

Breaking Bureaucratic Barriers: How Public Service Motivation Drives Employee Performance in the Digital Age

Arbania Fitriani^{1*} | Wihana Kirana Jaya² | Sumaryono Sumaryono³ | Reni Rosari² | Dominikus David Biondi Situmorang⁴ | Ifdil Ifdil⁵

¹ Faculty of Psychology, Universitas Esa Unggul, Jakarta, Indonesia

² Faculty of Economic and Business, Gadjah Mada University, Yogyakarta, Indonesia

³ Faculty of Psychology, Gadjah Mada University, Indonesia

⁴ Department of Guidance and Counseling, Atma Jaya Catholic University of Indonesia, Jakarta, Indonesia

⁵ Department of Guidance and Counseling, Universitas Negeri Padang, Indonesia

Correspondence Email: arbania@esaunggul.ac.id

Keywords

Public Service Motivation, Work Engagement, Affective Commitment, Innovative Work Behavior, Red Tape

Abstract

This study examines the complex interplay among Public Service Motivation (PSM), red tape, and work-related outcomes within Indonesia's public sector, utilizing a sample of 2,386 state-owned enterprise employees. Employing Partial Least Squares Structural Equation Modeling, we analyze PSM's influence on work engagement, affective commitment, and innovative work behavior while assessing red tape's moderating role. Our findings reveal that PSM significantly enhances work engagement and affective commitment. However, PSM does not directly predict innovative work behavior, suggesting innovation requires additional organizational support. Red tape negatively impacts engagement, commitment, and innovation, underscoring the need for process simplification. Work engagement mediates the relationship between PSM and affective commitment and innovation, highlighting its pivotal role. Notably, red tape does not moderate PSM's effect on engagement, indicating PSM's resilience amid bureaucratic constraints. These insights emphasize the importance of fostering PSM to strengthen employee commitment and engagement. Additionally, policymakers must address bureaucratic inefficiencies and cultivate innovation-supportive environments to enhance public sector governance effectiveness.

INTRODUCTION

Public service managers should pay attention to everyday job demands and resources because organisations can establish the groundwork for long-term public service motivation at this level. Public service motivation motivates people to devote all of their energy and attention to the public benefit daily. Public employees are driven to mobilise their daily job resources to stay engaged and perform well because of their feeling of calling (Bakker, 2015). Individuals with high PSM have prosocial motives—they

wish to help others and society by providing public services (Perry et al., 2008). In studies conducted over the last two decades, PSM is positively connected to organisational commitment (Crewson, 1997). Those with high PSM show higher levels of job performance and are more likely to engage in whistle-blowing to protect the public interest (Brewer & Selden, 2000).

Employee Public Service Performance (EPS Performance) refers to the outcomes of an employee's performance in carrying out tasks related to public service (Rainey & Steinbauer, 1999). This concept was explored by Hal Rainey and Paul Steinbauer in 1999. It aligns with the organizational behaviour theory, emphasizing the role of individuals in achieving organizational goals. EPS Performance includes achieving organizational objectives, efficiency in service delivery, effectiveness in addressing public needs, and providing high-quality services. It is a critical component of public sector effectiveness and efficiency. As work engagement has been linked to similar organizational outcomes (e.g., organizational commitment, job performance, and organizational citizenship behaviours) but the pieces of literature have developed independently, an important question is how these knowledge domains can inform each other "Do PSM and work engagement act in concert to influence public servants' performance"?

Public Service Motivation (PSM) has emerged as a critical factor in shaping the behaviour and performance of employees within the public service sector. Defined as an individual's intrinsic desire to serve the public interest (Perry & Wise, 1990), PSM has garnered considerable attention for its potential to enhance the effectiveness of public service organizations. It embodies the noble ideals and values associated with public service, making it a cornerstone in understanding the dynamics of the public sector workforce. This concept was introduced by Perry and Wise in 1990 and has since been further developed by scholars such as James Perry, Lois Wise, and Robert Denhardt. PSM reflects a commitment to public values and ideals, emphasizing the unique motivation that drives individuals to work in the public sector. It encompasses a sense of duty, a desire to make a difference, and an alignment with the mission and goals of public organizations. Research has consistently shown that PSM positively affects employee behaviour and performance. Employees with higher levels of PSM tend to exhibit more extraordinary dedication to their work, a more substantial commitment to the public interest, and a heightened sense of duty (Brewer & Selden, 2000). However, the precise mechanisms through which PSM influences employee performance have remained an area of ongoing exploration.

In parallel, Work Engagement, a construct encompassing an employee's vigour, dedication, and absorption in their work (Schaufeli et al., 2002), has garnered attention as a critical driver of employee performance. Work Engagement signifies an employee's emotional connection to their job and organization, and numerous studies have linked it to increased productivity, job satisfaction, and overall performance (Bakker & Demerouti, 2008). This construct was pioneered by Wilmar Schaufeli, Arnold Bakker, and Marisa Salanova in 2002. It is rooted in the Job Demands-Resources (JD-R) theory, which posits that engagement results from balancing job demands and resources. Work Engagement is characterized by positive feelings toward the job, a solid dedication to one's tasks, and a profound enthusiasm for work. It has been associated with improved job performance, job satisfaction, and overall well-being.

Moreover, recent research has highlighted the interplay between PSM, Work Engagement, organizational commitment, and innovative work behaviour. Affective Organizational Commitment is the level of solid interest, involvement, and positive feelings an employee holds toward their organization (Allen & Meyer, 1990). Meyer and Allen's work in 1991 laid the foundation for this concept. In social exchange theory, affective commitment signifies an emotional attachment to the organization, where employees feel a sense of belonging and willingly invest their efforts in its success. This commitment is characterized by loyalty, enthusiasm, and a desire to stay with the organization. Innovative Work Behavior refers to individual actions in creating, developing, and implementing new ideas or innovative practices within their job context (Scott & Bruce, 1994). Scott and Bruce introduced this concept in 1994, drawing

from creativity and innovation theories. Innovative Work Behavior encompasses generating novel solutions, thinking creatively, and introducing positive organizational changes. It reflects an individual's inclination to contribute to innovation and proactively adapt to evolving work environments.

