

Motivation and Hygiene Factors among Civil Servants in Indonesia

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ABSTRACT

This study aims to identify the factors influencing the motivation of civil servants in Indonesia by adapting Herzberg's Motivation-Hygiene Theory. A quantitative survey approach was employed. The research instrument was a rating scale designed to assess respondents' perceptions of motivation and hygiene factors using a four-point Likert scale. The respondents were civil servants working in various central and regional government institutions across Indonesia. Data were collected online through a Google Forms questionnaire from May to August 2023, yielding 303 valid responses. The findings indicate that the main factors that internally motivate civil servants in Indonesia are recognition, responsibility, opportunities for growth, and achievement. Meanwhile, hygiene factors that may reduce motivation because they are perceived as not yet meeting expectations include policies and administrative systems in government institutions, salary, supervisory capability, working conditions, and employment status.

INTRODUCTION

Human resources are a vital resource for an organization in supporting the achievement of its various goals (Nudin et al., 2023; Pahlán et al., 2025; Septiana et al., 2023). Human resources must be viewed as dynamic and unique assets, each with different traits, characters, motives, and emotions (Arif et al., 2023; Laili & Anshori, 2024). Furthermore, human resources can be regarded as an asset for an organization when they possess various attributes such as knowledge, experience, commitment, and motivation (Pak et al., 2023; Tufa & Kant, 2023). Therefore, managing human resources requires a different approach for each individual. Human resource management involves several core functions, namely human resource planning, recruitment and selection, human resource development, performance appraisal, and compensation and benefits. All of these functions aim to ensure that the organization has a competent and motivated workforce to achieve its predetermined goals (Kambur & Yildirim, 2023; Tufa & Kant, 2023).

In relation to human resources as an asset, motivation has been empirically proven to be a primary factor influencing employee performance within an organization, as it affects work productivity, which in turn impacts the organization's effectiveness and efficiency (Budiarto et al., 2024;

Miftahudin et al., 2025; Moreen et al., 2025). An organization's ability to motivate its employees has even been identified as a key aspect that distinguishes successful organizations from unsuccessful ones (Aldabbas et al., 2023).

Motivation is defined as the strength, direction, and persistence of an individual in pursuing a particular goal, grounded in the desire to exert one's best effort to achieve that goal and satisfy one's own needs (Maulana, 2025; Suprianti et al., 2025). In addition, motivation is an internal and external drive that influences an individual's behavior and performance in the work environment (Anriyani et al., 2024; Hariyanto et al., 2023). This motivation is highly important because it determines how effectively and efficiently an employee carries out their tasks. Based on various studies, employee motivation is influenced by numerous factors such as competence, work morale, the work environment, leadership, career systems, training, and compensation (Maulana, 2025; Nica et al., 2023; Rizky et al., 2022). Employees who are not motivated will inevitably produce unsatisfactory work outcomes (Fauzi & Nugroho, 2024; Hariyanto et al., 2023; Priyatno & Yuliana, 2025). Therefore, it is important for an organization to identify the various factors that match the needs and expectations of its employees in order to motivate them to increase productivity (Salsabilla et al., 2024).

With regard to government institutions, the presence of human resources often referred to as civil servants (PNS) is undoubtedly significant, as they play a vital role not only in determining organizational success but also in supporting good public service (Jenar et al., 2024). More specifically, civil servants are responsible for planning, implementing, and controlling the various policies established within government institutions (Djumadin & Yahya, 2023). Because motivation has been empirically proven to be a primary factor in supporting an organization's success in achieving its goals, government institutions must identify the appropriate factors to motivate civil servants so that they can attain higher performance standards, commit to the organization, and foster initiative and active participation in the workplace (Ahmed & Sultan, 2022; Nica et al., 2023; Peramatzis & Galanakis, 2022).

In analyzing employee motivation and job satisfaction, one theory that can be applied is Herzberg's Motivation-Hygiene Theory of Motivation (Ahmed & Sultan, 2022; Peramatzis & Galanakis, 2022). This theory is based on two factors that drive employee satisfaction in the workplace, namely motivation factors and hygiene factors (Azhar et al., 2023; Pangestu & Fauzan, 2023; Rahadi & Rozikan, 2024). Motivation factors are also referred to as intrinsic factors that enable the emergence of positive attitudes and satisfaction at work, whereas hygiene factors are extrinsic factors that more closely describe the various job conditions that can affect motivation and job satisfaction (Salsabilla et al., 2024). Accordingly, motivation factors are internal factors within the individual employee that drive each person to work hard and enjoy their work, whereas hygiene factors are external factors that do not raise the level of motivation but, if not fulfilled, give rise to dissatisfaction (Pangestu & Fauzan, 2023).

