

## ARTICLE

# Elevating Public Service: A Comprehensive Review of Public Service Motivation

**Muhammad Royhan***Department of Public Policy Management, Faculty of Social and Political Sciences, Universitas Gadjah Mada, Yogyakarta, Indonesia*

How to cite: Royhan, Muhammad. (2025). Elevating Public Service: A Comprehensive Review of Public Service Motivation. *Jurnal Borneo Administrator*, 21(2), 169-186. <https://doi.org/10.24258/jba.v21i2.1642>

**Article History**

Received: 8 December 2024

Accepted: 10 June 2025

**Keywords:**Public Service Motivation;  
Systematic Review;  
PRISMA.**ABSTRACT**

The impact of digital change, public organization reform, and the COVID-19 pandemic has brought many changes in public services worldwide. These conditions demand improvements in public service that exceed expectations. Public service motivation (PSM) is urgently needed for public sector managers to motivate employees with limited government resources. This article reviews the latest PSM literature, analyzing 210 articles selected using the Preferred Reporting Items for Systematic Reviews and Meta-Analyses (PRISMA) protocol. All selected studies are categorized into five research areas: literature reviews, conceptual development, measurement advancements, PSM as an independent variable, and PSM as a dependent variable. The findings indicate that the evolution of PSM research presents opportunities for more focused literature reviews while emphasizing the need for empirical studies across various service sectors to address conceptual overlaps between PSM and related concepts. Furthermore, a multidisciplinary approach in developing antecedent and outcome variables, along with the adoption of more rigorous research designs, is essential for deepening the understanding of PSM. This study outlines a future research agenda and offers practical implications for policy formulation and the enhancement of public service effectiveness.

**A. INTRODUCTION**

Public service motivation (PSM) theory still shows positive trends and is increasing the research focus in the study of public administration. The urgency of PSM theory in public organizations is significant due to its benefits for human resource management in the public sector. Meanwhile, the challenges faced by public organizations are getting greater, such as the declining interest of younger generation to work in public sector due to conflicts of interest between employees and organizations (Davis et al., 2020), unethical political influence (Alcoba & Phinaitrup, 2019), budget savings, organizational socialization (Moyson et al., 2018), comparison with the private sector (Ingrams, 2018) and institutional influence in responding to change (Caveney et al., 2020).

Employees who work in public organizations have diverse and specific motivations (Asseburg et al., 2020), such as the desire to make policies, empathy for the needs of others, and concern for the public interest, but public organizations also have specific goals that are strongly influenced by the regime and the ruling system of government including evolving public values. The mismatch between reality and expectations decreases employee motivation

\* Corresponding Author

Email : muhammadroyhan@mail.ugm.ac.id

(van Loon et al., 2017). The condition of society and public values in the employee environment also cause disappointment in the reality of public employees. It is essential to raise PSM into a positive value that can stem the demands of public organizations and become a resource that maintains employee resilience.

The enhancement of Public Service Motivation (PSM) plays a significant role in addressing the challenges posed by limited employment resources in public organizations (Bakker, 2015). This article aims to explore how the social studies and public administration science perceive the development of PSM across five key areas: (1) clarifying the concept of PSM and distinguishing it from similar constructs, (2) reviewing the focus of previous literature on PSM, (3) evaluating the progress of existing international measurement frameworks for PSM, (4) analyzing the antecedents of PSM, and (5) examining the outcomes of PSM for the public sector. A review of the literature highlights ongoing advancements in PSM theory. Despite being introduced over three decades ago by Perry and Wise (1990), criticisms regarding conceptual overlaps with similar constructs underscore the need for revitalization and further refinement of the theory (Bozeman & Su, 2015a).

## B. LITERATURE REVIEW

The construction of PSM, initially developed by Perry (1996), includes an interest in public policy making, a commitment to the public interest and civic duty, compassion, and self-sacrifice. After PSM concept applied in various countries, the construction developed and modified into a more universal construct (Ashley et al., 2021). Perry (2014) groups the evolution of PSM development into three waves: formation and evaluation of definition and measurement, verification and validation of constructions and their deployment, and acquiring knowledge from previous research to address existing gaps (Perry, 2014). Further developments involved several multidisciplinary states in deepening the theory of PSM.

Over the past three decades, the distribution of PSM research has shifted from the United States to Europe, followed by East Asia, while other regions are still limited. This situation raises concerns about explaining the concept in practice in PSM internationally. Cross-country PSM testing can ensure the stability of PSM dimensions. The concept of PSM has different definition in each country, influenced by factors such as local cultural values and Islamic Work Ethics in Iraq and Pakistan (Azhar & Steen, 2023; Hassan & Ahmad, 2021), and the concept of PSM as an ethos of public service in the UK. A form of construction like the motivation of public service in various countries is closely related to fundamental values, constitutional goals, and historical influence in the regime of the once-powerful government. The concept of PSM can be widely applied, but its various dimensions are significantly influenced by different historical and institutional variations across countries (Witesman & Christensen, 2023)

Criticism related to PSM concerns public administration scholars because its proximity to other concepts, such as altruism and pro-socialism, will obscure PSM research in the future (Bozeman & Su, 2015b). Some researchers are beginning to show a different position of PSM with other similar concepts (Piatak & Holt, 2020a; Ritz et al., 2020; Schott et al., 2019). Meanwhile, the systematic, comprehensive literature that has been done recommends the need for practical implications of the theory, emphasis on research methods and design, and looking at the wrong side of PSM that has always been associated with output positive (Ritz et al., 2016).

As a concept born from the science of public administration, PSM inspires various other disciplines to explain the phenomena that occur in employee motivation in public services (Perry & Vandenabeele, 2015). Implementing this concept is also a concern for public administration scholars, mainly because the challenges are complex. A systematic literature review (SLR) by Ritz et al. (2016) analyzed the PSM literature from 1990 to 2014, summarised most of the development literature related to PSM, and provided inputs for future research

