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The Role of Work Discipline in Mediating the Influence of Public Service Motivation (PSM) and Procedural Justice on the Performance of PNS at the Ministry of Population and Family Development / BKKBN Central Office

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Abstract

This study aims to examine the mediating role of work discipline in the relationship between public service motivation (PSM), procedural justice, and the performance of PNS at the Ministry of Population and Family Development/BKKBN Central Office. A quantitative explanatory approach was employed using data from 274 respondents selected through proportionate simple random sampling. Data were analyzed using Partial Least Squares Structural Equation Modeling (PLS-SEM). The results indicate that PSM significantly influences work discipline ($\beta = 0.532$, $p < 0.001$) and performance ($\beta = 0.545$, $p < 0.001$), while procedural justice also significantly affects work discipline ($\beta = 0.192$, $p < 0.05$) and performance ($\beta = 0.195$, $p < 0.001$). Work discipline significantly affects performance ($\beta = 0.417$, $p < 0.001$) and acts as a partial mediator in both relationships. The model explains 62.9% of the variance in performance ($R^2 = 0.629$). The findings highlight the importance of behavioral mechanisms linking motivation, fairness, and discipline in improving performance. Practically, organizations should strengthen PSM through value internalization, ensure procedural fairness in performance appraisal systems, and reinforce work discipline through performance-based mechanisms and digital systems to enhance employee performance.

Keywords: *Public Service Motivation; Procedural Justice; Work Discipline; PNS Performance.*

INTRODUCTION

Performance of PNS serves as a primary indicator for evaluating the success of professional, effective, accountable, and result-oriented public administration. In the perspective of modern performance management, PNS performance is no longer interpreted merely as the fulfillment of administrative obligations, but rather as the capacity of public apparatus to translate public policies into programs and services that deliver tangible impacts on society (Campbell & Wiernik, 2015). Therefore, improving PNS performance has become a fundamental prerequisite for achieving high-quality and sustainable governance.

The Ministry of Population and Family Development/ National Population and Family Planning Board (Kemendukbangga/BKKBN) holds a strategic role in supporting Indonesia's national development agenda, particularly in the areas of population control, family development, accelerated stunting reduction, and the enhancement of Indonesian human resource quality. The complexity of this mandate positions BKKBN civil servants as key actors in the planning, implementation, control, and evaluation of population and family development programs. To address these challenges, the Ministry has established four national priority programs: Gerakan Orang Tua Asuh Cegah Stunting (GENTING), Taman Asuh Sayang Anak (TAMASYA), Gerakan Ayah Teladan Indonesia (GATI), and Lansia Berdaya (SIDAYA). These programs are designed as comprehensive, life-cycle-based interventions ranging from stunting prevention and child-rearing support to strengthening paternal roles and elderly empowerment. The successful implementation of these priority programs depends heavily on the performance of civil servants, both at the central and regional levels.

Organizationally, Kemendukbangga/BKKBN operates as a large-scale and complex bureaucratic institution with nationwide coverage. As of December 2025, the total number of civil

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servants within the Ministry reached 11,431, consisting of 867 personnel at the central office and 10,564 at 32 provincial representative offices. This distribution indicates that the majority of civil servants are deployed in regional implementing units, necessitating a robust performance management system capable of maintaining consistent work behavior, discipline, and public service orientation across all levels and regions. In such a large organization, variations in motivation, perceptions of justice, and levels of discipline have the potential to significantly influence overall performance.

Efforts to strengthen PNS performance at Kemendukbangga/BKKBN are in line with the Presidential Vision of the Republic of Indonesia for 2025–2029, namely "Bersama Indonesia Maju Menuju Indonesia Emas 2045," which emphasizes the development of a world-class bureaucracy staffed by professional, integrity-driven, adaptive, and service-oriented personnel. This national vision is translated into the Ministry's vision: "The Realization of Population- and Family-Aware Development for Quality Families in Support of Advancing Indonesia Toward Golden Indonesia 2045." The Ministry's Strategic Plan (Renstra) 2025–2029 further underscores that institutional strengthening and human resource development constitute the main foundation for achieving organizational strategic objectives, with particular emphasis on improving institutional quality, competency development, and the management of professional, integrity-based, and performance-oriented human resources.

Although various performance enhancement policies and instruments have been implemented, internal evaluations indicate that PNS performance at Kemendukbangga/BKKBN continues to face significant challenges. Performance evaluation data for the period 2022–2024 reveal that the average achievement of Civil Servants' Performance Targets (SKP) has increased annually. However, this improvement has not fully met the established organizational performance targets. Moreover, the performance gap between organizational targets and actual realization has shown a widening trend during this period. This condition signals the existence of a performance gap that may hinder the effectiveness of national priority program implementation.

