it directly demonstrates about competence and employee performance. Group 3 comprised Indonesian public-sector empirical studies on work motivation, PSM, non-financial incentives, feedback, performance, and service quality. Group 4 comprised broader peer-reviewed and foundational evidence, including international empirical studies, meta-analyses, and core theory on SDT, PSM, Herzberg, and job demands-resources. Groups 1-2 establish institutional context and direct local relevance; Group 3 provides Indonesian empirical support; and Group 4 provides broader mechanism-level evidence. National regulations are used as normative and implementation constraints, not as empirical proof that a driver increases motivation.

Sources were located through a targeted, iterative search protocol covering evidence available through 31 August 2026. Search locations included official Indonesian government portals (BPS and the national regulation database), journal publisher websites, DOI records, PubMed/PMC, and Indonesian journal repositories. Search logic was adapted to each platform but used reproducible combinations equivalent to: (i) "BKPSDM Maluku Tengah" AND (competence OR performance OR motivation); (ii) ("civil servant" OR ASN OR "public sector") AND (motivation OR "public service motivation" OR recognition OR "organizational support" OR career OR feedback) AND Indonesia; (iii) ("public service motivation" OR PSM) AND ("self-determination theory" OR autonomy OR competence OR relatedness OR "goal clarity" OR "organizational justice" OR "job demands-resources" OR workload); and (iv) the exact titles or identifiers of relevant Central Maluku regulations, ASN regulations, and official statistical publications. Inclusion required identifiable authorship or accountable institutional publication, direct relevance to a focal construct or the BKPSDM service context, sufficient methodological or documentary information to delimit the claim supported, and verifiable bibliographic information. Duplicate records, unsupported commentary, unverifiable items, and sources without a defensible link to public-sector motivation or the local case were excluded. The final evidence set comprised 21 sources: 5 official/statistical/regulatory sources, 1 direct BKPSDM empirical study, 4 Indonesian public-sector empirical studies, and 11 broader international, meta-analytic, or foundational sources. Because the original searches were purposive and iterative rather than a prospectively registered systematic review, platform-level hit counts and exact exclusion counts were not logged prospectively and are not reconstructed retrospectively; Table 1A therefore reports the complete search logic and final included evidence set rather than fabricated PRISMA-style counts.

Table 1A. Search Strategy and Final Evidence-Set Audit

Source group	Search locations	Representative search logic	Analytical role	Final included (n)
Official/institutional	BPS; peraturan.bpk.go.id; official government portals	Exact publication/regulation titles; "Maluku Tengah Dalam Angka 2026"; ASN performance/competency regulations	Local context, formal responsibilities, normative constraints; not empirical motivation effects	5
Direct local empirical	Journal/repository and DOI searches	"BKPSDM Maluku Tengah" (competence performance motivation) AND OR OR	Direct evidence; BKPSDM currently performance/competence rather than motivation	1

Indonesian public-sector empirical	Indonesian journals/repositories; publisher/DOI pages	("civil servant" OR ASN OR "public sector") AND (motivation OR PSM OR recognition OR support OR career OR feedback) AND Indonesia	Indonesian empirical evidence for motivational or organizational propositions	4
Broader evidence	Publisher sites; DOI records; PubMed/PMC	("public service motivation" OR PSM) AND (SDT OR autonomy OR competence OR relatedness OR goal clarity OR justice OR JD-R OR workload)	International/meta-analytic/foundational mechanism evidence	11

Note: Search coverage was updated through 31 August 2026. Final included sources total n = 21. Initial platform hit counts are not reported because they were not prospectively logged during the iterative targeted search; the manuscript does not retrospectively invent screening numbers.