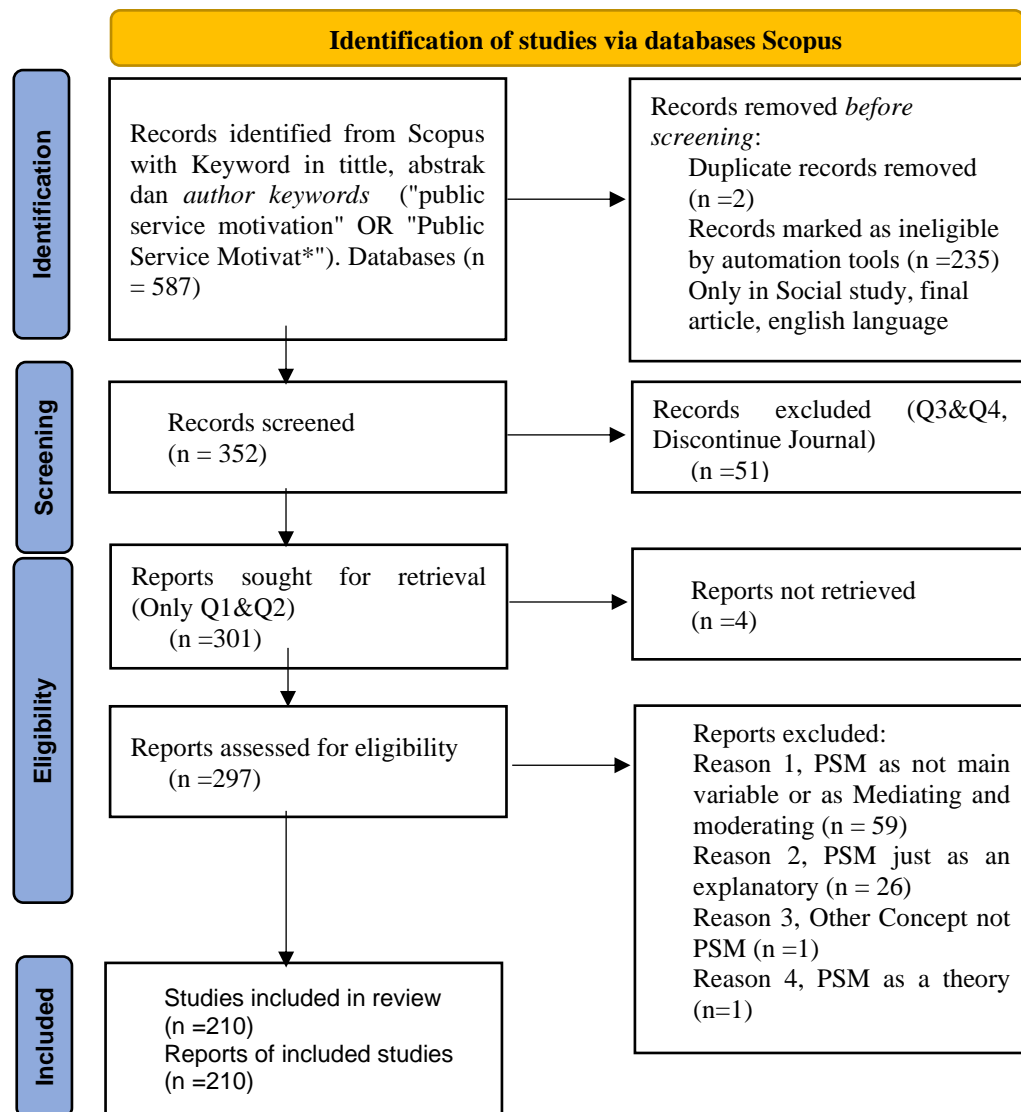
developments. The SLR research summarises the PSM literature into six key aspects: the fundamental study of PSM, publication journals that discuss PSM frequently, design and research methods, patterns of empirical findings on PSM, and practice implications (Ritz et al., 2016).

Several other literature reviews have emerged, exploring various aspects of PSM, such as meta-analysis research on the relationship between PSM and performance (Vogel & Homberg, 2021a), systematic research of the literature on leadership relations and community participation (Hameduddin & Engbers, 2022), systematic literature and meta-analysis related to the influence of PSM on public sector choices (Asseburg & Homberg, 2020a; Korac et al., 2019), SLR on the development of PSM in Western and non-Western countries (Mussagulova & van der Wal, 2021a), a systematic review of the literature on performance pay and PSM (Papenfuß & Keppeler, 2020a), meta-analysis of the influence of gender and age on PSM with various regional and cultural contexts (Parola et al., 2019a), meta-analysis research on organizational relationships and PSM (Harari et al., 2017) and SLR research that discusses the findings of practical implications of PSM theory (Christensen et al., 2017).

This literature article systematically reviews theoretical developments from 2018 to 2023. In that period, criticism of PSM theory became stronger, inviting research to reconceptualize PSM theory. Global changes such as declining interest in the public sector, pandemic, war, and climate change pose serious challenges for all public services worldwide. This article classifies PSM theory into five PSM literature groups: literature study, concept, measurement development, PSM as an independent variable, and PSM as a dependent variable.

### **C. METHOD AND SCOPE**

This study used Preferred Reporting Items for Systematic Reviews and Meta-Analysis (PRISMA) to systematically explain the literature. Although PRISMA was initially developed in health, it has been widely used in public administration research (Hansen & Tummers, 2020; Moyson et al., 2018; Prysmakova & Lallatin, 2023). The PRISMA procedure uses a systematic pattern of literature with repeated refinements incorporating the main methods of the research focus. PRISMA's approach has been widely recognized by writers, reviewers, and journal editors (Moyson et al., 2018).



### Identification Phase

A literature search using the SCOPUS database with the period January, 2018 to December, 2023. The Scopus database has an advantage in social research because of its large database coverage in social science and represents research about PSM. The development of PSM literature during the period had many significant follow-ups to criticisms of the concept (Bozeman & Su, 2015b), extension from previous systematic reviews (Ritz et al., 2016), and global conditions. Literature collection using keywords ("public service motivation" OR "public service motivat\*"). Keywords were searched using the title, abstract, and author keywords to see related journal results. We do not limit the concept of public service motivation as explained by the initial concept by Perry and Wise (1990). In the first stage, 587 literatures related to the first stage were collected. The literature was only in the form of final journal articles (peer-review) and in English produced as many as 463 articles. This article limits the development of PSM theory to social science disciplines and leaves as many as 355 articles for further review. We limit ourselves to articles on social sciences because social sciences provide more comprehensive knowledge in the study of social sciences by involving social, cultural, and public institutional contexts.

## Screening Phase

The results of article identification found that data doubled, leaving three articles and 352 articles. Phase screening Article sorts articles by issuing articles included in journals that discontinue Q3 and Q4 as many as 51 articles and leaving the best quality articles, Q1 and Q2, as many as 301 articles. The restriction on quality journals is aimed to obtain valid research results in PSM and have high academic standards and credibility.

## Eligibility Phase

This stage looks at research development by grouping research into five main themes: literature studies, concepts, international measurement developments, PSM as independent variables, and PSM as dependent variables. Several theories, methodologies, designs, and research models are also included as descriptive descriptions of the development of PSM theory. Some articles that are not found in the full paper, the vagueness of the concept of PSM, not the primary variable, PSM is only an explanation, the discussion of PSM which is more directed to other concepts outside PSM and does not relate to grouping criteria are excluded from the literature database that will be analyzed in the entire paper.

At this stage, only 210 articles are included according to the classification category, and the total number of articles accepted is stored in the library reference manager. Article data sorted using spreadsheets is then analyzed and grouped into five categories: literature studies, concepts, measurement developments, and PSM as independent and dependent variables. Analysis and coding are conducted manually on spreadsheets and processed with the pivot table. Data cleaning is done using open-refine applications, and literature metadata is visualized using R Studio Bibliosany to provide a descriptive picture of PSM literature.