Motivation factors consist of achievement, recognition, the work itself, responsibility, advancement, and the possibility for growth (Trépanier et al., 2023). Table 1 presents a more detailed explanation of each motivation factor (Ahmed & Sultan, 2022; Trépanier et al., 2023).

Table 1. Explanation of Each Motivation Factor

Motivation Factor	Explanation
1. <i>Achievement</i>	Achievement refers to the emergence of motivation when employees successfully accomplish specific goals, such as completing difficult tasks on time or solving work-related problems.
2. <i>Recognition</i>	Recognition relates to motivation that arises when employees receive praise or appreciation for achieving work targets or producing high-quality work.
3. The work itself	This factor concerns tasks or types of work that motivate employees, including work that aligns with their interests, offers variety, and provides meaningful challenges.
4. <i>Responsibility</i>	Responsibility refers to the authority and autonomy given to employees to make decisions, thereby fostering motivation.
5. <i>Advancement</i>	Advancement refers to motivation that emerges when an organization provides a transparent and measurable career-promotion system.
6. Possibility for Growth	Motivation may arise when an organization provides opportunities to develop competencies and gain work experience in other positions that support career development.

Hygiene factors consist of institutional policies and administration, supervisory capability, interpersonal relations with co-workers, working conditions, employment status, personal life, salary, and job security (Trépanier et al., 2023). Table 2 presents a more detailed explanation of each hygiene factor (Ahmed & Sultan, 2022; Trépanier et al., 2023).

Table 2. Explanation of Each Hygiene Factor

Hygiene Factor	Explanation
1. Institutional policies and administration	This factor concerns satisfaction or dissatisfaction arising from the quality of policies and administrative systems within an organization.
2. Supervision	This factor relates to supervisors' competence, fairness, and willingness to develop their subordinates.
3. Interpersonal relations	This factor concerns employees' working relationships with colleagues, subordinates, and supervisors in the workplace.
4. Working conditions	This factor relates to workplace conditions, including adequate facilities, a clean work environment, and the quantity of assigned work.
5. Status	Status refers to the sense of pride associated with working for an organization with a reputable standing.
6. Personal life	This factor concerns the extent to which work affects employees' personal lives.
7. <i>Salary</i>	Salary refers to all forms of compensation and income that are appropriate, fair in relation to assigned duties, and competitive with comparable organizations.
8. Job security	Job security refers to protection from dismissal and the availability of retirement benefits.

Research on factors influencing civil servants' motivation has been conducted in several countries, including Nigeria (Agbanero, 2023; Nica et al., 2023), Romania (Nica et al., 2023), Penang, Malaysia (Gnankob et al., 2022), and Lebanon (Wang et al., 2024). However, these studies were conducted in countries whose social and cultural characteristics differ from those of Indonesia. Several studies on civil servants' motivation have also been conducted in Indonesia, including those by Fauzi & Nugroho (2024), Liu et al. (2025), Putra & Iswanto (2025). However, these studies focused on the influence of civil servants' motivation levels on job satisfaction and work performance rather than on the factors that influence motivation.

Based on this background, this study addresses the following research question: what factors influence the motivation of civil servants in Indonesia? Accordingly, it aims to identify the factors shaping civil servants' motivation in Indonesia by adapting Herzberg's Motivation-Hygiene Theory. The findings are expected to benefit various stakeholders, particularly leaders of government organizations responsible for civil-servant management. As (Aldabbas et al., 2023) state, a leader's primary task is to motivate subordinates effectively. By understanding the factors that motivate employees, leaders of government institutions can more effectively optimize their most valuable asset: human resources.

METHOD

This study was conducted to identify the factors that influence the motivation of civil servants in Indonesia by adapting Herzberg's Motivation-Hygiene Theory. The research employed a quantitative approach using a survey method. The respondents were civil servants working in various government institutions in Indonesia, at both central and regional levels. The research instrument was a rating scale designed to assess respondents' perceptions of motivation and hygiene factors using a four-point Likert scale with the following criteria: 4 = strongly agree, 3 = agree, 2 = disagree, and 1 = strongly disagree. The rating-scale instrument consisted of two parts. The first part collected general information about the respondents, including gender, education level, and length of service as a civil servant, while the second part contained statement items to be rated based on respondents' perceptions.

The rating-scale instrument was developed through several stages. In the first stage, a literature review of previous studies was conducted to formulate statements consistent with Herzberg's theory of motivation and hygiene factors. In the second stage, based on the literature review, statement items were formulated using positive sentences representing each motivation factor. The instrument contained 16 statement items for motivation factors. In the third stage, the content validity of the questionnaire was examined using expert judgment involving two practitioners in civil-apparatus human resource development, each with more than 10 years of experience. Overall, the content-validity test indicated that all statement items were relevant to the research objectives.