Each source was entered into an evidence matrix containing source group, population or institutional scope, design, focal construct, direction of the reported relationship or claim, research question relevance, and degree of local applicability. Deductive coding first organized evidence into two analytical domains: intrinsic motivational mechanisms and organizational conditions/resources. Intrinsic codes concerned experienced work content, meaning, achievement, responsibility, autonomy, competence, growth, or psychological need satisfaction. Organizational codes concerned conditions or signals supplied by the work environment, including supervision, organizational support, goal clarity, justice, career systems, formal rewards, workload, working conditions, administrative systems, and service-user feedback. These labels are analytical organizing categories rather than a reproduction of SDT's intrinsic/extrinsic taxonomy: autonomy and competence are basic psychological needs, PSM is a sector-specific motivational orientation, and workload/working conditions are job demands or resources. Recognition was coded as intrinsic when it functioned as informational acknowledgement of achievement and as organizational when it referred to a formal reward practice. Inductive consolidation then merged overlapping codes into management-relevant driver clusters.

The three research questions were linked to the evidence and coding process before synthesis. RQ1 was answered primarily from Groups 3–4 by identifying recurrent intrinsic mechanism codes and then checking their institutional relevance against Groups 1–2. RQ2 began with Groups 1–2 to establish Central Maluku's actual service and organizational conditions and then used Groups 3–4 to assess which organizational resources or constraints had transferable motivational support. RQ3 synthesized only clusters retained under the independent A–B–C evidence-stream rule and translated them into management implications compatible with BKPSDM's documented responsibilities. For each question, synthesis emphasized recurrence and directional consistency across evidence streams, while preserving the boundary between direct local observation, Indonesian empirical evidence, broader mechanism evidence, and normative regulation.

A driver cluster was retained as contextually salient when it was supported by at least two of three independent evidence streams, with at least one empirical or broader mechanism stream (A or B) required. Criterion A (broader evidence) was met by evidence external to the Indonesian case, such as an international

peer-reviewed empirical study, meta-analysis/systematic synthesis, or foundational theory used to support the construct or mechanism. Criterion B (Indonesian empirical support) was met only by an empirical study of Indonesian civil servants or public-sector workers; national regulations were not counted as Criterion B. Criterion C (direct Central Maluku/BKPSDM relevance) was met only when a Central Maluku/BKPSDM study, official local statistic, or local regulation demonstrated the institutional condition, responsibility, or service context to which the proposition applies. National ASN regulations were treated separately as normative compatibility checks and were not counted as empirical evidence under A, B, or C. The same source was not allowed to satisfy more than one criterion for the same driver. Meeting all three criteria does not imply a larger effect than meeting two; the criteria indicate breadth of evidence streams, not quantitative strength or ranking. Table 3 identifies the sources used for A, B, and C for each retained cluster.

Because the study uses publicly accessible documents and published research and does not involve recruitment, intervention, or collection of identifiable human-subject data, no new human-subject ethics approval was required for this documentary analysis. An evidence-conservative rule was nevertheless applied throughout: local claims are made only when supported by Central Maluku sources, while findings from other settings are described as transferable evidence or analytical propositions rather than as direct observations of BKPSDM employees.

Table 2. Core Evidence Used in the Documentary Synthesis

Source			Design / scope		Analytical role / research-question link
BPS-Statistics Maluku Regency (2026)	Maluku	Tengah	Official statistics	2025 regional	Establishes workforce scale, geography, access conditions, and local service demands for RQ2 and RQ3; does not measure motivation.
Republic of Indonesia (2023); Ministry of Administrative and Bureaucratic Reform (2017, 2022)			National regulations	ASN law and	Defines ASN public-service, competency, merit, and performance-management expectations used to interpret RQ2 and constrain RQ3 recommendations.
Regent of Central Maluku (2021)			Local development regulation	personnel-	Documents BKPSDM's competency-development responsibilities, supporting local institutional relevance for RQ2 and RQ3.
Tuarita et al. (2025)			Survey of 46 BKPSDM Central Maluku employees		Provides direct local evidence on competence and employee performance only; used for local relevance, not as direct evidence of motivation (RQ2/RQ3).
Ramadhon et al. (2024)			Survey of 303 Indonesian civil servants		Provides Indonesian evidence on recognition, responsibility, growth, achievement, supervision, pay, policy, and working conditions for RQ1/RQ2.
Irwan et al. (2025)			PLS-SEM survey of 357 Indonesian public-sector workers		Provides Indonesian evidence on career development, job enrichment, work-life balance, recognition, organizational support, and leadership for RQ1/RQ2.
Pratama et al. (2025)			Vignette-survey experiment, Indonesian street-level bureaucrats		Provides Indonesian experimental evidence that citizen feedback can influence PSM; informs the feedback driver in RQ2.
Tang et al. (2024)			Meta-analysis: 177 studies, 179 samples		Provides meta-analytic evidence on job resources, hindrance demands, and PSM for