In the public sector context, excessive red tape often poses a significant challenge for employees in carrying out their duties and responsibilities. *Red tape* can be defined as convoluted procedures, complex regulations, and administrative hurdles that hinder the efficiency and effectiveness of employees' work (Dwivedi et al., 2013). Public Service Motivation (PSM), on the other hand, represents the intrinsic desire of individuals to serve the greater public good and contribute to societal welfare through their work in the public sector. PSM is characterized by a strong identification with the mission and goals of public organizations, a willingness to go above and beyond in serving the public interest, and a genuine concern for the welfare and well-being of citizens (Perry & Wise, 1990).

It is essential to understand the interplay between PSM and red tape in the context of this research. Red tape can influence how employees can actively engage in their work (work engagement) and develop emotional bonds with the organization (affective commitment). On the other hand, PSM is a motivational factor that can drive employees to overcome the barriers posed by red tape and remain committed to the public service mission.

Several previous studies have identified the negative impact of red tape on employee performance in the public sector. For example, research by Moynihan and Landuyt (2008) found that red tape can reduce employee engagement in their work. Similarly, research by Van Loon et al. (2017) demonstrated that red tape can be a barrier for employees in generating innovative solutions. In the context of affective commitment, research by Wright et al. (2017) found that high levels of red tape can reduce employees' commitment to their organizations.

However, despite evidence that red tape can affect employee performance, further in-depth research is needed to understand the mechanisms and interactions between red tape, PSM, work engagement, affective commitment, and innovative work behaviour. Therefore, this study aims to explore the crucial role of PSM and red tape in employee performance in the public sector, focusing on its influence on work engagement, affective commitment, and innovative work behaviour. Thus, the hypotheses in this study are as follows: (1) H1: Public Service Motivation (PSM) positively influences public sector employees' work engagement and affective commitment; (2) H2: Public Service Motivation (PSM) does not directly influence innovative work behaviour among public sector employees; (3) H3: Red tape negatively influences work engagement, affective commitment, and innovative work behaviour among public sector employees.

The Role of Work Engagement as a Mediator

Bakker and Demerouti (2008) proposed a model of work engagement that has been widely recognized in the literature. Their research suggests that work engagement mediates between an individual's intrinsic motivation, such as Public Service Motivation (PSM), and their affective commitment to the organization. This implies that employees with a strong PSM are more likely to engage emotionally and cognitively in their work, enhancing their commitment to the organization.

Work Engagement is pivotal in understanding the connections among PSM, organizational commitment, and innovative work behaviour. Work Engagement is a mediator, facilitating the influence flow between PSM and these crucial outcomes. Studies have indicated that individuals with higher levels of PSM often exhibit a stronger emotional connection to their work and organization. Kim and Liu investigated the associations among PSM, Work Engagement, organizational commitment, and innovative work behaviour in the public sector. Their findings demonstrated that PSM positively influenced Work Engagement and that Work Engagement mediated the relationship between PSM and organizational commitment, which, in turn, was positively related to innovative work behaviour (Kim & Kim, 2016). Meyer & Allen (1991) developed a three-component model of organizational commitment, with affective

commitment being one of the components. Their research highlights the importance of affective commitment, which aligns with the concept of engagement. Work engagement can be seen as a mediator that strengthens employees' emotional attachment to their organizations, as suggested by their model. This emotional connection is a critical component of Work Engagement. Employees engaged in their work are likelier to channel their intrinsic desire to serve the public interest into their daily tasks, fostering a sense of dedication and absorption in their roles.

Zhang and colleagues explored the role of Work Engagement in connecting PSM to innovative work behaviour in the public sector. Their results revealed that PSM directly impacted innovative work behaviour, with Work Engagement mediating this relationship (Huang & Zhang, 2021). As Work Engagement intensifies, it becomes a conduit through which PSM influences organizational commitment. Engaged employees are more likely to commit themselves wholeheartedly to the goals and values of their organization, aligning with the principles of PSM. This mediating effect of Work Engagement helps elucidate how PSM translates into heightened organizational commitment within the public service sector. In 2019, Bakker, Albrecht, and Leiter delved into the interaction between Work Engagement and organizational commitment in the public sector. They found a positive relationship between Work Engagement and organizational commitment and suggested that Work Engagement could enhance the impact of PSM on organizational commitment (Bakker et al., 2019).

Perry and Wise (1990) delved into the motivational bases of public service, shedding light on Public Service Motivation (PSM). While not explicitly addressing work engagement, their research underscores the significance of intrinsic motivation in the public sector. Work engagement manifests this intrinsic motivation as engaged employees demonstrate a strong commitment to serving the public and achieving societal goals.

These studies collectively suggest that work engagement can mediate between factors like PSM and organizational commitment or innovative work behaviour in the public sector. Further research may explore these relationships in greater depth and provide additional insights into the role of work engagement in public service. These research findings collectively emphasize the intricate relationships among PSM, Work Engagement, organizational commitment, and innovative work behaviour in the public sector. They highlight the importance of these constructs individually and underscore the potential synergies between them. These research findings offer a deeper understanding of the intricate relationships among PSM, Work Engagement, organizational commitment, and innovative work behaviour in the public sector. They suggest that PSM can influence innovative work behaviour through Work Engagement and organizational commitment and that Work Engagement can also enhance the relationship between PSM and organizational commitment. This highlights the importance of considering the interplay of these factors when designing more effective policies and management practices in the public sector. This study seeks to build upon these insights and contribute to a more comprehensive understanding of the dynamics within the public service workforce. Thus, the hypotheses in this study are as follows: (1) H4: Work engagement mediates the relationship between Public Service Motivation (PSM) and affective commitment among public sector employees; (2) H5: Work engagement mediates the relationship between Public Service Motivation (PSM) and innovative work behaviour among public sector employees.