Table 1. Achievement of Civil Servants' Performance Targets (SKP)
At Kemendukbangga/BKKBN, 2022–2024

Year	Average SKP of PNS (%)	Organizational Performance Target (%)	Realization (%)	Gap (%)
2022	88.5	90	84.3	5.7
2023	89.7	92	86.2	5.8
2024	90.2	93	87.0	6.0

Source: Processed data, 2025.

Based on the table above, although the average SKP achievement of PNS increased from 88.5% in 2022 to 90.2% in 2024, the gap between organizational targets and actual realization widened from 5.7% to 6.0%. This pattern indicates that the existing performance management mechanisms have not yet optimally driven productivity and work effectiveness among civil servants. The widening gap has direct implications for organizational performance and the successful execution of Kemendukbangga/ BKKBN's priority programs.

This phenomenon suggests that the current performance management system has not fully succeeded in internalizing public service motivation (PSM) into daily work behavior, nor has it consistently enforced work discipline as adherence to established performance standards. In addition, civil servants' perceptions of fairness in performance appraisal and reward processes may influence their level of engagement and commitment. Procedural justice is a critical factor, as it relates to employees' perceptions of fairness, transparency, and consistency in organizational decision-making processes. Positive perceptions of procedural justice have been shown to enhance employee trust and performance (Colquitt et al., 2015; Kim & Kim, 2021).

Motivational factors, particularly public service motivation (PSM), also play a crucial role in shaping PNS performance. PSM reflects an individual's intrinsic drive to serve the public interest (Perry & Wise, 1990). Empirical studies have demonstrated that PSM positively influences performance and prosocial work behaviors (Ritz et al., 2016; Fauzan et al., 2022). However, recent studies indicate that this relationship often operates not only directly but also through behavioral mechanisms (Tang et al., 2024). In addition, empirical evidence suggests that prosocial values embedded in PSM, such as empathy and compassion, play a crucial role in strengthening employees' engagement and performance outcomes (Mussagulova, 2024).

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Furthermore, recent research demonstrates that PSM significantly contributes to organizational performance, particularly when supported by conducive institutional mechanisms and fair procedures (Kim & Kim, 2021). However, despite these advancements, limited studies have examined how performance allowance-based systems and discipline-oriented policies in public sector organizations influence this relationship, particularly in the Indonesian context.

In this context, work discipline emerges as a strategic behavioral variable that bridges the relationships between PSM, procedural justice, and employee performance. Work discipline reflects adherence to rules and work standards and serves as an initial indicator of the internalization of organizational values into daily behavior. Previous studies have found that work discipline significantly affects PNS performance (Pamungkas et al., 2023; Putra & Heriyanto, 2022) and can function as a mediating variable between organizational factors and performance outcomes (Nurhalinda et al., 2024; Triastutik et al., 2024).

Within the Kemendukbangga/BKKBN environment, work discipline has been formally institutionalized through the performance allowance policy regulated in BKKBN Regulation No. 6 of 2023, which assigns a 20% weight to the discipline component in performance allowance calculations, while the remaining 80% is determined by performance achievement (Badan Kependudukan dan Keluarga Berencana Nasional, 2023). Furthermore, bureaucratic digital transformation through electronic attendance systems and integrated performance-discipline data has strengthened the development of a digital mindset that emphasizes system-based compliance, transparency, and accountability.

Despite these efforts, previous research has yielded inconsistent findings regarding the direct influence of PSM on performance, with some studies reporting significant direct effects while others indicate that the influence operates more strongly through indirect behavioral pathways. Moreover, research examining the mediating role of work discipline between procedural justice and PNS performance in the Indonesian public sector, particularly in institutions that integrate discipline into remuneration systems, remains very limited. The preceding discussion reveals an empirical gap concerning the underlying mechanisms linking public service motivation (PSM), procedural justice, and PNS performance, specifically through the mediating role of work discipline. Therefore, this study offers a novel contribution by integrating work discipline as a behavioral mediating mechanism within a performance allowance-based bureaucratic system, particularly in the context of Kemendukbangga/ BKKBN. Unlike previous studies that primarily examine direct effects, this research emphasizes the indirect behavioral pathway linking PSM and procedural justice to performance through discipline, which remains underexplored in the Indonesian public sector. Therefore, the present study investigates the mediating role of work discipline in the influence of public service motivation (PSM) and procedural justice on the performance of civil servants at the Central Office of the Ministry of Population and Family Development / BKKBN Central Office.

METHOD

This study employed a quantitative approach with an associative research design aimed at examining the relationships and causal influences among variables. According to Sugiyono (2013), research design is a plan and structure developed to obtain answers to research questions, encompassing the steps taken by the researcher in collecting, measuring, and analyzing data logically and systematically. In line with this view, Creswell (2009) defines research design as a strategy that integrates key components such as the research approach, data collection techniques, and analytical methods to address research problems in a systematic and scientific manner.