Vandenabeele & Breaugh (2025); Guo et al. (2024)	Civil-servant studies using SDT/PSM	RQ1/RQ2. Provides SDT/PSM mechanism evidence on autonomy, competence, relatedness, regulation quality, and employee behavior for RQ1.
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Source: Authors' synthesis based on BPS-Statistics Maluku Tengah Regency (2026); Republic of Indonesia (2023); Ministry of Administrative and Bureaucratic Reform (2017, 2022); Regent of Central Maluku (2021); Tuarita et al. (2025); Ramadhon et al. (2024); Irwan et al. (2025); Pratama et al. (2025); Tang et al. (2024); Vandenabeele and Breaugh (2025); and Guo et al. (2024).

RESULT AND DISCUSSION

Results

1. Direct local evidence: service context and BKPSDM performance evidence

The first result is deliberately limited to what local sources can directly establish. Motivation at BKPSDM operates within a personnel system of substantial scale and geographic dispersion. Official statistics record 10,100 ASN employees in the Central Maluku Regency Government at the end of 2025, including 6,513 PNS and 3,587 PPPK. The workforce includes 5,053 teachers, 1,780 medical functional personnel, 484 technical functional personnel, 2,456 general functional or implementing personnel, and managerial/supervisory positions (BPS-Statistics Maluku Tengah Regency, 2026). These figures describe the service environment and coordination burden; they are not measures of employee motivation.

The service environment is also territorially dispersed. Central Maluku consists of 19 sub-districts and 49 islands. Cellular internet access is widespread but not uniform: in 2025, 181 villages or urban villages were recorded with 4G/LTE reception, 10 with 3G, two with 2.5G, and three with no cellular internet signal (BPS-Statistics Maluku Tengah Regency, 2026). These data do not directly measure employee motivation. They instead establish the local conditions under which clear procedures, responsive coordination, digital support, and manageable service processes become institutionally relevant.

The only direct employee-level study from BKPSDM in the evidence base concerns performance. Tuarita et al. (2025) surveyed 46 employees and reported that technical and managerial competencies significantly predicted employee performance. This finding is treated here as local performance evidence and as proof that competence is operationally salient in BKPSDM; it is not coded as evidence that competence causes motivation. The motivational interpretation of competence is evaluated separately through SDT/PSM evidence in the next subsection.

Table 3. Selected Central Maluku Personnel and Service-Environment Indicators		
Indicator	Verified 2025 value	Relevance to motivation/service delivery
Total ASN	10,100	Indicates the scale of personnel administration and HR-development coordination.
PNS	6,513	Core civil-servant population relevant to the article focus.
PPPK	3,587	Adds coordination and administrative complexity to the broader ASN system.
Bachelor degree or above (all ASN)	6,757 (S1 6,559; S2 196; S3 2)	A large professional workforce increases expectations for competence, career development, fair recognition and knowledge-intensive service.

Sub-districts / islands	19 / 49	Geographic dispersion increases the importance of clear procedures, digital support and responsive coordination.
Cellular internet signal by village/urban village	181 4G; 10 3G; 2 2.5G; 3 none	Shows heterogeneous access conditions for digital-first personnel services.
Recent BKPSDM employee study	46 employees surveyed (2025); performance outcome, not motivation	Direct local evidence that competence is salient for employee performance; used only for local relevance, not as proof of a motivation mechanism.