The Role of Red Tape as a Moderator Variable

In the context of public sector organizations, the term red tape refers to excessive bureaucracy, administrative procedures, and rigid regulations that can hinder the efficient functioning of government agencies. It often involves complex and time-consuming paperwork, formalities, and decision-making processes that can create bottlenecks and slow down the delivery of public services. Red tape is characterized by excessive rules and procedures that can sometimes be perceived as obstacles by public sector employees (Dwivedi et al., 2013). Several previous studies have explored the impact of red tape on

various aspects of public sector work. For example, research conducted by Bozeman and Feeney (2011) examined the relationship between red tape and employee performance in public organizations. They found that high levels of red tape were associated with lower employee performance and job satisfaction.

Moreover, a study by Wang and Walumbwa (2007) investigated the moderating role of red tape in the relationship between PSM and employee performance. Their findings indicated that in organizations with high levels of red tape, the positive impact of PSM on employee performance was diminished. This suggests that red tape can be a moderator that weakens the link between intrinsic motivation (PSM) and job-related outcomes. In addition to these studies, the work of Perry and Hondeghem (2008) is noteworthy. They explored the impact of red tape on public service motivation and found that excessive bureaucratic constraints could negatively influence employees' motivation to serve the public interest.

These studies underscore the significance of examining the role of red tape as a moderator in the relationship between PSM and Work Engagement in the public sector. The interplay between these factors is complex, and understanding how red tape influences the motivation and engagement of public sector employees is crucial for effective organizational management and the delivery of high-quality public services. This study seeks to contribute to this knowledge by investigating the nuanced dynamics between PSM, red tape, and Work Engagement. Thus, the hypotheses in this study are as follows.

H6: Red tape moderates the relationship between Public Service Motivation (PSM) and work engagement, strengthening the relationship when red tape is low and weakening when red tape is high.

These hypotheses lead to the conceptual model as presented in Figure 1

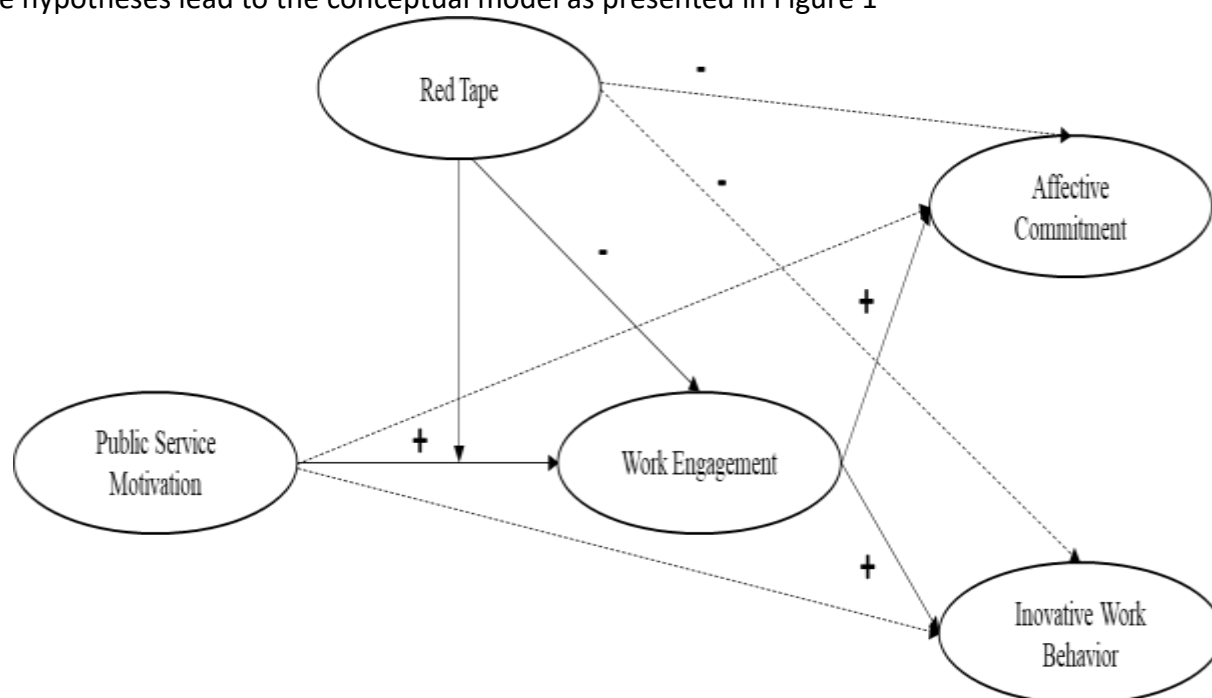


Figure 1 <Conceptual Model>

METHODS

Research Methodology

This study will employ a quantitative research design to analyze the relationships between Public Service Motivation (PSM), Work Engagement, Affective Commitment, Innovative Work Behavior, and Red Tape in the context of Indonesian State-Owned Enterprises (SOE) employees. The sample was selected using purposive sampling, targeting government employees in the public sector or state-owned enterprises. A total of 2,386 respondents participated in the survey.

Participants

The study involved a sample of 2,386 employees from state-owned enterprises (SOEs) in Indonesia. The participants were selected to represent the public sector workforce and provide insights into the interplay of Public Service Motivation (PSM), red tape, and work-related outcomes. Below is a detailed breakdown of the participant demographics and characteristics presented in a table 1.

