

From Individual Drivers to Systemic Culture: Rethinking Employee Performance Improvement in Local Public Infrastructure Organizations

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Abstract

This study revisits employee performance improvement in public sector organizations by shifting the focus from individual-based drivers to a systemic, culture-oriented perspective. Prior public human resource management research has primarily emphasized work motivation and organizational commitment as key predictors of performance. However, empirical evidence has been inconsistent, particularly within rule-based bureaucratic contexts. To address this gap, the study investigates whether organizational culture functions as a more fundamental mechanism shaping performance in local public infrastructure organizations. A quantitative explanatory design was employed, utilizing cross-sectional survey data collected from both civil servants and non-civil servants working in public infrastructure organizations in Majalengka Regency, Indonesia. Data were analyzed using Partial Least Squares-Structural Equation Modeling (PLS-SEM). The findings reveal that organizational culture exerts a strong and statistically significant influence on employee performance, whereas work motivation and organizational commitment have weak and non-significant effects. These results suggest that performance in public infrastructure organizations is primarily driven by systemic cultural mechanisms rather than individual psychological factors. This study contributes to the public management literature by reframing performance improvement strategies in the public sector, positioning organizational culture as a foundational driver of performance, and offering theoretical and policy-relevant insights for bureaucratic reform.

Keywords: *Organizational Culture; Employee Performance; Public Infrastructure Organizations; Public Sector Management; Systemic Perspective*

1. Introduction

Regional public infrastructure organizations play a strategic role in supporting regional economic growth, improving regional connectivity, and ensuring the sustainability of public service quality (Das, 2024). The performance of this sector directly impacts development effectiveness, resource distribution, and regional competitiveness (Dawam et al., 2022). In the context of regional governance, the success of public infrastructure organizations is largely determined by the capacity of the state civil service (ASN), the primary implementers of planning, implementation, and monitoring of development policies (Suyadi et al., 2022).

Despite this, the performance of civil servants (ASN) in public organizations, including the regional infrastructure sector, remains hampered by persistent structural issues. Various indicators point to stagnant productivity, unattainable performance targets, and low professionalism in ASN, particularly in the dimensions of results orientation and work innovation (Putri et al., 2023). In daily bureaucratic practice, employee performance is often determined more by procedural compliance and administrative routines than by the achievement of development outputs and outcomes (Katagame et al., 2024). This situation suggests that performance issues do not stem solely from individual capacity but are rooted in how public organizations operate as a system (Nasruddin et al., 2021).

However, public sector human resource management (HRM) policy responses have often been dominated by individual-based approaches, such as increasing work motivation, strengthening organizational commitment, and providing performance-based incentives. This approach assumes that improving civil servant performance can be achieved by strengthening individual employee psychological factors and attitudes. However, empirical evidence in the context of regional public organizations shows that individual-based interventions often have limited and unsustainable impacts, particularly when faced with bureaucratic structures heavily bound by formal rules and administrative hierarchies (Mundung et al., 2022).

Inconsistent empirical findings regarding the influence of motivation and organizational commitment on civil servant performance are a major issue in the public sector management literature. Some studies report a positive relationship between motivation, commitment, and public employee performance, while others find the effect to be weak or insignificant, particularly in public organizations operating within a tightly regulated bureaucratic framework. These discrepancies in results suggest that the effectiveness of individual factors depends heavily on the organizational and institutional context in which civil servants work.

The empirical findings of this study consistently show that work motivation has no significant influence on employee performance, and that organizational commitment does not moderate the relationship between individual factors and performance. In this case, organizational culture emerges as a primary determinant that directly and

significantly influences employee performance. This pattern suggests that in regional public infrastructure organizations, the behavior and performance of state civil servants (ASN) are shaped more by collective values, norms, and work practices than by individual motivation alone (Risnawati et al., 2025).