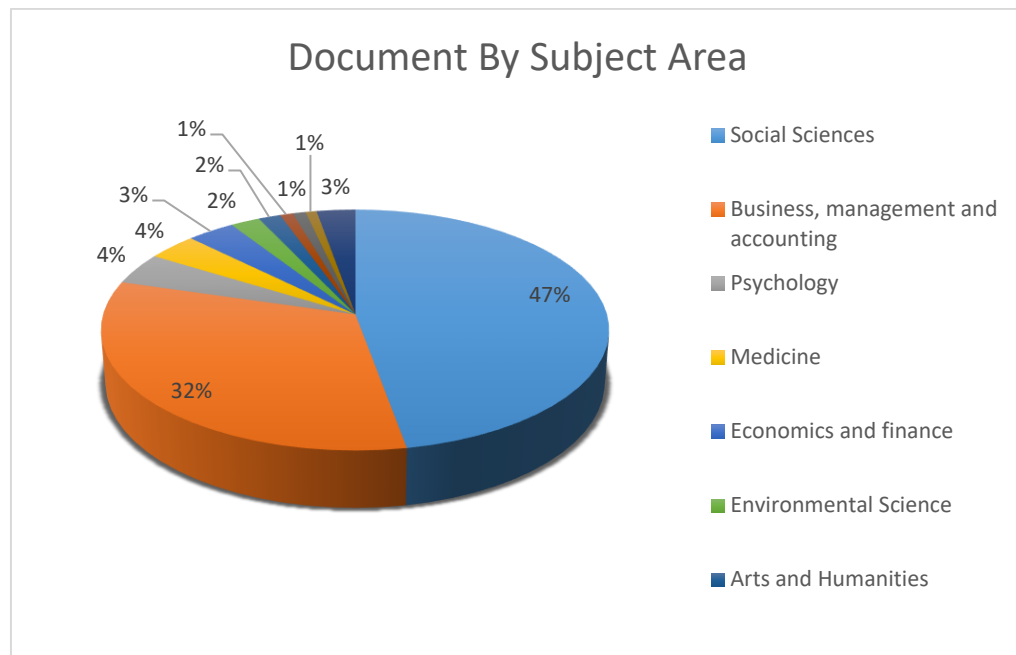
## D. RESULT AND DISCUSSION

### Systematic Literature Review and Analysis

In describing the trend of literature development, PSM continues to show an increasing trend. Previous SLR research by [Ritz et al. \(2016\)](#), which collected PSM literature from 1990-2014, showed significant improvement in the number of articles ranging from 11 to 36 per year. In this article for 2018-2023, the number of final articles in English with the keywords "Public Service Motivation" OR "Public Service Motivat\*" shows an average of 78 articles per year, with a peak in 2022 of 96 articles per year from all disciplines. The increasing trend still shows that PSM research is growing and becoming attractive in various other disciplines, such as business management, psychology, health, environmental science, and computer science.



Figure 1. Document of PSM Literature Study 2018-2023



(Source: Scopus (2024))

Figure 2. Article PSM by Subject Area Period 2018-2023

The systematic research of the literature in this article only limits the development of PSM trends in social sciences that still dominate the development of PSM theory. A literature review on the social sciences shows an average of 59 articles annually. The distribution in the region still focuses on the USA (126). In second and third place, the East Asia region is China (63), South Korea (53), Germany (33), UK (32), Netherlands (32), Denmark (31), and Australia (22), while for regions in Southeast Asia namely Indonesia (20), Vietnam (18), Singapore (13) and Thailand (7).

### Publication Outlets

The journals that contribute the most publications related to PSM articles in the field of social sciences are International Public Management Journal (34), Public Management Review (34), Review of Public Personnel Administration (32), International Journal of Public Administration (22), Public Personnel Management (20). The number of contributing journal sources is 158, and the total number of authors is 159. The average growth per year is 12%, and the number of citations per year is 13.96 per document.

### PSM by Interest

Table 1. Articles Based on Most Citations (2018-2023)

Paper	Article Title	Total Citations	TC per Year	Normalized TC
<b>Miao Q, 2018, Public Adm Rev</b>	How Leadership and Public Service Motivation Enhance Innovative Behavior	136	22,67	4,23
<b>Borst Rt, 2019, Rev Public Pers Adm</b>	Exploring the Job Demands–Resources Model of Work Engagement in Government: Bringing in a Psychological Perspective	109	21,80	5,43
<b>Jin Mh, 2018, Rev Public Pers Adm</b>	Person–Organization Fit and Turnover Intention: Exploring the Mediating Role of Employee Followership and	90	15,00	2,80



	Job Satisfaction Through Conservation of Resources Theory			
<b>Jensen Ut, 2018, Am Rev Public Adm</b>	How Transformational Leadership Supports Intrinsic Motivation and Public Service Motivation: The Mediating Role of Basic Need Satisfaction	82	13,67	2,55
<b>Breaugh J, 2018, Public Manage Rev</b>	Work motivation and public service motivation: disentangling varieties of motivation and job satisfaction	79	13,17	2,46
<b>Schott et al, 2019, Int J Public Adm</b>	Public Service Motivation, Pro-social Motivation, and Altruism: Towards Disentanglement and Conceptual Clarity	74	14,80	3,68
<b>Linós E, 2018, J Public Adm Res Theory</b>	More Than Public Service: A Field Experiment on Job Advertisements and Diversity in the Police	71	11,83	2,21

Source: Scopus (2024)

The development of PSM literature shows interesting research findings: how PSM and leadership style positively impact output innovation behavior. The model expands on the positive impact produced by PSM in previous research. The psychological perspective also encourages interest related to the development of PSM by involving someone's psychological condition as a variable moderating PSM. The person-organization and people-job fit relationship using a broader theoretical view, such as resource conservation theory, provides a more comprehensive explanation related to PSM. Some other studies that are still highly cited are on the impact of job satisfaction, psychological needs, and leadership. SLR recommendations [Ritzz et al. \(2016\)](#) related to exploring the mechanism of negative impacts output PSM, experimental research methods have been answered by several studies ([Caillier, 2020](#); [Meyer-Sahling et al., 2019](#); [Weißmüller et al., 2022](#)).

In contrast, the criticism conveyed by [Bozeman and Su \(2015\)](#) regarding the clarity of the concept of PSM is also clarified by [Schott et al.'s research \(2019\)](#). Some studies that interest researchers are on how the current generation views public organizations and how they match employee expectations to those of organizations. The studies prompted some organizations to improve their image and sell brand organizations to attract employees by their intrinsic motivation.

## Systematic Grouping of PSM Literature

This systematic literature groups PSM research into five categories: literature studies, concepts, measurement developments, PSM as independent variables, and PSM as dependent variables.