Tabel 1 <Demographic Table>

Category	Sub Category	Frequency	Percentage (%)
Gender	Male	1,245	52.2
	Female	1,141	47.8
Age Group	20–30 years	678	28.4
	31–40 years	985	41.3
	41–50 years	567	23.8
	51 years and above	156	6.5
	High School Diploma	123	5.2
Education Level	Bachelor's Degree	1,689	70.8
	Master's Degree	524	21.9
	Doctoral Degree	50	2.1
	Less than 5 years	456	19.1
Work Experience	5–10 years	897	37.6
	11–20 years	785	32.9
	More than 20 years	248	10.4
Job Position	Junior Staff	1,123	47.1
	Middle Management	890	37.3
	Senior Management	373	15.6
Marital Status	Single	854	35.8
	Married	1,428	59.8
	Divorced/Widowed	104	4.4
Geographical Region	Java	1,24	52.0
	Sumatra	456	19.1
	Kalimantan	234	9.8
	Sulawesi	201	8.4
	Other Regions	255	10.7

Gender Distribution : The sample was relatively balanced, with slightly more male participants (52.2%) than female participants (47.8%), reflecting the general gender composition of the public sector workforce in Indonesia. **Age Group :** The majority of participants fell within the 31–40 years age group (41.3%), followed by the 41–50 years age group (23.8%). This indicates that the sample primarily consisted of experienced employees. **Education Level :** Most participants held a Bachelor's degree (70.8%), highlighting the high educational qualifications of employees in state-owned enterprises. A significant portion also held Master's degrees (21.9%). **Work Experience :** Employees with 5–10 years of experience formed the largest group (37.6%), followed by those with 11–20 years of experience (32.9%). This suggests a mix of mid-career and seasoned professionals. **Job Position :** The sample included a higher proportion of junior staff (47.1%) and middle management (37.3%), with fewer senior management employees (15.6%). This distribution ensures representation across hierarchical levels. **Marital Status :** The majority of participants were married (59.8%), which aligns with the typical demographic profile of public sector employees. **Geographical Region :** Participants were predominantly from Java (52.0%), given its status as

the most populous island in Indonesia. Other regions, such as Sumatra, Kalimantan, and Sulawesi, were also well-represented to ensure geographic diversity.

Research Ethics and Significance

This research will adhere to principles of research ethics, including respecting respondent privacy and ensuring data confidentiality. All data will be treated confidentially. This research is expected to understand better the factors influencing motivation, engagement, commitment, innovative behaviour, and the impact of bureaucracy (Red Tape) on Indonesian State-Owned Enterprises (SOE) employees. The findings serve as a basis for developing more effective policies and management practices in public sector organizations.

Data Collection

Data was collected through an online survey using a self-report method. The survey instruments included multiple scales adapted and validated for the Indonesian public sector context. In this research, hypothesis testing was conducted to examine the relationships between the variables. The Likert scale, ranging from 1 (strongly disagree) to 5 (strongly agree), was employed as a measurement tool. This scale allowed respondents to express their level of agreement or disagreement with the statements in the survey: (1) Public Service Motivation (PSM) was measured using a 10-item scale adapted from [Perry \(1996\)](#). Higher scores reflected higher levels of public service motivation, indicating a strong inclination toward serving the public good; (2) Red Tape was assessed using a 10-item scale developed based on [Vermereen and van Geest \(2012\)](#) and adapted to the public sector context. Higher scores indicated a perception of high regulatory pressure and its impact on job performance; (3) Work Engagement was measured using a 17-item scale adapted from the Utrecht Work Engagement Scale (UWES) developed by [Schaufeli et al. \(2002\)](#). This scale assessed three dimensions: vigor, dedication, and absorption, with higher scores indicating higher work engagement; (4) Affective Commitment was assessed using a 4-item scale adapted from [Allen and Meyer's \(1990\)](#) scale. Higher scores indicated a stronger emotional commitment to the workplace; (5) Innovative Work Behavior was measured using a 5-item scale adapted from [Kmieciak \(2020\)](#) that covered three dimensions: idea generation, idea realization, and idea promotion. Higher scores indicated a higher level of innovative work behavior.

Data Analysis

The data was analyzed using Partial Least Squares Structural Equation Modeling (PLS-SEM) with SmartPLS Version 3 software. The data analysis process involved two main phases: measurement model evaluation (outer model) and structural model testing (inner model). In the outer model, the validity and reliability of constructs were assessed. Convergent validity was evaluated by examining the outer loadings of each indicator on its respective construct. Discriminant validity was assessed using the Average Variance Extracted (AVE), considering constructs to have discriminant validity when AVE values exceeded 0.5. Reliability was evaluated using Cronbach's Alpha and Composite Reliability. Constructs were considered reliable if their Cronbach's Alpha and Composite Reliability values were above 0.7. In the inner model, structural model evaluation involves assessing the model's robustness and accuracy. Goodness-of-fit was measured using the Standardized Root Mean Square Residual (SRMR), with values below 0.1 indicating a good fit and below 0.08 indicating a perfect fit ([Hu & Bentler, 1999](#)). Predictive relevance was assessed using Q-Square Predictive Relevance (Q²), with values indicating the strength of model predictions. Values above 0 signified good predictive relevance ([Hair et al., 2022](#); [Chin, 1998](#)).

The significance of path coefficients was assessed using bootstrapping, a resampling technique that generated multiple subsamples to calculate the t-statistic and p-value for each hypothesis. Hypotheses were tested at a significance level of 5% ($\alpha = 0.05$) for two-tailed hypotheses and 10% ($\alpha = 0.1$) for one-tailed hypotheses. The null hypothesis (H₀) was rejected for two-tailed hypotheses if $|t\text{-statistic}| > 1.96$ or if the p-value was less than 0.05, indicating a significant relationship between the exogenous and endogenous variables. Conversely, H₀ was rejected for one-tailed hypotheses if $|t\text{-statistic}| > 1.65$ or if

the p-value was less than 0.05 (Vicenzo, 2016). This methodological approach allowed for the rigorous testing of hypotheses using the Likert scale responses and PLS-SEM, ensuring robust and accurate results.