Data were collected online using a digital questionnaire created in Google Forms and distributed through WhatsApp to more than 1,000 prospective respondents. Data collection took place from May to August 2023. A total of 303 questionnaires were completed, and the respondent profile is presented in detail in Table 3.

Table 3. Respondent Profile (N = 303)

Category	Frequency	Percentage
Gender		
Male	194	64
Female	109	36
Work Experience as a Civil Servant		
0–5 years	42	14
6–10 years	74	24
11–15 years	100	33
16–20 years	32	11
21–25 years	19	6
> 25 years	36	12
Education		
Senior High/Vocational School	4	1
Diploma I, II, and III	5	2
Bachelor's Degree	143	47
Master's Degree	140	46
Doctoral Degree	11	4

Data were analyzed using descriptive statistics, focusing on the mean and standard-deviation values for each motivation and hygiene factor based on the Likert scale. Based on the descriptive-statistics results, motivation factors were ranked according to the highest mean values and the smallest standard deviations. In other words, a motivation factor with a high mean and a small standard deviation was considered a primary factor influencing civil servants' motivation. Meanwhile, hygiene factors were ranked according to the lowest mean values and the smallest standard deviations. In other words, a hygiene factor with a low mean and a small standard deviation was considered a factor that should be anticipated in order to prevent civil servants' dissatisfaction.

RESULTS AND DISCUSSION

As presented in Table 4, four motivation factors obtained mean scores above 3.00: recognition, responsibility, possibility for growth, and achievement. By contrast, two motivation factors scored below 3.00: the work itself and advancement.

The basic principle of motivation factors is that they represent internal conditions within individual civil servants that encourage them to work hard and enjoy their work. Accordingly, recognition, which recorded the highest mean score among all motivation factors, indicates that appreciation for achieving work targets or producing high-quality work is the primary factor that should be considered to stimulate civil servants' internal motivation. The subsequent motivation factors responsibility and autonomy in decision-making, opportunities to develop competencies and gain experience in other positions, and the ability to complete relatively difficult tasks also need to be strengthened to foster internal motivation among civil servants. However, the work itself and advancement scored below 3.00, suggesting that the type of work assigned and the transparency and measurability of the career-promotion system are not perceived as the primary sources of internal motivation among civil servants.

Table 4. Mean Scores and Standard Deviations of Motivation Factors

Rank	Motivation Factor	Mean	Standard Deviation
1	<i>Recognition</i>	3.41	0.62
2	<i>Responsibility</i>	3.29	0.59
3	Possibility for Growth	3.17	0.68
4	<i>Achievement</i>	3.14	0.64
5	The Work Itself	2.90	0.64
6	Advancement	2.51	0.83

As shown in Table 5, five hygiene factors obtained mean scores below 3.00: institutional policies and administrative systems, salary, supervisory capability, working conditions, and employment status. Meanwhile, three factors scored 3.00 or higher: interpersonal relations with co-workers, job security, and personal life.

The basic principle of hygiene factors is that they are external conditions which, although they do not directly increase motivation, may generate dissatisfaction when inadequately fulfilled. Therefore, the policies and administrative systems currently implemented in government institutions are perceived as the factor least aligned with civil servants' expectations. If left unaddressed, this condition may lead to dissatisfaction and reduce motivation. Similarly, salary, supervisory capability, working conditions, and employment status are also perceived as not yet meeting expectations and may therefore contribute to declining motivation. By contrast, personal life, job security, and interpersonal relations with co-workers, each scoring 3.00 or higher, are generally perceived as meeting civil servants' expectations and should be maintained to support motivation.

Table 5. Mean Scores and Standard Deviations of Hygiene Factors

Rank	Hygiene Factor	Mean	Standard Deviation
1	Institutional Policies and Administrative Systems	2.42	0.75
2	<i>Salary</i>	2.43	0.80
3	Supervisory Capability	2.68	0.78
4	Working Conditions	2.72	0.70
5	Employment Status	2.93	0.68
6	Interpersonal Relations with Co-workers	3.00	0.59
7	Job Security	3.03	0.73
8	<i>Personal Life</i>	3.45	0.55

After presenting the findings in Tables 4 and 5, this section moves from reporting results to discussing their meaning within the framework of Herzberg's Motivation-Hygiene Theory and in relation to previous studies. The findings on civil servants' motivation in Indonesia differ from similar studies conducted in other countries. (Agbanero, 2023) , for example, found that salary and career advancement were the main factors influencing civil servants' motivation in Nigeria. In Penang, Malaysia, civil servants' motivation was influenced by training opportunities and salary (Gnankob et al., 2022). In Romania, the motivating factors for civil servants were the work environment and the type of

work assigned (Nica et al., 2023). Meanwhile, in Lebanon, the main motivating factors were salary and working conditions (Wang et al., 2024).