Source: Authors' compilation from BPS-Statistics Maluku Tengah Regency (2026) and Tuarita et al. (2025).

2. Intrinsic motivational mechanisms supported by convergent evidence

Across Groups 3-4, the most recurrent intrinsic pattern across the included evidence concerns whether employees experience their work as consequential, acknowledged, developmental, and subject to meaningful personal agency. Recognition and achievement recur in Indonesian civil-service and public-sector research (Ramadhon et al., 2024; Irwan et al., 2025), while Herzberg's broader motivation-hygiene framework provides the construct-level rationale for treating achievement and recognition as work-content motivators. This evidence supports a transferable proposition rather than an employee-level estimate for BKPSDM.

Responsibility, autonomy, and public-service meaning form a second mechanism cluster. Herzberg identifies responsibility as a motivator, while SDT explains why meaningful choice and ownership can support more autonomous forms of motivation. Vandenabeele and Breugh (2025) connect autonomy, competence, and relatedness need satisfaction with PSM development, Tang et al. (2024) report a positive meta-analytic association between job autonomy and PSM, and Guo et al. (2024) show that different regulation qualities are associated with different civil-servant behaviors. For BKPSDM, the analytical implication is bounded autonomy: ownership of cases, improvement tasks, and problem solving within formal accountability and procedural requirements.

Professional growth and competence form a third intrinsic/resource cluster, but the evidentiary roles must remain separate. The local Tuarita et al. (2025) study shows that competence is relevant to BKPSDM performance; it does not establish a motivational mechanism. The mechanism proposition comes from SDT/PSM research, in which competence need satisfaction and opportunities for mastery support higher-quality, more autonomous motivation (Vandenabeele & Breugh, 2025). Local regulations and national competency standards then establish why this mechanism is institutionally relevant: BKPSDM is responsible for coordinating competency development and operates inside a system that formally requires technical, managerial, and socio-cultural competencies (Regent of Central Maluku, 2021; Ministry of Administrative and Bureaucratic Reform, 2017).

Meaningful public contribution completes the intrinsic pattern. PSM research explains why employees can be motivated by perceived contribution to the public interest, while meta-analytic evidence links PSM with work engagement and performance-related outcomes (Ding & Wang, 2023; Tang et al., 2024). BKPSDM's work is often internally administrative, but its outputs - accurate personnel data, timely career administration, competency development, and clear HR support - shape the capacity of other public organizations. The article therefore treats task significance as a plausible motivation mechanism whose local relevance is strong, while its employee-level magnitude remains unmeasured.

3. Organizational conditions that enable or constrain motivation

Organizational conditions are treated here as resources, constraints, and signals supplied by the work environment rather than as a synonym for SDT's extrinsic motivation. The recurrent clusters concern supervisory and organizational support, goal and administrative clarity, career development and non-financial recognition, workable administrative processes, manageable demands, working conditions, and feedback. Supervisor capability and perceived organizational support recur across Indonesian research (Ramadhon et al., 2024; Irwan et al., 2025), while broader meta-analytic evidence identifies social support as a job resource positively associated with PSM (Tang et al., 2024).

Goal clarity, performance-management credibility, and organizational justice form a second cluster. Broader meta-analytic evidence shows positive associations of goal clarity and organizational justice with PSM (Tang et al., 2024). Indonesian evidence also identifies policies and administrative systems as hygiene conditions that can reduce motivation when they fall short of expectations (Ramadhon et al., 2024). Indonesia's ASN performance-management regulation is used here only as a normative compatibility check because it requires clear roles, results, and responsibilities; it is not treated as empirical proof of a motivational effect (Ministry of Administrative and Bureaucratic Reform, 2022). For BKPSDM, the resulting proposition is that ambiguity, opaque criteria, and inconsistent administrative expectations are evidence-based risks that should be tested locally.