The existing literature remains relatively limited in its treatment of organizational culture as a systemic mechanism that explains why individual-based approaches often fail to produce performance improvements. Many studies treat organizational culture as an additional behavioral variable parallel to motivation or job satisfaction, rather than as an institutional foundation that guides how rules, structures, and policies are translated into daily work practices (Khattak et al., 2022; Bao et al., 2024). Consequently, the failure of individual approaches in the context of public bureaucracy is more often viewed as a problem of human resource management (HRM) policy implementation rather than as a logical consequence of the organizational system itself (Sandikiawan et al., 2025).

For example, research shows that organizational commitment can influence employee performance if supported by a strong organizational culture (Potipiroon, 2022). Other research also highlights the importance of organizational culture in facilitating innovation and adaptation in public organizations, thereby contributing to employee performance (Lee, 2025). A limited understanding of organizational culture can lead to ineffective policy implementation, ultimately negatively impacting overall performance (Yusuff, 2025).

Based on this gap, this study aims to reevaluate approaches to improving employee performance in regional public infrastructure organizations by shifting the analytical focus from individual factors to a systemic-cultural perspective. Specifically, this study examines how organizational culture functions as an institutional mechanism that shapes civil servants' collective work behavior and directly influences employee performance, regardless of variations in individual motivation and commitment.

The main theoretical contribution of this study lies in its conceptual reframing of public sector management studies, emphasizing that organizational culture is not merely a behavioral variable but a systemic foundation that determines the effectiveness of HR management interventions. By demonstrating the limitations of motivation and commitment in a rule-based bureaucracy, this study broadens our understanding of why classical motivational models often fail to adequately explain variations in civil servant performance.

Empirically and policy-wise, the findings of this study offer important implications for the bureaucratic reform agenda, particularly in regional public infrastructure organizations. This study emphasizes the need to shift HR policy from a focus on incentives and strengthening individual attitudes to a transformation of organizational culture that emphasizes results-oriented, consistent work values and collective practices that support sustainable performance.

2. Literature Review

2. 1. Employee Performance in Public Infrastructure Organizations

Employee performance in regional public infrastructure organizations differs from that in the private sector and non-technical public organizations. Civil servants (ASN) in this sector are not only required to achieve administrative targets but are also responsible for the quality of planning, implementation, and supervision of infrastructure projects that directly impact public safety, economic growth, and environmental sustainability (Shahnaz & Alamsyah, 2023). Therefore, employee performance in public infrastructure organizations reflects a combination of regulatory compliance, technical accuracy, and the ability to provide effective public services (Frinaldi, 2025).

The complexity of civil servant (ASN) performance in the infrastructure sector is exacerbated by the multidimensional nature of the work. On the one hand, employees must adhere to a strict regulatory framework, including technical standards, procurement procedures, and public accountability mechanisms. On the other hand, they are also required to respond to dynamic community needs and frequently changing political and budgetary pressures (Budiman et al., 2025). This situation means that employee performance is not solely determined by individual capacity, but rather by the organization's ability to collectively manage technical and institutional complexity (Fatmala et al., 2025).

In the public management literature, civil servant performance is generally measured along dimensions of work quality, output quantity, timeliness, resource utilization effectiveness, and results-orientedness and policy impact. However, in public infrastructure organizations, these indicators are often influenced by systemic factors such as bureaucratic procedures, cross-unit coordination, and institutional work culture. This indicates that an individual-based approach to performance assessment has limitations in comprehensively explaining variations in civil servant performance (Saraswaty & Pusparini, 2023).

Studies show that Organizational Citizenship Behavior (OCB) has a significant positive influence on employee performance, indicating that active employee involvement in activities beyond their formal responsibilities can improve performance outcomes (Frinaldi, 2025). Research also suggests that a supportive work environment and a positive organizational culture are crucial in improving ASN performance, particularly in the service-oriented public sector (Warisi, 2022; Pratama & Frinaldi, 2025).

From a theoretical perspective, it is important to consider systemic factors and organizational culture when analyzing employee performance in the public infrastructure sector. The failure of an individualized approach in the context of public bureaucracy can be understood as a consequence of the inherent complexity of the organization's structure and processes (Sendika & Frinaldi, 2025).