## Study Literature

Literature studies group PSM on several variables proven by empirical research. The compatibility between individuals and organizations drives research on PSM's tendency to predict individuals choosing to work in the public sector. The meta-analysis study revealed that this alignment is influenced by societal and organizational perceptions and how governments present public organizations as attractive options to potential employees.

Table 2. PSM Literature Study for the 2018-2023

Writer	Heading	About	Type Literature
(Asseburg & Homberg, 2020b)	Public Service Motivation or Sector Rewards? Two Studies on the Determinants of Sector Attraction	Choice in the employment sector	Meta-analysis
(Parola et al., 2019b)	Demographic determinants of public service motivation: a meta-analysis of PSM-age and -gender relationships	Demographics (age and gender) as antecedents of PSM	Meta-analysis
(Papenfuß & Keppeler, 2020b)	Does performance-related pay and public service motivation research treat state-owned enterprises like a neglected Cinderella? A systematic literature review and agenda for future research on performance effects	Performance-based payment relationship with PSM	SLR
(Mussagulova & van der Wal, 2021b, pp. 2015–2020)	“All still quiet on the non-Western front?” Non-Western Public Service Motivation Scholarship: 2015–2020	PSM grouping in Western and non-western countries	SLR
(Hameduddin & Engbers, 2022)	Leadership and public service motivation: a systematic synthesis	Leadership influence on PSM	SLR
(Awan et al., 2020a)	The Benefits of PSM: An Oasis or a Mirage?	PSM to positive work output	SLR
(Vogel & Homberg, 2021b)	P-Hacking, P-Curves, and the PSM–Performance Relationship: Is There Evidential Value?	PSM to performance	Meta-analysis

Source: Scopus (2024)

Empirical research shows a strong relationship between demographics (age and gender) and PSM. Such influence is moderated by cultural context. This literature study reinforces some empirical findings that suggest the same, whereas differences in empirical findings occur due to cultural context and certain variables that moderate the relationship with PSM. Understanding this context further deepens understanding and helps develop the concept of PSM worldwide (Parola et al., 2019c).

The New Public Management Perspective (NPM), which supports performance-based payment systems, aims to encourage individuals to go the extra mile. However, many empirical findings have the opposite effect. The organization's shape and purpose also influence the effectiveness of performance-based payments on PSM. Other SLR studies also link leadership and PSM. Leadership can influence subordinate public service motivation based on the social learning theory, self-determination theory (SDT), or social exchange theory (SET). Empirical evidence shows two transformational and service leadership styles positively associated with PSM (Hameduddin & Engbers, 2022). Other literature studies still show positive results against



output Work such as performance and job satisfaction (Awan et al., 2020b; Vogel & Homberg, 2021b).

## PSM Concept

The concept of PSM is conveyed in the seminal paper by Perry and Wise (1990). PSM is a "predisposition to respond to motives grounded primarily or uniquely in public institutions." In the development of PSM research, researchers define PSM with many concepts, such as the encouragement to carry out work that provides public services (Brewer & Selden, 1998), service to the interests of the community, nation, state and humanity (Rainey & Steinbauer, 1999), good deeds by providing welfare services to others and the public (J. L. Perry & Hondeghem, 2008) and the values believed that shape attitudes put the interests of an organization or community above personal interests (Vandenabeele, 2007).

PSM is often equated with other concepts already known in other disciplines, such as economics (Neumann & Ritz, 2015) and the field of psychological sciences (Bolino & Grant, 2016). The concept of PSM was criticized because it was still vague (Bozeman & Su, 2015b), so some researchers reaffirmed the concept of PSM and distinguished it from other similar concepts such as pro-social, altruism, and social care (Piatak & Holt, 2020c, 2020b; Ritz et al., 2020). The concept of pro-social is an effort to prioritize group interests above personal interests, but personal interests are also inseparable from the interests of the group, in contrast to the concept of altruism, which is entirely unrelated to personal gain (Perry & Wise, 1990). The development of the PSM concept confirms the difference between the PSM concept and the pro-social concept, altruism, or the like (Andersen et al., 2018).

Explaining concepts uses criteria of coherence and differentiation to evaluate the clarity of concepts (Gerring, 1999). Coherence relates to the internal consistency that attributes a concept, and differentiation focuses on the extent to which that concept can be distinguished. The criteria are clarified in five aspects: beneficiaries, temporal focus, stages of human action, discretion, and behavior (Schott, 2019).

Table 3. Differences between the PSM Concept and Other Concepts (Schott et al., 2019)

	<b>PSM Concept</b>	<b>Pro-social Concept</b>	<b>Concepts of Altruism</b>
Beneficiaries	Not identified	Unidentified	Internally identified
Focus Temporal	Long-term	Secondary Term	Short-term
Different stages of human action	Small actions on a big goal	Actions that have a direct impact on society	Internal impact actions
Dyslexia	Firm rules (more significant social impact)	Give discretion to the interests of the organization	Give more discretion to affection (individual empathy)
Behavior	Societal Altruism	Organisational Citizenship Behavior (OCB)	Interpersonal Altruism

Source: Scopus (2024)

The beneficiary aspect of the PSM concept is not clearly and indirectly identified, while other concepts, such as pro-social beneficiaries, are directly related (Esteve et al., 2016; Vandenabeele et al., 2018). Schott et al. (2019) argue that interpersonal contact with beneficiaries seems to be a prerequisite for pro-social motivation, which contrasts society's significance as service recipients.

The temporal focus aspect emphasizes long or short-term goals. The concept of PSM emphasizes long-term goals rather than transactional conditions. For example, in the encouragement to provide services to provide health services (Belrhiti et al., 2019), medical

personnel who provide services focused on healing patients served have a short-term temporal focus, while medical personnel who have service goals that focus on the health of all communities have a long-term temporal focus.

The stages of human action in the concept of PSM include individual actions that contribute to a wide range of benefits, which in turn contribute to the overall goal. Meanwhile, in the pro-social concept, individual actions benefit the general public and receive feedback directly. The pro-social concept focuses more on interpersonal dynamics. The concept of altruism describes the intrapersonal actions of individuals in providing service to others. From this point of view, both Public Service Motivation (PSM) and the tendency towards pro-social behavior can generate altruistic acts, although they differ from altruism. In particular, PSM seems to explain the reasons behind individual involvement in acts of assistance that benefit society without direct receipt of task-related feedback. In contrast, pro-social motivation explains the motivation behind behaviors oriented toward promoting the well-being of others.

### Measurement Progress

PSM measurements have proliferated since Perry ([Perry, 1996](#)) provided an initial construction of PSM that is more suitable in the context of the American state. Measurements with different country contexts clarify the position of PSM to be accepted as a universal measurement. The development of PSM theory is also very dependent on the success of measuring instruments that can be used in various countries—recent developments in PSM measurement by testing it on large-scale cross-country.