Validity and Reliability Tests

There are: (1) Convergent validity: Indicators were considered valid if their outer loadings exceeded 0.5 (Chin,1998); (2) Discriminant validity: Constructs demonstrated discriminant validity when AVE values exceeded 0.5 (Verhoef et al., 2009); (3) Reliability: Constructs were deemed reliable if Cronbach's Alpha and Composite Reliability values exceeded 0.7 (Hair et al., 2019a,b; Leguina, 2015).

RESULTS AND DISCUSSIONS

In this section, we delve into a comprehensive analysis of critical statistical measures and parameters to evaluate the model's overall goodness of fit and the reliability of the constructs within our research framework. These measures play a crucial role in understanding the relationships between variables and the predictive power of our model. Table 1 below presents several essential metrics, including Standardized Root Mean Square Residual (SRMR), Predictive Relevance (Q²), Coefficient of Determination (R²), Cronbach's Alpha, Composite Reliability, and Average Variance Extracted (AVE). Each of these measures offers unique insights into the quality and reliability of our structural equation model (SEM), shedding light on the robustness of our findings and the theoretical underpinnings of our research.

Table 2 <Measurement Model Analysis>

Variables	SRMR	Q ²	R ²	Cronbach's Alpha	Composite Reliability	Average Variance Extracted (AVE)
Model Fit	0,045	-	-	-	-	-
Public Service Motivation	-	-	-	0,966	0,970	0,764
Red Tape	-	-	-	0,931	0,942	0,618
Work Engagement	-	0,585	0,528	0,962	0,966	0,629
Affective Commitment	-	0,691	0,539	0,930	0,950	0,827
Innovative Work Behavior	-	0,653	0,333	0,926	0,945	0,773

Note : SRMR <0,08 (model fit) ; Q² >0,5 (predictive relevance) ; α > 0,9 (Reliability) ; composite reliability >0,9 and AVE > 0,5 (Discriminant Validity)

The value of SRMR is 0.045, indicating that the structural model of the research fits the data well. A lower SRMR value is generally desirable, and the model has a good fit in this case. Q² measures the predictive relevance of the model. The Work Engagement, Affective Commitment, and Innovative Work Behavior values are 0.585, 0.691, and 0.653, respectively. These values indicate that the model has moderate to predictive solid relevance for these constructs. The model can effectively predict these variables based on the provided data. R² measures how well the independent variables explain the variance in the dependent variables. For Work Engagement, Affective Commitment, and Innovative Work Behavior, the R² values are 0.528, 0.539, and 0.333, respectively. These values indicate that the independent variables (Public Service Motivation and Red Tape) explain a moderate to substantial proportion of the variance in these constructs. Cronbach's Alpha is a measure of internal consistency reliability. It assesses how well the items within each construct are correlated. The values for Public Service Motivation, Red Tape, Work Engagement, Affective Commitment, and Innovative Work Behavior are 0.966, 0.931, 0.962, 0.930, and 0.926, respectively. These values are well above the recommended threshold of 0.7, indicating high internal consistency for each construct. Composite reliability is another

measure of internal consistency reliability. Like Cronbach's Alpha, it assesses the reliability of the measurement items within each construct.