2. 2. Limitations of Individual-Based Performance Drivers

The individual-based driver approach has long dominated the study and practice of performance management in the public sector. Work motivation, both intrinsic and extrinsic, is seen as a key factor driving employee behavior and performance. Intrinsic motivation in public organizations is often associated with Public Service Motivation (PSM), namely the drive to serve the public interest and contribute to society's welfare (Ritz et al., 2021; Hien, 2025). On the other hand, extrinsic motivation is generally manifested through financial incentives, job promotions, and performance appraisal systems (Lee et al., 2022; Hassan et al., 2021).

However, empirical evidence suggests that the effectiveness of work motivation in improving civil servant performance is inconsistent. Several studies have found that extrinsic incentives have a limited or even counterproductive impact in the context of public organizations, particularly when work is tightly regulated by formal rules and administrative procedures (Molines et al., 2021; Park & Lee, 2023). Under these conditions, intrinsic motivation is often diminished by bureaucratic pressures and limited employee discretion (Pangaribuan & Nuryati, 2023). Research by Sukamtono et al. shows that changes in job position can negatively impact employee performance and well-being, suggesting that managerial structure also influences work motivation (Sukamtono et al., 2022).

Organizational commitment is also often considered a significant determinant of public employee performance. In government bureaucracies, civil servant commitment is often normative and contractual, meaning that attachment to the institution is seen as a moral and legal obligation, rather than as an affective engagement that drives adaptive performance (Wahid & Afifah, 2022). Several studies have shown that high normative commitment does not always correlate with performance, particularly when the organizational structure emphasizes stability and compliance over innovation (Suastini et al., 2025; Fantahun et al., 2023).

Overall, the empirical literature increasingly indicates that individual motivation and commitment have limited explanatory power within a rules-based bureaucracy. The failure of this individual-based drivers approach suggests that civil servant performance cannot be understood solely as the aggregate of personal attitudes and motivations, but rather as a product of the broader organizational system (Lesmana et al., 2022; Kang et al., 2021).

2. 3. Organizational Culture as a Systemic Mechanism

Organizational culture is broadly understood as a system of values, norms, basic assumptions, and collective practices that shape how organizational members think, act, and interact. From a systemic perspective, organizational culture is not simply a behavioral attribute but also functions as an institutional mechanism that directs how

formal rules are interpreted and applied in everyday work practices (AlMutairi et al., 2022).

In the public sector, organizational culture is often characterized by an orientation toward stability, adherence to rules, and aversion to risk. These characteristics serve to maintain public accountability and legitimacy, but they can also create resistance to change and innovation (Prasetya, 2024). While a culture focused on compliance and stability is crucial for maintaining integrity and public trust, it can also hinder organizational creativity and adaptation to rapid environmental change (Sariyanah & Dwita, 2024).

Therefore, organizational culture plays a central role in explaining the consistency and stagnation of civil servant performance, particularly in public infrastructure organizations operating in complex regulatory environments. Compared with fluctuating individual motivation and commitment, organizational culture operates collectively and relatively stably, forming repetitive and predictable behavioral patterns. Through the internalization of shared values and norms, organizational culture determines implicit performance standards, coordination mechanisms, and the boundaries of acceptable behavior (Heyi et al., 2022; Xue-jun & Niu, 2024).

In this context, organizational culture functions as a performance-enabling system, explaining why organizations with relatively similar individual characteristics can exhibit significantly different levels of performance. Research shows that a positive and inclusive organizational culture can facilitate innovation, increase employee engagement, and drive better performance (Tagtow et al., 2024). Conversely, a stagnant, compliance-focused culture can limit civil servants' potential to contribute productively and innovatively (Nassar & Hejase, 2021).

2. 4. Conceptual Model Development

Based on a literature review and previous empirical findings, this study develops a conceptual framework that positions organizational culture as a primary determinant of employee performance in regional public infrastructure organizations. The direct relationship between organizational culture and employee performance reflects culture's role in shaping collective work behavior, consistency in task execution, and an orientation toward organizational results (Manik & Juwono, 2024; Arischa & Frinaldi, 2023).