Kim et al.'s scale testing in 2013 has been widely tested and accepted internationally. Testing ([Mikkelsen et al., 2021](#)) shows that the causation of PSM can be compared in various countries of the study sample. Cross-cultural influences make it quite challenging to provide absolute uniformity in the measurement of PSM. International measurement of PSM with the number of areas and samples from previous measurements by [Kim et al. \(2013\)](#) provides a substantive empirical basis for claims regarding the cross-cultural nature of PSM and the accumulation of cross-country knowledge in PSM research ([Mikkelsen et al., 2021](#)).

Some differences at the country scale provide input to interpreting PSM internationally. PSM measurement tools developed by [Kim et al. \(2013\)](#) increasingly demonstrate stability and resilience, although subsequent studies have identified minor weaknesses that require adjustment in some instances in certain countries ([Kim et al., 2013](#)). The differentiation of regional contexts, considering the characteristics of culture and government systems, can explain different measurement results, thus requiring modifications adapted to specific regions.

The recommendation in PSM measurement is to emphasize comparative studies between countries to understand the mechanism of PSM dimensions in different cultural settings and governance systems. Comparative public value is a topic conducive to substantive research and measurement. One potential direction for future studies is to focus on macro-level factors. However, it is important to acknowledge that this strategy requires collaborative projects on an unprecedented scale to include a sufficient number of countries for stratified models to produce accurate estimates while also being complex enough to ensure identification.

### PSM as an Independent Variable

The results in Table 4 show how PSM affects results in empirical research. PSM results are not only positive but also have negative impacts such as burnout (7), unethical behavior (2), and stress (2). In contrast, positive output results are still dominated by job satisfaction (15), performance (15), public sector choice (13), and job attachment (9). PSM results are also influenced by mediating and moderation variables in output formation. The influence of mediating and moderating variables significantly affects the consistency of results and contexts in various regions, strengthening the results of PSM output. Some moderating variables that

affect PSM results are individual-job and individual-organizational fit, socialization, resources, organizational identification, personality traits, and specific situations. Moderation factors that reinforce or weaken results appear in this systematic literature, such as red tape, basic psychological needs, culture, relational contact, love of money, performance appraisal, adaptability, leader support, and organizational commitment.

Table 4. PSM as an Independent Variable

Output	Freq	%
Job Satisfaction	15	11,1%
Performance	15	11,1%
Public Sector Options	13	9,6%
Work Attachment	9	6,7%
Burn Out	7	5,2%
OCB	6	4,4%
Turnover	4	3,0%
Outcome negative	4	3,0%
Innovative Behavior	4	3,0%
Sukarelawan	4	3,0%
Extra Work	3	2,2%
Commitment	3	2,2%
Politics	3	2,2%
Whistleblowing	3	2,2%
Knowledge Sharing	2	1,5%
Effectiveness	2	1,5%
Ethics	2	1,5%
Service	2	1,5%
Risk-taking	2	1,5%
Error Avoidance	2	1,5%
Pro-social	2	1,5%
And others	28	20,7%
Total	135	100%

### PSM as a Dependent Variable

The challenge of PSM research is how the PSM can be implemented to help public employees maintain service motivation. The theoretical debate about PSM is dynamic, making it difficult to change (Vogel & Kroll, 2016). Some empirical research shows that the influence of other variables can affect PSM even though the development is not visible. Longitudinal research and specific experiments to answer this problem are still not widely studied. Table 4 shows the research variables that provide changes in PSM as dependent variables that are also influenced by mediating variables, such as the fulfillment of psychological needs, public values, equality, historical context, and beliefs. The relationship of independent variables in influencing PSM is also reinforced by moderating variables such as cultural values, financial advantages, social identification, justice, and purpose. Different from the debate regarding the nature of PSM, several studies in this article show PSM as a variable that can be influenced by other variables and affirm the position of PSM as a dynamic trait.

Table 5. PSM as a Dependent Variable

Attribute	Freq	%
Incentive Model	12	9,2%
Leadership Model	12	9,2%
Education and Training	9	6,9%
Design Work	8	6,2%
Organisational Constitution	8	6,2%
Experience	7	5,4%

Person-Work Environment Fit	6	4,6%
Social Impact	5	3,8%
Individual characteristics	4	3,1%
Family	3	2,3%
Public Service Model	3	2,3%
Religious Socialization	3	2,3%
Gender	2	1,5%
Genetics	2	1,5%
Clarity of Purpose	2	1,5%
Confidence	2	1,5%
Contextual	2	1,5%
Period of Service	2	1,5%
Social norms	2	1,5%
Socialization	2	1,5%
Officer Status	2	1,5%
Work Stress	2	1,5%
And others	30	23,1%
<b>Total</b>	<b>130</b>	<b>100%</b>

### Practical Implication and Future Research Agenda

A literature review makes it easier for researchers to understand the research map and identify gaps that need to be addressed in future studies. Our findings provide an overview of the development of five primary public service motivation (PSM) research areas and recommendations for future research agendas. First, the criticism of the concept from [Bozeman and Su \(2015\)](#) shows that the concept of choir often overlaps with other concepts, such as altruism and prosocialism, so that it can obscure choir research. Several researchers have responded to this challenge ([Ritz et al., 2020](#); [Schott, 2019](#)) but empirical research on PSM is still needed in organizations that provide indirect public benefits, such as tax officials, security guards, and police. Second, with the increasing number of studies related to the output of PSM, the opportunity to review the findings of the review literature remains wide open. Previous literature studies have focused more on regional differences, positive relationships with PSM, or demographic variables related to PSM. We recommend a review of the literature that examines the latest findings, including studies on negative *PSM outputs*. Third, the PSM measurement developed by [Perry \(1996\)](#) in the American context has undergone international development and modification ([Mikkelsen et al., 2021](#)) However, the results of the literature show limitations in the application of this measurement in various countries. We encourage researchers to develop measurement methods that are appropriate to the context of local values and culture to increase the validity and relevance of research results. Fourth, the literature still debates the nature of PSM, whether it is static or changeable. This issue has significant implications for the recruitment process of employees in the public sector. Our study found that most articles support the view that PSM is dynamic, making it possible to activate and develop through specific interventions. In line with previous research, we recommend research using experimental methods to explain strong causal relationships ([Mensah & Amegavi, 2024](#)) Fifth, most articles highlight the positive benefits of PSM, but the literature results also show that the output of PSM is increasingly growing and varied ([Miao et al., 2018](#)) With multidisciplinary approaches, such as psychology, sociology, and computer science, the scope of PSM's output can be expanded even further. We also noted an increase in interest in exploring negative PSM outputs. The opportunity to find new output variables is still wide open by involving cross-disciplinary approach.

## **Limitation**

This study relies solely on single journal database, Scopus, which may result in publication bias by excluding relevant articles indexed in other databases, such as Web of Science or PubMed. While Scopus is comprehensive in the social sciences, the exclusive focus on this database might limit the diversity of perspectives and regional coverage. Additionally, the study is constrained by a six-year time frame, which may overlook earlier preliminary studies or more recent developments in the field that were published out of the time frame. These limitations suggest that future research should consider incorporating multiple databases and extending the time frame to provide a more comprehensive understanding.