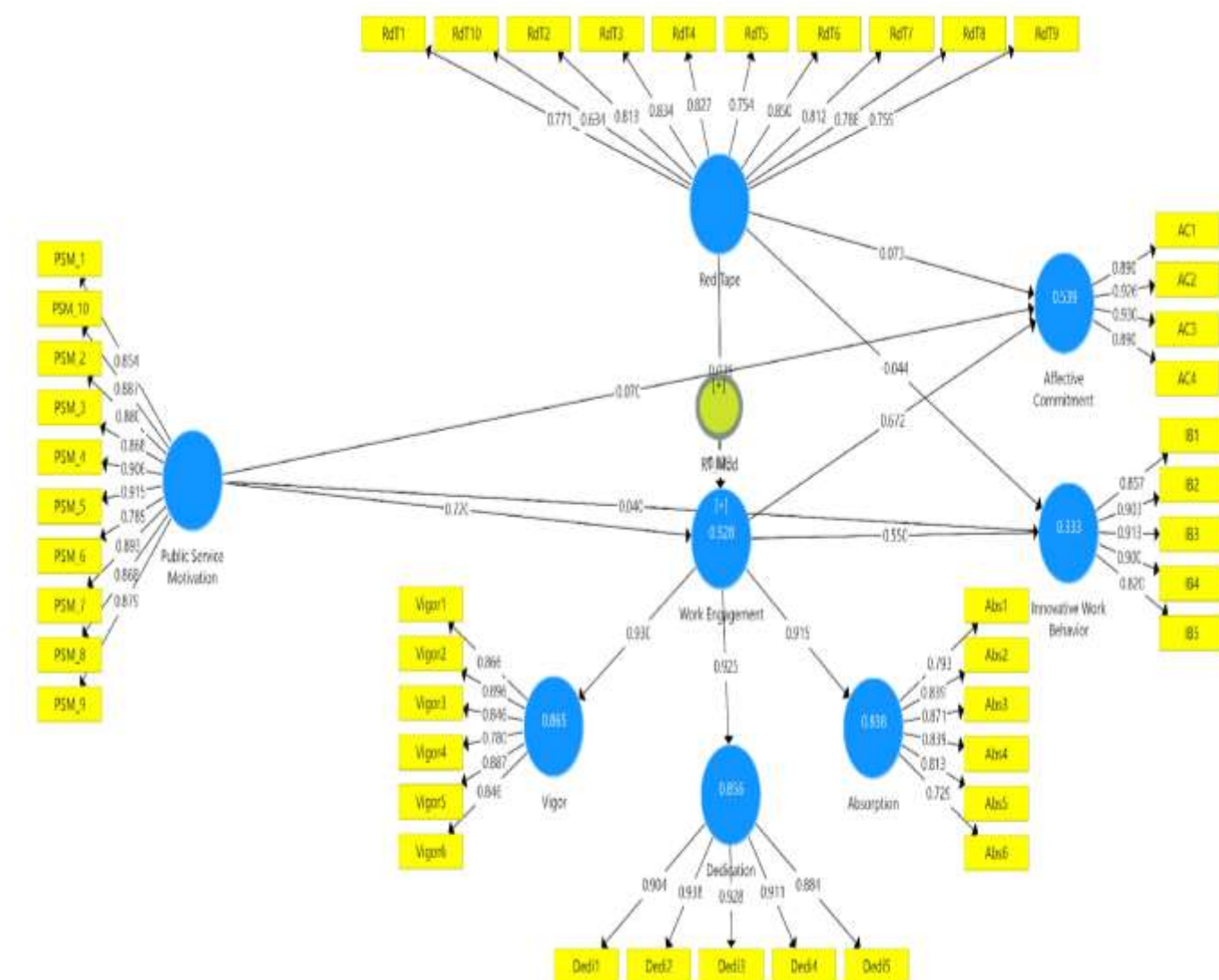


Figure 1 <Outer Loading>

The values for Public Service Motivation, Red Tape, Work Engagement, Affective Commitment, and Innovative Work Behavior are 0.970, 0.942, 0.966, 0.950, and 0.945, respectively. These values are all above the threshold of 0.7, further confirming the high internal consistency of the constructs. AVE measures the convergent validity of the constructs, indicating the proportion of variance captured by the construct relative to the measurement error. The values for Public Service Motivation, Red Tape, Work Engagement, Affective Commitment, and Innovative Work Behavior are 0.764, 0.618, 0.629, 0.827, and 0.773, respectively. AVE values above 0.5 are generally acceptable, suggesting good convergent validity for all constructs except Red Tape, which falls slightly below the threshold. Overall, the research results indicate that the model has a good fit, and the constructs exhibit high internal consistency and convergent validity, supporting the reliability and validity of the measurement model. Additionally, the model demonstrates moderate to strong predictive relevance for Work Engagement, Affective Commitment, and Innovative Work Behavior, suggesting that the independent variables effectively explain these constructs. It is worth noting that all items used to measure constructs exhibited outer loadings above the recommended threshold of 0.5, ensuring strong convergent validity. The values of the outer loadings can be observed in Figure 2.

Table 3 presents the results of hypothesis testing using bootstrapping, a robust statistical technique for examining the significance of relationships among variables in the research model. In this comprehensive analysis, we navigate the complex relationships among Public Service Motivation (PSM), red tape (RT_Mod), work engagement, affective commitment, and innovative work behaviour among public sector employees. Beginning with H1, which postulates that PSM positively influences work engagement and affective commitment, we find compelling evidence supporting this hypothesis. Our analysis uncovers a significant positive association between PSM and affective commitment (T-statistic = 3.183, $p = 0.001$). Nevertheless, it is essential to note that the relationship between PSM and innovative work behaviour does not attain statistical significance (T-statistic = 1.604, $p = 0.109$). H2, which suggests that PSM does not directly influence innovative work behaviour, aligns with our findings. The statistical analysis does not establish a significant link between PSM and innovative work behaviour (T-statistic = 1,604, $P=0,109$). Turning to H3, which proposes that red tape negatively impacts work engagement, affective commitment, and innovative work behaviour, our investigation provides substantial support. We observe a significant negative correlation between red tape and affective commitment (T-statistic = 5.401, $p = 0.000$). Furthermore, red tape is negatively associated with innovative work behaviour (T-statistic = -2.451, $p = 0.014$). Interestingly, the relationship between red tape and work engagement, while statistically significant, is positively oriented (T-statistic = 2.492, $p = 0.013$).

Table 3 <Bootstrap Results>

Path Coefficients and Specific Indirect Effects	Original Sample (O)	Sample Mean (M)	Standard Deviation (STDEV)	T Statistics (O/STDEV)	P Values
Public Service Motivation -> Affective Commitment_	0,070	0,070	0,022	3,183	0,001
Public Service Motivation -> Innovative Work Behavior	0,040	0,039	0,025	1,604	0,109
Public Service Motivation -> Work Engagement	0,720	0,719	0,013	55,229	0,000
RT_Mod -> Work Engagement	0,023	0,028	0,017	1,347	0,178
Red Tape -> Affective Commitment_	0,073	0,073	0,013	5,401	0,000
Red Tape -> Innovative Work Behavior	-0,044	-0,043	0,018	2,451	0,014
Red Tape -> Work Engagement	0,039	0,038	0,016	2,492	0,013
Work Engagement -> Affective Commitment	0,672	0,671	0,021	32,147	0,000
Work Engagement -> Innovative Work Behavior	0,550	0,550	0,024	23,076	0,000
Public Service Motivation -> Work Engagement -> Affective Commitment	0,484	0,483	0,018	27,344	0,000
Red Tape -> Work Engagement -> Affective Commitment	0,026	0,026	0,011	2,476	0,013
Public Service Motivation -> Work Engagement -> Innovative Work Behavior	0,396	0,396	0,019	20,584	0,000
Red Tape -> Work Engagement -> Innovative Work Behavior	0,021	0,021	0,009	2,466	0,014

[Note : Original sample mean = regression coefficients = β ; |T-Statistics| >1,96, significance level of 5% ($\alpha = 0.05$) for two-tailed hypothesis]

Moving forward to H4, which posits that work engagement mediates the relationship between PSM and affective commitment, our analysis upholds this notion. We identify a significant relationship between PSM and affective commitment when mediated by work engagement (T-statistic = 27.344, $p = 0.000$). Similarly, H5, which suggests that work engagement mediates the relationship between PSM and innovative work behaviour, finds validation in our investigation, as we observe a significant relationship between PSM and innovative work behaviour when mediated by work engagement (T-statistic = 20.584, $p = 0.000$). However, H6, which proposes that red tape moderates the relationship between PSM and work engagement, intensifying the connection when red tape is low and attenuating it when it is high, needs empirical support from our analysis. The interaction term (RT_Mod → Work Engagement) fails to attain statistical significance. In sum, our comprehensive analysis unveils meaningful and interconnected relationships among these crucial variables, providing valuable insights into the intricate dynamics of PSM, red tape, work engagement, affective commitment, and innovative work behaviour within the context of public sector employees.