Within this framework, work motivation and organizational commitment are treated as subordinate individual factors, meaning their effectiveness is highly dependent on the organization's cultural context. Motivation and commitment are not completely ignored but are understood as variables whose influence is mediated or limited by dominant collective value systems and work practices (Munawir & Basrowi, 2023; Widodo & Winarno, 2023). This aligns with findings that a positive and inclusive organizational culture can facilitate innovation and improve performance (Hanjani & Muslim, 2024).

The proposed model, the Systemic Culture-Driven Performance Model, emphasizes that improving civil servant performance in public infrastructure organizations requires

intervention at the organizational system level, not solely at the individual level. In this regard, an organizational culture transformation strategy is essential to create a work environment that is responsive to change (Pratama & Purwanto, 2023). This approach offers an alternative perspective in public sector management by shifting the focus from an individualistic to a more holistic, sustainable organizational culture (Mahmud & Tesniwati, 2023). This study found that transformational leadership and a supportive organizational culture improve civil servant performance, demonstrating the importance of collaborative and collective values in creating effectiveness (Basuki et al., 2023).

The practical implication of this framework is the need for public policies that strengthen organizational culture to improve the performance of government institutions. For example, involving employees in policy formulation and standard operating procedure development can increase their sense of ownership and commitment to the organization (Becham et al., 2025; Ethelbert et al., 2022). By focusing on organizational culture development, it is hoped that employee performance in regional public infrastructure organizations will improve significantly.

3. Research Method

This study uses a quantitative explanatory approach with a cross-sectional survey design to test causal relationships within the developed conceptual framework. This study was conducted within a regional public infrastructure organization in Majalengka Regency, which represents the general characteristics of local government bureaucracy in Indonesia, particularly in the infrastructure sector, which faces technical, regulatory, and public service demands. The study population included civil servants (ASN) and non-ASN employees in infrastructure-related technical agencies and units. The sample was selected through purposive sampling, with the criterion of at least 1 year of service and direct involvement in technical, administrative, or public service activities. The sample size was 100 respondents, and data were collected using a five-point Likert-scale questionnaire.

Measurement variables include employee performance (quality, quantity, timeliness, and effectiveness), organizational culture (innovation, results orientation, team orientation, and stability), and individual drivers (work motivation and organizational commitment). All indicators were adapted from standardized instruments with adjustments to the local context. Data analysis was conducted using Structural Equation Modeling based on Partial Least Squares (SEM-PLS), including evaluation of the measurement model (validity and reliability) and the structural model (path coefficients, R^2 , and effect sizes). Path analysis was used to compare the strength of organizational culture and individual factors' influence on explaining employee performance in regional public infrastructure organizations.

4. Result

Measurement model evaluation was conducted to ensure construct validity and reliability before testing structural relationships. Convergent validity testing results showed that all indicators had outer loadings above 0.70, indicating strong contributions to their respective latent constructs. Furthermore, the Average Variance Extracted (AVE) values for all constructions were above 0.50, indicating that each construction explained more than half of the variance in its indicators.

The discriminant validity test using the Fornell-Larcker criteria shows that the square root of the AVE of each construct is greater than the correlation between other constructs, so that all constructs are declared to have adequate discriminant validity.

Structural model testing was conducted to analyze the causal relationships between latent constructs and compare the strength of the influence of systemic and individual factors on employee performance. Path estimation results indicated that organizational culture had a positive and significant influence on employee performance, while work motivation and organizational commitment did not show statistically significant effects.

Table 1. Structural Model Results (Path Coefficients)

Hypothesized Path	Path Coefficient (β)	t-value	p-value	Result
Organizational Culture → Employee Performance	0.563	7.214	< 0.001	Supported
Work Motivation → Employee Performance	0.092	1.214	0.225	Not supported
Organizational Commitment → Employee Performance	0.078	1.036	0.301	Not supported

The coefficient of determination (R^2) indicates that the combination of organizational culture, work motivation, and organizational commitment explains 42.1% of the variation in employee performance, which is considered a moderate level of explanation in the context of social research and public management.