These differences indicate that the factors motivating civil servants are contextual and cannot be generalized across countries. In studies conducted in Nigeria, Malaysia, and Lebanon, salary consistently emerged as a dominant factor (Agbanero, 2023; Gnankob et al., 2022; Wang et al., 2024), whereas among Indonesian civil servants, salary is categorized as a hygiene factor that is perceived as not yet satisfactory rather than as a driver of internal motivation. Within Herzberg's framework, this finding aligns with the theory's premise that salary is a hygiene factor: its absence or inadequacy creates dissatisfaction, but its presence does not necessarily increase motivation (Ahmed & Sultan, 2022; Trépanier et al., 2023). In other words, the dominance of salary in several other countries may reflect different economic and welfare contexts, while among Indonesian civil servants, who relatively benefit from income stability and job security, motivational drivers appear to shift toward higher-order needs such as recognition and self-actualization.

The finding that recognition ranked highest among the motivation factors strengthens the argument that Indonesian civil servants are more strongly driven by appreciation for their contributions than by material rewards alone. This is consistent with literature emphasizing intrinsic motivation as a core element of work engagement and employee creativity (Aldabbas et al., 2023). The high scores for responsibility, possibility for growth, and achievement reinforce the same pattern: civil servants experience satisfaction when they are trusted to make decisions, provided with opportunities to develop competencies, and given challenging tasks. This pattern is also consistent with the concept of public service motivation, namely the drive to contribute to the public interest, which is commonly found among public-sector employees (Liu et al., 2025). It further supports Herzberg-based studies in Indonesia that highlight the role of intrinsic factors in employee job satisfaction (Pangestu & Fauzan, 2023; Rahadi & Rozikan, 2024).

Conversely, the low scores for advancement and the work itself, both below 3.00, provide an important insight. The limited role of advancement as a motivational driver may be associated with perceptions that promotion systems in government institutions are not yet fully transparent and measurable; consequently, career progression is not regarded as a reliable source of motivation. This finding differs from the Nigerian context, where career advancement was identified as one of the main motivating factors (Agbanero, 2023), and underscores the importance of improving career-governance systems as part of civil-servant motivation management.

Regarding hygiene factors, institutional policies and administrative systems as well as salary recorded the lowest mean scores, indicating that they are perceived as the least aligned with expectations. According to the logic of the two-factor theory, these conditions may generate dissatisfaction and undermine motivation if they are not addressed (Trépanier et al., 2023). The salary finding should be interpreted carefully: although salary is not an internal motivator, the perception that salary is inadequate can still reduce civil servants' job satisfaction. This is consistent with studies showing that fair incentives and compensation contribute to productivity and job satisfaction (Salsabilla et al., 2024), as well as with Herzberg-based studies of employees in Indonesian government institutions (Pangestu & Fauzan, 2023). The weak perception of policies and administrative systems also signals the need for bureaucratic-governance reform so that these systems do not become structural sources of dissatisfaction among civil servants.

Meanwhile, personal life, job security, and interpersonal relations with co-workers were perceived as meeting expectations, as indicated by scores of 3.00 or higher, and should therefore be maintained as supports for job satisfaction. Theoretically, these findings enrich the application of Herzberg's Motivation-Hygiene Theory in the Indonesian bureaucratic context, given that most previous studies have focused more on the effects of motivation levels on performance and job satisfaction (Fauzi & Nugroho, 2024; Liu et al., 2025; Putra & Iswanto, 2025) than on identifying the factors that shape motivation itself. Practically, the results provide clear direction for leaders of government institutions: efforts to strengthen civil servants' motivation should focus on recognition, responsibility delegation, and expanded opportunities for self-development, while simultaneously improving hygiene factors, particularly administrative policies and compensation systems, so that they do not become sources of dissatisfaction. Thus, as Aldabbas et al. (2023) emphasize, because a leader's central task is to motivate subordinates effectively, the simultaneous management of both groups of factors is essential for optimizing civil-servant performance.

CONCLUSION

This study concludes that the main factors that internally motivate civil servants in Indonesia are institutional recognition when civil servants achieve work targets or deliver high-quality work, the delegation of responsibility and autonomy in decision-making, opportunities to develop competencies and gain experience in other positions, and the ability to complete relatively difficult tasks. Meanwhile, the main external factors that may reduce civil servants' motivation because they are perceived as not yet meeting expectations are the policies and administrative systems currently implemented in government institutions, salary, supervisory capability, working conditions, and employment status.

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