Discussion

Our analysis provides valuable insights into the intricate dynamics among Public Service Motivation (PSM), red tape, work engagement, affective commitment, and innovative work behaviour within the public sector. First, our findings strongly support the idea that PSM significantly enhances work engagement and affective commitment among public sector employees, in line with Perry's (1996) emphasis on intrinsic motivation to serve the public interest. Employees high in PSM are more likely to invest fully in their work, leading to increased work engagement and a deeper connection with the organization's values and goals, aligning with Allen and Meyer's (1990) affective commitment theory.

However, contrary to our expectations, we found that PSM does not directly influence innovative work behaviour among public sector employees. This suggests that while PSM fosters a commitment to public service, innovation may require additional organizational conditions, such as a supportive culture and resources, as highlighted by Kmiecik (2020).

Furthermore, our analysis underscores the detrimental impact of red tape on work engagement, affective commitment, and innovative work behaviour. This aligns with Vermereen and van Geest's (2012) view of red tape, which emphasizes excessive regulations and bureaucratic obstacles that hinder employee motivation and performance. Red tape can be a demotivating factor, creating frustration and diverting employees from their core responsibilities.

Our study also reveals that work engagement is a mediator between PSM and both affective commitment and innovative work behaviour, consistent with Schaufeli et al. (2002) perspective. Engaged employees, emotionally invested in their work, naturally exhibit higher commitment levels and are likelier to engage in innovative activities. Lastly, in exploring the moderating role of red tape, we found that it does not significantly influence the relationship between PSM and work engagement. This result could be explained by the Job Demands-Resources (JD-R) Model, as job demands represented by red tape might be counterbalanced by PSM, acting as an individual resource. Additionally, the "fragmented authoritarianism" concept by Rainey and Steinbauer (1999) sheds light on how employees with strong PSM can navigate complex bureaucratic environments effectively.

The findings on H1 reveal the pivotal role of Public Service Motivation (PSM) in enhancing work engagement and affective commitment among public sector employees. These results hold significant implications for public policy in Indonesia. Recognizing and rewarding civil servants who exhibit high levels of PSM can motivate others, contributing to a more engaged and committed public sector workforce. Moreover, policymakers can design training and development programs that reinforce the values of public service, further amplifying the influence of PSM. This insight aligns with Perry's (1996) conceptualization of PSM, which emphasizes that individuals with high PSM are intrinsically motivated to serve the public.

interest. Research by Perry and Wise (1990) supports recognizing and nurturing PSM can increase job satisfaction and commitment among public employees.

While H2 did not find a direct influence of PSM on innovative work behaviour, this insight is crucial for public policy. It suggests that fostering innovation in public sector organizations goes beyond relying solely on PSM. Policymakers should focus on creating an environment that encourages and supports innovation, including investing in resources, fostering a culture of creativity, and providing training and tools. This enables employees to translate their intrinsic motivation (PSM) into innovative practices. This perspective resonates with Kmieciak's (2020) work on innovative work behaviour, which suggests that innovation is influenced by various factors, including organizational culture and leadership support. Additionally, research by West and Farr (1990) underscores the role of contextual factors and organizational support in fostering innovation.

Regarding H6, the absence of significant moderation by red tape implies that the relationship between PSM and work engagement remains robust across bureaucratic complexities. However, red tape's challenges should be noticed in the Indonesian public sector. Policymakers should consider streamlining bureaucratic processes, reducing unnecessary regulations, and providing more straightforward guidelines to alleviate the burden on public sector employees, ultimately leading to higher work engagement.

These findings underscore the significance of nurturing PSM, creating an innovation-supportive environment, and addressing the challenges red tape poses in the Indonesian public sector. Aligning policies with these insights can enhance employee engagement, commitment, and innovation, contributing to more effective and citizen-centric governance. In conclusion, our findings emphasize the importance of organizational factors, such as red tape, in shaping employee engagement and commitment within the public sector. Work engagement emerges as a vital mediator between PSM and desirable work-related outcomes. While some unexpected red tape moderation findings warrant further exploration, this study contributes to a nuanced understanding of public sector employee dynamics.

CONCLUSIONS

This study investigates the complex relationships among Public Service Motivation (PSM), red tape, and work-related outcomes in Indonesia's public sector, revealing that PSM significantly enhances employee work engagement and affective commitment. However, PSM does not directly influence innovative work behavior, suggesting that fostering innovation requires additional organizational support beyond intrinsic motivation. Red tape was found to have a detrimental impact on work engagement, affective commitment, and innovative work behavior, highlighting the need for streamlined bureaucratic processes to improve organizational performance. Work engagement plays a critical mediating role, linking PSM to both affective commitment and innovative work behavior, underscoring its importance as a driver of positive workplace outcomes. Despite the challenges posed by red tape, PSM remains a robust motivator of employee engagement, demonstrating its resilience in the face of bureaucratic constraints. These findings emphasize the value of nurturing PSM to strengthen employee commitment and engagement in the public sector while addressing bureaucratic inefficiencies to create a more supportive environment for innovation and effective governance. Future research could benefit from longitudinal studies to explore these dynamics further and refine measurement tools to capture the unique nuances of the Indonesian context.