The research was classified as explanatory research because it sought to explain both direct and indirect influences among variables based on theoretical foundations and previous empirical findings. A cross-sectional design was adopted, with data collected at a single point in time to capture the current condition of public service motivation (PSM), procedural justice, work discipline, and civil servants' performance at the Ministry of Population and Family Development / BKKBN Central Office. Data were gathered through a survey using closed-ended questionnaires distributed to PNS .

The collected data were analyzed using Structural Equation Modeling (SEM) based on Partial Least Squares (PLS) with the assistance of SmartPLS 4.0 software. This method was selected because the research model involves a mediating variable and complex causal relationships. Overall, the research design was expected to provide a comprehensive empirical understanding of the direct and indirect

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effects of public service motivation and procedural justice on PNS performance through the mediating role of work discipline.

Operational Definition of Variables

The variables in this study consisted of independent, mediating, and dependent variables, operationalized based on relevant theories and previous research as follows:

Independent Variables

1. Public Service Motivation (PSM)
   Public service motivation refers to the internal drive of civil servants to provide optimal public service, motivated by commitment to the public interest, social concern, moral values, and orientation toward public service values. This concept is based on the theory proposed by Perry and Wise (1990) and further developed by Perry and Lam (2025).
2. Procedural Justice
   Procedural justice is the perception of civil servants regarding the fairness of organizational decision-making processes, including performance appraisal, promotion, and policy implementation. This variable draws on the organizational justice framework proposed by Greenberg (1987) and further developed by Colquitt (2015).

Mediating Variable

Work discipline is the level of adherence of civil servants to work regulations, punctuality, and consistency in performing tasks in accordance with applicable provisions. The concept is grounded in Government Regulation No. 94 of 2021 concerning Civil Servant Discipline. This variable functions as a mediator bridging the influence of PSM and procedural justice on performance. Work discipline was measured through three main indicators: attendance and punctuality, compliance with work rules, and responsibility in task execution.

Dependent Variable

PNS performance is the level of achievement in work results, reflected in the quality and quantity of work as well as work behavior in supporting organizational goals. Measurement was adapted from the job performance concept by Campbell and Wiernik (2015) and aligned with the performance appraisal regulations applicable at BKKBN. The variable was measured through indicators including quality of work results, quantity/productivity, contextual performance, and initiative/innovation.

Population and Sample

The population of this study comprised all active PNS working at the Ministry of Population and Family Development / BKKBN Central Office. Based on official personnel data as of December 2025, the total number of active PNS meeting the research criteria was 867, consisting of structural, functional, and executive officials. Groups such as Candidate Civil Servants (CPNS), Government Employees with Work Agreements (PPPK), and those nearing retirement were excluded because they had not fully undergone the complete performance appraisal and discipline enforcement cycle.

The sample size was determined using the Slovin formula with a 5% margin of error (Sugiyono, 2013). The calculation yielded a sample of 274 respondents, which was considered statistically adequate and met the requirements for PLS-SEM analysis. A proportionate simple random sampling technique was employed, with respondents proportionally allocated according to the number of civil servants in each of the 30 work units at the BKKBN Central Office.

TYPES AND SOURCES OF DATA

This study utilized primary data collected directly from respondents through online questionnaires (Google Forms). The questionnaire consisted of two sections: demographic information (age, gender, education level, length of service, and position) and items measuring the research variables. Secondary data were obtained from internal organizational records, including the Human Resource Information System (SIMSDM) and the e-Performance application, to support population determination and contextual understanding.

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Data Collection Technique

Data were collected using a structured questionnaire distributed online to 274 selected civil servants. All items were measured on a 5-point Likert scale (1 = strongly disagree to 5 = strongly agree). The questionnaire was developed based on established indicators from previous studies and adapted to the Indonesian civil service context. In addition, a literature review was conducted to strengthen the theoretical framework and indicator development.

Data Analysis

Data analysis was conducted in several stages: data grouping, tabulation, descriptive statistics, and hypothesis testing. Negative statements in the questionnaire underwent reverse coding to ensure consistent interpretation. The primary analytical technique was Partial Least Squares Structural Equation Modeling (PLS-SEM) using SmartPLS 4.0 software. This method was chosen for its suitability in handling mediating variables, predictive orientation, and moderate sample sizes (Hair et al., 2021). The measurement model was evaluated using convergent validity (AVE > 0.5), composite reliability (> 0.7), and Cronbach's alpha (> 0.7). Discriminant validity was assessed using the Fornell-Larcker criterion. These criteria ensure that the constructs are both reliable and valid for subsequent structural model analysis. To enhance methodological rigor, this study also tested for common method bias using Harman's single-factor test. The results indicated that no single factor accounted for the majority of variance, suggesting that common method bias was not a serious concern. Furthermore, all indicator loadings exceeded 0.70, confirming indicator reliability.