Career development and non-financial recognition form a third cluster. Indonesian public-sector evidence indicates that career advancement, job enrichment, recognition, and related non-financial resources can strengthen employee motivation (Irwan et al., 2025), while Ramadhon et al. (2024) identifies growth and recognition as important motivators. Direct Central Maluku relevance comes from BKPSDM's documented responsibility for competency development (Regent of Central Maluku, 2021). Importantly, Tang et al. (2024) found that career opportunities were not significantly related to PSM in their meta-analysis; that result is therefore not counted as Criterion A for this cluster. The cluster is retained on B+C convergence and should be interpreted as an Indonesian and institutionally relevant proposition requiring local validation.

Working conditions, administrative burden, and workload form a fourth cluster. Herzberg's hygiene logic predicts dissatisfaction when basic conditions are inadequate, while the JD-R perspective explains how persistent hindrance demands can erode motivational resources. Tang et al. (2024) find a negative association between hindrance demands and PSM, and Suk et al. (2026) shows that the consequences of goal ambiguity and role conflict vary even among employees with high PSM. In Central Maluku, geographic dispersion and uneven connectivity make workflow design, digital reliability, role clarity, and workload distribution especially relevant organizational conditions.

Service-user feedback forms a fifth organizational/social cluster. Pratama et al. (2025) provide Indonesian experimental evidence that positive citizen feedback can strengthen PSM and negative feedback can reduce it. BKPSDM serves employees, applicants, managers, and organizational units, which makes feedback locally applicable as a service-process mechanism even though its motivational effect has not been measured in BKPSDM. Structured feedback can therefore serve two functions: service-quality information and credible acknowledgement of useful work. Negative feedback should be processed diagnostically and accompanied by organizational support rather than treated as unmanaged individual exposure.

4. Convergent driver architecture for BKPSDM

The retained framework includes only driver clusters that satisfy the revised independent evidence-stream rule in the Method. The synthesis preserves a strict evidence boundary: Criterion A captures broader mechanism evidence, Criterion B captures Indonesian empirical support, and Criterion C captures direct Central Maluku/BKPSDM relevance. National regulations are shown only as normative compatibility checks and do not satisfy the empirical criteria. The architecture is complementary rather than competitive: intrinsic mechanisms explain why employees may want to contribute, while organizational resources and constraints shape whether that contribution is feasible, credible, and sustainable. Table 3 provides an auditable A-B-C source map. The number of criteria met is not an effect-size ranking.

Table 4. Driver-by-Driver Independent Evidence-Stream Audit and Management Implications for BKPSDM Central Maluku

Driver cluster	Independent evidence-stream audit (A/B/C) and retention basis	BKPSDM management implication
Recognition and achievement mechanism (intrinsic)	a. : Herzberg et al. (1959) - broader foundational motivation-hygiene evidence. b. : Ramadhon et al. (2024); Irwan et al. (2025) - Indonesian empirical evidence on recognition/achievement. c. : no direct BKPSDM motivation evidence. Retained: A + B. No local effect size claimed.	Use specific, evidence-based recognition tied to service accuracy, timeliness, problem solving, and improvement; test its local motivational effect.
Responsibility, autonomy, and meaningful public service mechanism (intrinsic)	a. : Guo et al. (2024); Tang et al. (2024); Vandenabeele & Breugh (2025) - broader SDT/PSM evidence on autonomy, regulation quality, and public-service meaning b. : Ramadhon et al. (2024) - Indonesian evidence on responsibility. c. : BPS-Statistics Maluku Tengah Regency (2026); Regent of Central Maluku (2021) - local service scale and BKPSDM institutional role. Retained: A + B + C.	Delegate bounded process ownership and make the downstream public value of personnel administration visible.
Growth and competence mechanism (intrinsic/resource)	a. : Gagné & Deci (2005); Vandenabeele & Breugh (2025) - competence/mastery and autonomous motivation mechanisms b. : Ramadhon et al. (2024); Irwan et al. (2025) - growth, job enrichment, and development evidence in Indonesia. c. : Tuarita et al. (2025); Regent of Central Maluku (2021) - direct local performance relevance and competency-development responsibility. Retained: A + B + C.	Use competency mapping, targeted development, mentoring, and opportunities to apply newly developed skills.