## **E. CONCLUSION**

The research on PSM continues to develop, and various significant contributions have been made in theory and practice. However, a great gap exists to deepen understanding of the concept, measurement, literature review, antecedents and PSM outputs. This research makes an important contribution to developing the understanding and application of Public Service Motivation, both from a theoretical and practical perspective. From a theoretical perspective, this study strengthens the position of PSM as a unique concept by affirming its difference from altruism and prosocialism and expanding its scope to antecedent variables and outputs. In addition, the measurement of PSM relevant to the cultural context and local values is a priority to increase cross-country validity. The debate over whether PSM is static or dynamic indicates that it can be activated and developed, opening up opportunities to explore more effective organizational strategies.

The practical implication of this study is to guide researchers to fill the knowledge gap of PSM. Future research needs to examine the effectiveness of current knowledge with PSM research strategies in actual conditions in the society. PSM can be used as a basis to design policies in the field of public sector human resources that are in line with public values, improve the work environment that supports PSM and manage the negative impact of PSM. Future research is expected to integrate a multidisciplinary approach, conduct longitudinal studies and robust methods to understand the dynamics of PSM, explore negative outputs, and expand cross-cultural studies. With focus on solid theory and relevant implementation, PSM has excellent potential to improve the performance of public organizations and provide tangible benefits to society.

## **Acknowledgment**

This research was supported by the Indonesia Endowment Fund for Education and the University of Gadjah Mada.

## **REFERENCES**

- Alcoba, R. C., & Phinaitrup, B. (2019). In Search of the Holy Grail in Public Service: A Study on the Mediating Effect of Public Service Motivation on Organizational Politics and Outcomes. *International Journal of Public Administration*, 43(1), 73–83. <https://doi.org/10.1080/01900692.2019.1650280>
- Andersen, L. B., Pedersen, L. H., & Petersen, O. H. (2018). Motivational Foundations of Public Service Provision: Towards a Theoretical Synthesis. *Perspectives on Public Management and Governance*, 1(4), 283–298. Scopus. <https://doi.org/10.1093/ppmgov/gvy003>
- Ashley, S., Kim, S., & Lambright, W. H. (2021). Charting Three Trajectories for Globalising Public Administration Research and Theory. *Asia Pacific Journal of Public Administration*, 43(1), 11–22. Scopus. <https://doi.org/10.1080/23276665.2020.1789482>



- Asseburg, J., Hattke, J., Hensel, D., Homberg, F., & Vogel, R. (2020). The Tacit Dimension of Public Sector Attraction in Multi-Incentive Settings. *Journal of Public Administration Research and Theory*, 30(1), 41–59. Scopus. <https://doi.org/10.1093/jopart/muz004>
- Asseburg, J., & Homberg, F. (2020a). Public Service Motivation or Sector Rewards? Two Studies on the Determinants of Sector Attraction. *Review of Public Personnel Administration*, 40(1), 82–111. Scopus. <https://doi.org/10.1177/0734371X18778334>
- Asseburg, J., & Homberg, F. (2020b). Public Service Motivation or Sector Rewards? Two Studies on the Determinants of Sector Attraction. *Review of Public Personnel Administration*, 40(1), 82–111. Scopus. <https://doi.org/10.1177/0734371X18778334>
- Awan, S., Bel, G., & Esteve, M. (2020a). The Benefits of PSM: An Oasis or a Mirage? *Journal of Public Administration Research and Theory*, 30(4), 619–635. Scopus. <https://doi.org/10.1093/jopart/muaa016>
- Awan, S., Bel, G., & Esteve, M. (2020b). The Benefits of PSM: An Oasis or a Mirage? *Journal of Public Administration Research and Theory*, 30(4), 619–635. Scopus. <https://doi.org/10.1093/jopart/muaa016>
- Azhar, A., & Steen, T. (2023). Underlying Assumptions of Public Service Motivation: A View from the Developing World. *Asia Pacific Journal of Public Administration*, 45(3), 274–294. <https://doi.org/10.1080/23276665.2022.2121294>
- Bakker, A. B. (2015). A Job Demands–Resources Approach to Public Service Motivation. *Public Administration Review*, 75(5), 723–732. <https://doi.org/10.1111/puar.12388>
- Belrhiti, Z., Damme, W. V., Belalia, A., & Marchal, B. (2019). Does Public Service Motivation Matter in Moroccan Public Hospitals? A Multiple Embedded Case Study. In *International Journal for Equity in Health*, 18(1). 18, 160 (2019). <https://doi.org/10.1186/s12939-019-1053-8>
- Bolino, M. C., & Grant, A. M. (2016). The Bright Side of Being Prosocial at Work, and the Dark Side, Too: A Review and Agenda for Research on Other-Oriented Motives, Behavior, and Impact in Organizations. *The Academy of Management Annals*, 10(1), 599–670. <https://doi.org/10.1080/19416520.2016.1153260>
- Borst, R. T., Kruyen, P. M., & Lako, C. J. (2019). Exploring the Job Demands–Resources Model of Work Engagement in Government: Bringing in a Psychological Perspective. *Review of Public Personnel Administration*, 39(3), 372–397. <https://doi.org/10.1177/0734371X17729870>
- Bozeman, B., & Su, X. (2015a). Public Service Motivation Concepts and Theory: A Critique. *Public Administration Review*, 75(5), 700–710. Scopus. <https://doi.org/10.1111/puar.12248>
- Bozeman, B., & Su, X. (2015b). Public Service Motivation Concepts and Theory: A Critique. *Public Administration Review*, 75(5), 700–710. <https://doi.org/10.1111/puar.12248>
- Breaugh, J., Ritz, A., & Alfes, K. (2018). Work Motivation and Public Service Motivation: Disentangling Varieties of Motivation and Job Satisfaction. *Public Management Review*, 20(10), 1423–1443. <https://doi.org/10.1080/14719037.2017.1400580>
- Brewer, G. A., & Selden, S. C. (1998). Whistle Blowers in the Federal Civil Service: New Evidence of the Public Service Ethic. *Journal of Public Administration Research and Theory*, 8(3), 413–440. <https://doi.org/10.1093/oxfordjournals.jpart.a024390>
- Caillier, J. G. (2020). Testing the Influence of Autocratic Leadership, Democratic Leadership, and Public Service Motivation on Citizen Ratings of An Agency Head’s Performance. *Public Performance and Management Review*, 43(4), 918–941. Scopus. <https://doi.org/10.1080/15309576.2020.1730919>
- Caveney, N., Scott, P., Williams, S., & Howe-Walsh, L. (2020). Police Reform, Austerity and ‘Cop Culture’: Time to Change the Record? *Policing and Society*, 30(10), 1210–1225. Scopus. <https://doi.org/10.1080/10439463.2019.1691549>