RESULTS and DISCUSSION

Results

This study examined the mediating role of work discipline in the relationships between public service motivation (PSM), procedural justice, and the performance of PNS at the Ministry of Population and Family Development / BKKBN Central Office. Data were collected from 274 respondents and analyzed using Partial Least Squares Structural Equation Modeling (PLS-SEM).

The hypothesis testing results indicate that all direct relationships in the model are positive and statistically significant. Public service motivation (PSM) significantly influences work discipline ($\beta = 0.532$, $t = 6.514$, $p < 0.001$) and performance ($\beta = 0.545$, $t = 8.282$, $p < 0.001$). Procedural justice also has significant effects on work discipline ($\beta = 0.192$, $t = 2.126$, $p = 0.034$) and performance ($\beta = 0.195$, $t = 4.544$, $p < 0.001$). In addition, work discipline significantly affects performance ($\beta = 0.417$, $t = 7.231$, $p < 0.001$). The indirect effect analysis confirms that work discipline partially mediates both relationships. The indirect effect of PSM on performance through work discipline is significant ($\beta = 0.222$, $t = 4.832$, $p < 0.001$), as is the indirect effect of procedural justice ($\beta = 0.080$, $t = 2.115$, $p = 0.035$). Since both direct and indirect effects are significant, the mediation is classified as partial.

The model demonstrates substantial explanatory power, with an R^2 value of 0.629, indicating that 62.9% of the variance in performance is explained by the model. Effect size (f^2) analysis shows that PSM has a strong effect, while procedural justice has a moderate effect on performance. Overall, the findings indicate that PSM, procedural justice, and work discipline play complementary roles in influencing PNS performance, with discipline acting as an important behavioral mechanism linking motivation and fairness to performance outcomes.

Discussion

The findings confirm that public service motivation (PSM) significantly influences both work discipline and performance. The strong relationship between PSM and work discipline suggests that intrinsic motivation to serve the public encourages adherence to rules, punctuality, and responsibility (Perry & Wise, 1990; Ritz et al., 2016). This can be explained through Self-Determination Theory, which posits that intrinsic motivation promotes autonomous and responsible behavior.

The direct effect of PSM on performance ($\beta = 0.545$) is consistent with previous studies indicating that employees with high PSM tend to exhibit higher commitment and productivity (Fauzan et al., 2022; Tang et al., 2024). The significant indirect effect ($\beta = 0.222$) further indicates that the influence of PSM is reinforced through behavioral mechanisms, particularly work discipline.

Procedural justice also has a positive and significant effect on both work discipline and performance, although the magnitude is smaller compared to PSM. This finding aligns with

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organizational justice theory, which emphasizes that fair and transparent decision-making processes enhance trust, compliance, and performance (Colquitt et al., 2015; Kim & Kim, 2021; Greenberg, 1987). In the organizational context of BKKBN, fair performance appraisal and reward systems appear to encourage more disciplined and effective work behavior.

Work discipline emerges as a key predictor of performance (β = 0.417), confirming its role as a behavioral mechanism that translates motivation and fairness into measurable outcomes. The institutionalization of discipline through performance-based incentives and digital monitoring systems likely reinforces this relationship.

The mediation analysis shows that work discipline partially mediates the relationships between PSM and performance, as well as between procedural justice and performance. This confirms both direct and discipline-mediated effects on performance. The stronger indirect effect of PSM compared to procedural justice suggests that intrinsic motivation has a greater impact when translated into disciplined work behavior.

These findings highlight the importance of integrating motivational, fairness, and behavioral dimensions in improving public sector performance. In the context of Kemendukbangga/BKKBN, strengthening PSM through value internalization, ensuring procedural fairness, and reinforcing work discipline through performance-based systems and digital monitoring are essential strategies for enhancing PNS performance and supporting the implementation of national priority programs.

CONCLUSION

This study examined the mediating role of work discipline in the influence of public service motivation (PSM) and procedural justice on the performance of PNS at the Ministry of Population and Family Development / BKKBN Central Office. Using PLS-SEM analysis on data from 274 respondents, the results show that PSM and procedural justice have significant positive direct effects on both work discipline and PNS performance. Work discipline partially mediates these relationships, with a stronger mediating effect for PSM than for procedural justice.

The findings confirm that work discipline serves as an important behavioral mechanism linking motivational and fairness factors to employee performance. Theoretically, this study contributes to public administration literature by clarifying the indirect pathways through which PSM and procedural justice affect performance in the Indonesian civil service context.

Practically, Kemendukbangga/BKKBN should strengthen PSM through value internalization, ensure procedural fairness in organizational processes, and reinforce work discipline via performance allowance systems and digital monitoring. These integrated efforts are expected to improve PNS performance and support the successful implementation of national priority programs toward Indonesia Emas 2045.

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