Driver cluster	Independent evidence-stream audit (A/B/C) and retention basis	BKPSDM management implication
Leadership and organizational support (organizational resource)	a. : Tang et al. (2024); Bakker (2015) - broader job-resource/social-support rationale. b. : Ramadhon et al. (2024); Irwan et al. (2025) - supervisor capability, organizational support, and leadership evidence in Indonesia. c. : no direct BKPSDM motivational effect measured. Retained: A + B.	Train supervisors in coaching, feedback, workload dialogue, recognition, and supportive communication.
Goal clarity, administrative fairness, and performance-management credibility (organizational resource)	a. : Tang et al. (2024) - meta-analytic evidence for goal clarity and organizational justice b. : Ramadhon et al. (2024) - Indonesian evidence that weak policies/administrative systems function as hygiene risks. c. : no direct local motivational effect measured. Normative check (not a criterion): Ministry of Administrative and Bureaucratic Reform (2022). Retained: A + B.	Clarify service standards, case ownership, priorities, performance evidence, and administrative criteria; test perceived fairness locally.
Career development and non-financial recognition (organizational resource)	a. : — not counted; Tang et al. (2024) found career opportunities were not significantly related to PSM. b. : Irwan et al. (2025); Ramadhon et al. (2024) - Indonesian evidence on career advancement, job enrichment, growth, and recognition. c. : Regent of Central Maluku (2021) - direct institutional relevance through BKPSDM's competency-development role. Retained: B + C.	Link development to credible pathways and enriched assignments; treat motivational effects as propositions for local testing.
Work conditions, demands, and administrative systems (organizational constraint/resource)	a. : Tang et al. (2024); Suk et al. (2026); Bakker (2015) - broader evidence on hindrance demands, role conflict, goal ambiguity, and JD-R mechanisms. b. : Ramadhon et al. (2024) - Indonesian evidence on working conditions and administrative systems. c. : BPS-Statistics Maluku Tengah Regency (2026) - local geographic and connectivity conditions relevant to workflow burden. Retained: A + B + C.	Simplify workflows, monitor workload, reduce duplicate steps, provide digital/fallback support, and address role conflict.

Driver cluster	Independent evidence-stream audit (A/B/C) and retention basis	BKPSDM management implication
Service-user feedback (organizational/social signal)	a. : — no broader source is required for retention under the two-stream rule. b. : Pratama et al. (2025) - Indonesian experimental evidence that citizen feedback can change PSM. c. : Regent of Central Maluku (2021) - BKPSDM's documented personnel-development service responsibility establishes local institutional relevance. Retained: B + C; no BKPSDM-specific feedback effect claimed.	Create structured feedback loops that recognize useful service, learn from complaints, and protect employees from unmanaged conflict.

Source: Authors' synthesis. Criterion A sources: Herzberg et al. (1959), Gagné and Deci (2005), Bakker (2015), Guo et al. (2024), Tang et al. (2024), Vandenabeele and Breugh (2025), and Suk et al. (2026). Criterion B sources: Ramadhon et al. (2024), Irwan et al. (2025), and Pratama et al. (2025). Criterion C sources: BPS-Statistics Maluku Tengah Regency (2026), Regent of Central Maluku (2021), and Tuarita et al. (2025). National ASN regulations are used as normative compatibility checks only and are not counted as empirical criteria.

Discussion
1. Theoretical contribution

The study's theoretical contribution is not the identification of previously unknown motivation variables, but the integration and evidentiary separation of four theoretical lenses. Herzberg distinguishes work-content motivators from hygiene conditions; SDT explains the quality of regulation and the roles of autonomy and competence; PSM adds the public-value meaning of service; and the JD-R perspective explains how resources and hindrance demands shape the sustainability of motivation. The resulting framework should therefore be read as an intrinsic-organizational architecture rather than as a simple intrinsic-versus-extrinsic taxonomy. Figure 1 summarizes the proposed sequence from documented Central Maluku/BKPSDM context, through organizational resources and constraints, to SDT/PSM motivational mechanisms and field-testable outcomes.