- Christensen, R. K., Paarlberg, L., & Perry, J. L. (2017). Public Service Motivation Research: Lessons for Practice. *Public Administration Review*, 77, 529–542. <https://doi.org/10.1111/puar.12796>
- Davis, R. S., Stazyk, E. C., Kochenour, A., & Neuhoff, E. (2020). Coping With Conflict: Examining the Influence of PSM on Perceptions of Workplace Stressors. *Review of Public Personnel Administration*, 40(3), 405–425. Scopus. <https://doi.org/10.1177/0734371X18820096>
- Esteve, M., Urbig, D., van Witteloostuijn, A., & Boyne, G. (2016). Prosocial Behavior and Public Service Motivation. *Public Administration Review*, 76, 177–187. <https://doi.org/10.1111/puar.12480>
- Gerring, J. (1999). What Makes a Concept Good? A Criterial Framework for Understanding Concept Formation in the Social Sciences. *Polity*, 31(3), 357–393. <https://doi.org/10.2307/3235246>
- Hameduddin, T., & Engbers, T. (2022). Leadership and Public Service Motivation: A Systematic Synthesis. *International Public Management Journal*, 25(1), 86–119. <https://doi.org/10.1080/10967494.2021.1884150>
- Hansen, J., & Tummers, L. (2020). A Systematic Review of Field Experiments in Public Administration. *Public Administration Review*, 80. <https://doi.org/10.1111/puar.13181>
- Harari, M. B., Herst, D. E. L., Parola, H. R., & Carmona, B. P. (2017). Organizational Correlates of Public Service Motivation: A Meta-analysis of Two Decades of Empirical Research. *Journal of Public Administration Research and Theory*, 27(1), 68–84. <https://doi.org/10.1093/jopart/muw056>
- Hassan, H. A., & Ahmad, A. B. (2021). The Relationship Between Islamic Work Ethic and Public Service Motivation. *Administration & Society*, 53(9), 1390–1417. <https://doi.org/10.1177/0095399721998335>
- Ingrams, A. (2018). Organizational Citizenship Behavior in the Public and Private Sectors: A Multilevel Test of Public Service Motivation and Traditional Antecedents. *Review of Public Personnel Administration*, 40(2), 222–244. <https://doi.org/10.1177/0734371X18800372>
- Jensen, U. T., & Bro, L. L. (2018). How Transformational Leadership Supports Intrinsic Motivation and Public Service Motivation: The Mediating Role of Basic Need Satisfaction. *The American Review of Public Administration*, 48(6), 535–549. <https://doi.org/10.1177/0275074017699470>
- Jin, M. H., McDonald, B., & Park, J. (2018). Person–Organization Fit and Turnover Intention: Exploring the Mediating Role of Employee Followership and Job Satisfaction Through Conservation of Resources Theory. *Review of Public Personnel Administration*, 38(2), 167–192. Scopus. <https://doi.org/10.1177/0734371X16658334>
- Kim, S., Vandenabeele, W., Wright, B., Andersen, L., Cerase, F., Christensen, R., Desmarais, C., Koumenta, M., Leisink, P. L. M., & Liu, B. (2013). Investigating the Structure and Meaning of Public Service Motivation across Populations: Developing an International Instrument and Addressing Issues of Measurement Invariance. *Journal of Public Administration Research and Theory*, 23, 79–102. <https://doi.org/10.2307/23321085>
- Korac, S., Saliterer, I., & Weigand, B. (2019). Factors Affecting the Preference for Public Sector Employment at the Pre-Entry Level: A Systematic Review. *International Public Management Journal*, 22(5), 797–840. Scopus. <https://doi.org/10.1080/10967494.2018.1430086>
- Linos, E. (2018). More than Public Service: A Field Experiment on Job Advertisements and Diversity in the Police. *Journal of Public Administration Research and Theory*, 28(1), 67–85. Scopus. <https://doi.org/10.1093/jopart/mux032>
- Mensah, J. K., & Amegavi, G. B. (2024). Experimental Public Service Motivation Research: A Systematic Review and Future Directions. *International Journal of Public Administration*, 47(3), 186–207. <https://doi.org/10.1080/01900692.2022.2106493>

- Meyer-Sahling, J.-H., Mikkelsen, K. S., & Schuster, C. (2019). The Causal Effect of Public Service Motivation on Ethical Behavior in the Public Sector: Evidence from a Large-Scale Survey Experiment. *Journal of Public Administration Research and Theory*, 29(3), 445–459. Scopus. <https://doi.org/10.1093/jopart/muy071>
- Miao, Q., Newman, A., Schwarz, G., & Cooper, B. (2018). How Leadership and Public Service Motivation Enhance Innovative Behavior. *Public Administration Review*, 78(1), 71–81. Scopus. <https://doi.org/10.1111/puar.12839>
- Mikkelsen, K. S., Schuster, C., & Meyer-Sahling, J.-H. (2021). A Cross-Cultural Basis for Public Service? Public Service Motivation Measurement Invariance in an Original Survey of 23,000 Public Servants in Ten Countries and Four World Regions. *International Public Management Journal*, 24(6), 739–761. <https://doi.org/10.1080/10967494.2020.1809580>
- Moyson, S., Raaphorst, N., Groeneveld, S., & Van de Walle, S. (2018). Organizational Socialization in Public Administration Research: A Systematic Review and Directions for Future Research. *American Review of Public Administration*, 48(6), 610–627. Scopus. <https://doi.org/10.1177/0275074017696160>
- Mussagulova, A., & van der Wal, Z. (2021a). “All Still Quiet on the Non-Western Front?” Non-Western Public Service Motivation Scholarship: 2015–2020. *Asia Pacific Journal of Public Administration*, 43(1), 23–46. Scopus. <https://doi.org/10.1080/23276665.2020.1836977>
- Mussagulova, A., & van der Wal, Z. (2021b). “All Still Quiet on the Non-Western Front?” Non-Western Public Service Motivation Scholarship: 2015–2020. *Asia Pacific Journal of Public Administration*, 43(1), 23–46. Scopus. <https://doi.org/10.1080/23276665.2020.1836977>
- Neumann, O., & Ritz, A. (2015). Public Service Motivation and Rational Choice Modelling. *Public Money & Management*, 35(5), 365–370. <https://doi.org/10.1080/09540962.2015.1061179>
- Papenfuß, U., & Keppeler, F. (2020a). Does Performance-Related Pay and Public Service Motivation Research Treat State-Owned Enterprises like a Neglected Cinderella? A Systematic Literature Review and Agenda for Future Research on Performance Effects. *Public Management Review*, 22(7), 1119–1145. Scopus. <https://doi.org/10.1080/14719037.2020.1740300>
- Papenfuß, U., & Keppeler, F. (2020b). Does Performance-Related Pay and Public Service Motivation Research Treat State-Owned Enterprises like a Neglected Cinderella? A Systematic Literature Review and Agenda for Future Research on Performance Effects. *Public Management Review*, 22(7), 1119–1145. <https://doi.org/10.1080/14719037.2020.1740300>
- Parola, H. R., Harari, M. B., Herst, D. E. L., & Prysmakova, P. (2019a). Demographic Determinants of Public Service Motivation: A Meta-Analysis of PSM-Age and Gender Relationships. *Public Management Review*, 21(10), 1397–1419. Scopus. <https://doi.org/10.1080/14719037.2018.1550108>
- Parola, H. R., Harari, M. B., Herst, D. E. L., & Prysmakova, P. (2019b). Demographic Determinants of Public Service Motivation: A Meta-Analysis of PSM-Age and Gender Relationships. *Public Management Review*, 21(10), 1397–1419. <https://doi.org/10.1080/14719037.2018.1550108>
- Parola, H. R., Harari, M. B., Herst, D. E. L., & Prysmakova, P. (2019c). Demographic Determinants of Public Service Motivation: A Meta-Analysis of PSM-Age and Gender Relationships. *Public Management Review*, 21(10), 1397–1419. Scopus. <https://doi.org/10.1080/14719037.2018.1550108>