Despite its contributions, our study has some limitations that should be considered in future research endeavours. The generalizability of our findings is confined to the specific context of public sector employees in Indonesia. It is essential to exercise caution when extending these results to different countries or regions characterized by distinct cultural and organizational dynamics. Our study relied on cross-sectional data, preventing us from making definitive causal claims. Future research could benefit

from longitudinal investigations to unravel the temporal dynamics of the relationships we explored. The potential for standard method bias must be acknowledged since all data were self-reported by participants. Employing diverse data sources or experimental designs could mitigate this bias in future studies. Lastly, while we meticulously adapted and validated measurement scales for our study's context, the intricate nuances of the Indonesian public sector may have yet to be entirely captured. Fine-tuning measurement instruments could enhance the precision of future research.

In light of these limitations, we propose several avenues for future research. Firstly, comparative studies that transcend national boundaries can provide a broader perspective on the relationships under scrutiny, allowing for cross-country or cross-cultural comparisons. Longitudinal research designs can offer insights into the causal connections between variables, enriching our comprehension of how PSM, red tape, work engagement, and related constructs evolve. Employing a mixed-methods approach that combines quantitative data with qualitative insights through interviews or focus groups can yield a more holistic understanding of public sector employees' experiences and the effects of red tape. Intervention studies aimed at reducing red tape within public organizations and assessing their impact on work engagement and innovative work behaviour can furnish practical guidance for public sector reform initiatives. Lastly, investigating additional contextual factors, such as organizational culture, leadership styles, and job characteristics, may elucidate variations in the relationships we examined. These factors could be explored as potential moderators or mediators.

In conclusion, our study has illuminated the interplay between PSM, red tape, work engagement, and affective commitment in the public sector. However, it also underscores the need for further research to deepen our understanding and offer actionable insights for effective public administration and management practices.

AUTHOR CONTRIBUTION STATEMENT

The authors of this research collectively contributed to the successful completion of the study, with each individual playing a distinct and vital role. Arbania Fitriani conceptualized the research idea, developed the theoretical framework, and oversaw the data analysis process, while also taking the lead in drafting and revising the manuscript. Wihana Kirana Jaya provided critical insights into the literature review and helped interpret the findings within the context of public sector dynamics, ensuring the study's relevance to organizational behavior. Sumaryono focused on refining the research methodology, particularly in applying Partial Least Squares Structural Equation Modeling (PLS-SEM), and validated the statistical analyses to ensure accuracy and reliability. Reni Rosari supported the data collection process, maintained the integrity of the dataset, and contributed to linking the results to practical implications for policymakers. Finally, Dominikus David Biondi Situmorang and Ifdil provided editorial oversight, ensuring clarity and coherence throughout the manuscript, and played a key role in formulating the conclusions and recommendations. Each author reviewed and approved the final version of the manuscript, ensuring its quality and alignment with academic standards. Through their collaborative efforts, the authors were able to produce a comprehensive and insightful study that contributes meaningfully to the field of public administration and organizational behavior.

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Appendix

Measurement Scale

Public Service Motivation scale:

1. Being a public servant is an honor to me.
2. I believe that a public sector employee should have a genuine spirit of service from within.
3. To serve the public, employees must understand the characteristics of the people they serve in order to provide optimal service.
4. Motivation to provide the best service to the community drives me to strive for peak performance.
5. Providing services that benefit the public is important to me.
6. I often think about the well-being of the community I serve, even if I don't know them personally.
7. Considering the interests of many people is an important personal value to me.
8. Making a positive difference that is directly felt by the community is far more valuable to me than personal achievements.
9. The interests of the community I serve are my top priority at work.
10. By having a desire to serve, I am not only committed to providing the best service to the public but also to my colleagues.

Red Tape

1. Bureaucratic regulations often hinder my ability to make quick decisions regarding the issues I encounter.
2. Frequent changes in the organization due to bureaucratic regulations sometimes increase my workload as I need to adapt to new rules.
3. Many small details must be followed due to bureaucratic demands, making me feel less efficient in my work.
4. Lengthy bureaucracy limits my scope, often impeding work productivity.
5. I often encounter contradictory rules and regulations.
6. Excessive regulations and work procedures often prevent me from performing my job effectively.
7. Requirements from auditing agencies (inspectorates) sometimes make it difficult for me to innovate in my work.
8. I need a considerable amount of time to comply with all the regulations and obligations within the organization.
9. The implementation of bureaucratic regulations has not considered the needs of employees based on the characteristics of the demographic regions.
10. Regulations that require me to be separated from my family when assigned to different regions can sometimes lower my work motivation.

Utrecht Work Engagement Scale (UWES) :

1. I am enthusiastic about my job.
2. I am proud of the work that I do.
3. I am immersed in my work.
4. I get carried away when I'm working.
5. I feel vigorous when I am working.
6. I am excited about my job.
7. I am completely absorbed in my work.
8. I feel strong and fit when I am working.
9. I am enthusiastic about starting my work in the morning.
10. Time flies when I am working.

11. I am energized when I am working.
12. I am concentrating on my work.
13. I am dedicated to my job.
14. I feel joy when I am working intensely.
15. I am enthusiastic about my tasks at work.
16. I am happy when I am working.
17. I feel confident when I am dealing with difficult tasks at work.

Affective Commitment scale:

1. I feel a strong sense of belonging to my organization.
2. I really care about the fate of my organization.
3. I feel emotionally attached to my organization.
4. I am proud to be a member of my organization.

Innovative Work Behavior scale:

1. I generate new ideas for challenging problems.
2. I gather support for innovative ideas.
3. I obtain approval to develop innovative concepts.
4. I transform innovative ideas into something beneficial.
5. I introduce innovative ideas into the workplace systematically.