This contribution differs from the studies cited in the Introduction in three concrete ways. Ramadhon et al. (2024) and Irwan et al. (2025) identify Indonesian motivation factors but do not integrate them with a Central Maluku institutional case. Pratama et al. (2025) isolates a specific feedback mechanism, while Tang et al. (2024), Guo et al. (2024), Vandenabeele and Breugh (2025), and Suk et al. (2026) explain broader PSM/SDT/JD-R mechanisms without testing BKPSDM's organizational setting. Tuarita et al. (2025), conversely, provides direct BKPSDM evidence but examines competence and performance rather than motivation. The present synthesis contributes by connecting these evidence layers, explicitly preventing the same source from satisfying multiple evidence-stream criteria, separating normative regulation from empirical support, and producing a context-grounded set of propositions that can be tested rather than a ranked list of determinants.

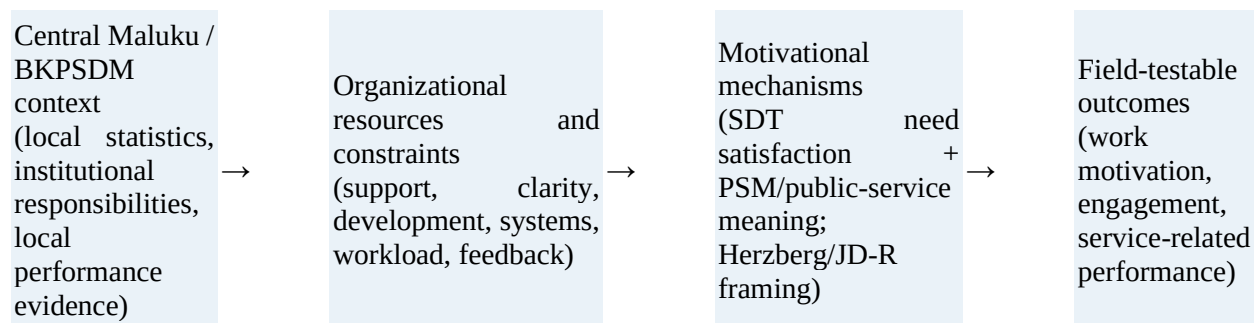


Figure 1. Conceptual architecture proposed for field validation at BKPSDM Central Maluku
Note: The arrows represent propositions for subsequent field validation; they do not represent causal effects estimated by the documentary study.

2. Practical implications for BKPSDM Central Maluku

The practical implication is to manage motivation as a system rather than as a stand-alone incentive program. A first priority is organizational reliability: clarify service standards and case ownership, reduce avoidable administrative duplication, distribute workload transparently, maintain workable digital and fallback procedures, and require supervisors to resolve role ambiguity. These actions address the conditions that can prevent motivated employees from converting effort into valued service outcomes.

A second priority is motivational enrichment. Recognition should be specific and evidence-based, linked to service accuracy, timeliness, problem solving, process improvement, and effective coordination. Appropriate responsibility and bounded autonomy can be expanded where employees have the competence and information to exercise them. Competency development should be linked to opportunities to apply new skills, enriched assignments, mentoring, and credible career pathways so that training is experienced as increased mastery and contribution rather than as an administrative quota.

A third priority is to reconnect administrative HR work with public value. BKPSDM employees often serve other employees and organizational units rather than citizens directly, so the downstream consequences of accurate personnel data, timely career decisions, competency development, and clear HR guidance should be made visible. Structured service-user feedback can reinforce this link when positive feedback is used as credible recognition and complaints are analyzed for process improvement rather than treated solely as individual failure. In Central Maluku's geographically dispersed service environment, this approach also requires managers to monitor whether digitalization reduces or merely relocates administrative burden.