- Perry, J. (2014). The Motivational Bases of Public Service: Foundations for a Third Wave of Research. *Asia Pacific Journal of Public Administration*, 36, 34–47. <https://doi.org/10.1080/23276665.2014.892272>
- Perry, J. (2014). The Motivational Bases of Public Service: Foundations for a Third Wave of Research. *Asia Pacific Journal of Public Administration*, 36, 34–47. <https://doi.org/10.1080/23276665.2014.892272>
- Perry, J. L. (1996). Measuring Public Service Motivation: An Assessment of Construct Reliability and Validity. *Journal of Public Administration Research and Theory*, 6(1), 5–22. <https://doi.org/10.1093/oxfordjournals.jpart.a024303>
- Perry, J. L., & Hondeghem, A. (2008). Building Theory and Empirical Evidence about Public Service Motivation. *International Public Management Journal*, 11(1), 3–12. <https://doi.org/10.1080/10967490801887673>
- Perry, J. L., & Vandenabeele, W. (2015). Public Service Motivation Research: Achievements, Challenges, and Future Directions. *Public Administration Review*, 75(5), 692–699. <https://doi.org/10.1111/puar.12430>
- Perry, J. L., & Wise, L. R. (1990). The Motivational Bases of Public Service. *Public Administration Review*, 50(3), 367–373. <https://doi.org/10.2307/976618>
- Piatak, J. S., & Holt, S. B. (2020a). Disentangling Altruism and Public Service Motivation: Who Exhibits Organizational Citizenship Behaviour? *Public Management Review*, 22(7), 949–973. <https://doi.org/10.1080/14719037.2020.1740302>
- Piatak, J. S., & Holt, S. B. (2020b). Disentangling Altruism and Public Service Motivation: Who Exhibits Organizational Citizenship Behaviour? *Public Management Review*, 22(7), 949–973. <https://doi.org/10.1080/14719037.2020.1740302>
- Piatak, J. S., & Holt, S. B. (2020c). Prosocial Behaviors: A Matter of Altruism or Public Service Motivation? *Journal of Public Administration Research and Theory*, 30(3), 504–518. <https://doi.org/10.1093/jopart/muz041>
- Prysmakova, P., & Lallatin, N. (2023). Perceived Organizational Support in Public and Nonprofit Organizations: Systematic Review and Directions for Future Research. *International Review of Administrative Sciences*, 89(2), 467–483. Scopus. <https://doi.org/10.1177/00208523211033822>
- Rainey, H. G., & Steinbauer, P. (1999). Galloping Elephants: Developing Elements of a Theory of Effective Government Organizations. *Journal of Public Administration Research and Theory*, 9(1), 1–32. <https://doi.org/10.1093/oxfordjournals.jpart.a024401>
- Ritz, A., Brewer, G. A., & Neumann, O. (2016). Public Service Motivation: A Systematic Literature Review and Outlook. *Public Administration Review*, 76, 414–426. <https://doi.org/10.1111/puar.12505>
- Ritz, A., Schott, C., Nitzl, C., & Alfes, K. (2020). Public Service Motivation and Prosocial Motivation: Two Sides of the Same Coin?. *Public Management Review*, 22(7), 974–998. <https://doi.org/10.1080/14719037.2020.1740305>
- Schott, C., Neumann, O., Baertschi, M., & Ritz, A. (2019). Public Service Motivation, Prosocial Motivation, Prosocial Behavior, and Altruism: Towards Disentanglement and Conceptual Clarity. *International Journal of Public Administration*. <https://doi.org/10.1080/01900692.2019.1588302>
- van Loon, N. M., Vandenabeele, W., & Leisink, P. (2017). Clarifying the Relationship Between Public Service Motivation and In-Role and Extra-Role Behaviors: The Relative Contributions of Person-Job and Person-Organization Fit. *The American Review of Public Administration*, 47(6), 699–713. <https://doi.org/10.1177/0275074015617547>
- Vandenabeele, W. (2007). Toward a Public Administration Theory of Public Service Motivation. *Public Management Review*, 9(4), 545–556. <https://doi.org/10.1080/14719030701726697>

- Vandenabeele, W., Ritz, A., & Neumann, O. (2018). Public Service Motivation: State of the Art and Conceptual Cleanup. In E. Ongaro & S. Van Thiel (Eds.), *The Palgrave Handbook of Public Administration and Management in Europe* (pp. 261–278). Palgrave Macmillan UK. [https://doi.org/10.1057/978-1-137-55269-3\\_13](https://doi.org/10.1057/978-1-137-55269-3_13)
- Vogel, D., & Homberg, F. (2021a). P-Hacking, P-Curves, and the PSM–Performance Relationship: Is There Evidential Value? *Public Administration Review*, 81(2), 191–204. Scopus. <https://doi.org/10.1111/puar.13273>
- Vogel, D., & Homberg, F. (2021b). P-Hacking, P-Curves, and the PSM–Performance Relationship: Is There Evidential Value? *Public Administration Review*, 81(2), 191–204. Scopus. <https://doi.org/10.1111/puar.13273>
- Vogel, D., & Kroll, A. (2016). The Stability and Change of PSM-Related Values Across Time: Testing Theoretical Expectations Against Panel Data. *International Public Management Journal*, 19(1), 53–77. <https://doi.org/10.1080/10967494.2015.1047544>
- Weißmüller, K. S., De Waele, L., & van Witteloostuijn, A. (2022). Public Service Motivation and Prosocial Rule-Breaking: An International Vignettes Study in Belgium, Germany, and the Netherlands. *Review of Public Personnel Administration*, 42(2), 258–286. Scopus. <https://doi.org/10.1177/0734371X20973441>
- Witesman, E. M., & Christensen, R. K. (2023). Elevating Public Service Motivation Research and Practice. *International Public Management Journal*, 26(1), 46–65. <https://doi.org/10.1080/10967494.2021.1948470>