3. Limitations

The framework is documentary and therefore cannot estimate the prevalence, strength, or causal effect of any driver among BKPSDM employees. Direct local employee evidence is limited to the Tuarita et al. (2025) competence-performance study, while most motivational mechanisms are inferred from Indonesian and international research. Documentary sources also cannot fully capture informal supervisory behavior, interpersonal dynamics, perceived fairness, emotional responses, or day-to-day fluctuations in workload and motivation.

A second limitation concerns transferability, publication coverage, and search-log completeness. The convergence rule reduces dependence on a single study, but it does not remove contextual differences across

organizations or countries, and published studies may overrepresent constructs that are easier to measure or statistically significant relationships. Because the targeted searches were iterative and platform-level hit counts were not prospectively logged, the review reports the full final evidence set and reproducible search logic but cannot provide a retrospective PRISMA-style count of all initially retrieved and excluded records without risking fabricated precision. The A-B-C criteria in Table 3 should therefore be interpreted as an auditable evidence-stream screening device for contextual salience, not as a quantitative score, evidence hierarchy, or causal ranking.

4. Research agenda

The next step should be field-based validation at BKPSDM. A census or near-census survey of eligible employees could measure recognition, achievement, responsibility, growth, autonomy, competence, public-service meaning, supervisor and organizational support, organizational justice, goal clarity, workload, development opportunity, PSM, and work engagement. Given the likely organizational sample size, analysis should emphasize scale reliability, descriptive distributions, effect sizes, and parsimonious models rather than unnecessarily complex structural models.

Semi-structured interviews should then test the mechanisms proposed by the synthesis: how employees interpret recognition, where autonomy is feasible within regulation, whether training creates opportunities for mastery, how role ambiguity and digital systems shape workload, and how feedback affects service meaning. Future studies could also compare BKPSDM with other Central Maluku service agencies or with personnel agencies in other archipelagic regencies. Such designs would allow researchers to evaluate which driver clusters are locally robust, which are context-dependent, and whether the proposed intrinsic-organizational architecture predicts motivation and service outcomes over time.

CONCLUSION

This study identifies a coherent set of intrinsic motivational mechanisms and organizational conditions relevant to civil servants' work motivation in public-service delivery in Central Maluku. Across the included evidence, recurrent intrinsic mechanisms concern recognition and achievement, responsibility, professional growth, competence, autonomy, and public-service meaning. Organizational conditions concern supervisory and organizational support, goal and administrative clarity, credible development and non-financial recognition, workable administrative processes, manageable demands, supportive working conditions, and constructive service-user feedback. These domains are analytically complementary rather than interchangeable, and the study does not rank them by effect size.

For BKPSDM Central Maluku, the practical priority is to manage motivation as a system. Basic hygiene conditions should be stabilized through clear procedures, fair workload distribution, reliable tools, supportive supervision, and transparent performance expectations. At the same time, the agency should enrich work through responsibility, recognition, competency development, job enrichment, feedback, and stronger visibility of the public value produced by personnel administration. The local context (thousands of civil servants served across a geographically dispersed regency) makes clarity, competence, and coordination particularly consequential. Because the present study is documentary, the next step is employee-level validation through a focused survey and interviews. Until then, the framework should be

used as an evidence-based diagnostic and management guide rather than as a causal ranking of BKPSDM employees' motivation determinants.

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AUTHOR CONTRIBUTIONS

All authors actively contributed to the preparation and completion of this article. Contributions included formulating the research concept, collecting and analyzing data, drafting the manuscript, revising the article content, and approving the final published version. All authors declared that they had read and approved the content of the article and were responsible for the overall substance of this scholarly work.

CONFLICT OF INTEREST

The authors declare that there are no financial or non-financial conflicts of interest that could have influenced the conduct of the research, data analysis, preparation, or publication of this article.

ARTIFICIAL INTELLIGENCE (AI) USE STATEMENT

The authors declare that no artificial intelligence (AI) technology was used in the research process or in the preparation of this article.

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