Table 2. Coefficient of Determination and Effect Size

Endogenous Variable	R ²	Interpretation
Employee Performance	0.421	Moderate explanatory power

Path	f ² Effect Size	Interpretation
Organizational Culture → Employee Performance	0.312	Large
Work Motivation → Employee Performance	0.018	Small
Organizational Commitment → Employee Performance	0.014	Small

Effect size analysis confirms the dominance of systemic mechanisms, where organizational culture makes a substantial contribution to improving employee performance, while individual factors have only a very small impact. This finding strengthens the argument that in bureaucratic regional public infrastructure organizations, employee performance is determined more by collective value systems, norms, and practices than by individual motivation alone.

5. Discussion

5.1 Culture over Individuals: Explaining Performance Patterns

The results of the structural analysis indicate that organizational culture has a strong and significant influence on employee performance ($\beta = 0.563$; $p < 0.001$), with a large effect size ($f^2 = 0.312$). This finding confirms that in regional public infrastructure organizations, employee performance is more determined by systemic mechanisms embedded in collective values, norms, and work practices than by individual motivation alone. An organizational culture that emphasizes results orientation, teamwork, and value consistency functions as a behavioral infrastructure that shapes employee action patterns in a repetitive and stable manner.

The dominant influence of organizational culture can be explained by the collective, cross-functional nature of public infrastructure work, which relies heavily on coordination between organizational units. In this context, individual performance does not stand alone; rather, it results from the alignment of shared work methods, adherence to technical standards, and a shared understanding of organizational priorities. Therefore, organizational culture serves as a shared cognitive framework that aligns employee work behavior, resulting in stronger performance consistency than fluctuating individual psychological factors.

The public infrastructure sector typically requires multiple disciplines and expertise to work together to achieve common goals. Research shows that when infrastructure project team members collaborate in an environment supported by a strong organizational culture, they can leverage resources, integrate information, and coordinate their efforts more effectively. This emphasizes the importance of organizational culture in supporting productive collaboration, which can positively impact project outcomes and the quality of public services (Gan et al., 2023).

Organizational culture not only guides employee behavior but also establishes expected performance standards and control mechanisms that ensure consistency in task execution. Studies have shown that when employees share common values, norms, and attitudes, they are more likely to meet and exceed established performance targets (Babar et al., 2025). In organizations with a culture that supports innovation and collaboration, employees are encouraged to adopt creative and proactive approaches to achieving desired results (Macedo et al., 2024).

When managing human resources in the public sector, it is important to remember that individual factors, such as motivation and commitment, perform better when they align with the existing organizational culture. Research shows that a more systemic approach, considering cultural context, can produce more sustainable and consistent performance improvements than traditional approaches focused on individuals (Hollimon et al., 2025). Therefore, public organization leaders must pay close attention to the culture established within their organizations and how it interacts with work processes and employee performance.

In contrast, the study results show that work motivation does not significantly influence employee performance ($\beta = 0.092$; $p > 0.05$), even though descriptively, respondents' motivation levels are relatively high. This finding indicates the limited effectiveness of individual motivation within a public bureaucracy heavily regulated by formal procedures and rules. Under these conditions, employees have limited discretion to translate personal motivation into productive work behavior, so motivation does not directly translate into improved performance.

5.2 Institutional Context and Bureaucratic Rationality

The empirical findings of this study need to be understood in the context of the bureaucratic rationality that underlies regional public organizations. The work structure of public infrastructure organizations in Majalengka Regency is characterized by the dominance of standard operating procedures (SOPs), technical regulations, and strict hierarchical structures. These mechanisms are designed to maintain accountability, legal certainty, and public safety, but at the same time limit individual flexibility in expressing initiative and creativity (Julianti & Frinaldi, 2025; Nugroho & Armanu, 2024).

Within this framework, employee work behavior is shaped more by adherence to organizational rules and expectations than by personal preferences or motivations. Organizational culture serves as an interpretive layer that bridges formal rules with actual work practices. A strong culture can lead employees to work consistently and coordinatedly despite varying individual motivations (Pratama & Frinaldi, 2025; Sendika & Frinaldi, 2025). Conversely, in a weak or misaligned organizational culture, increasing individual motivation tends to have little impact on overall organizational performance (Erizona & Afrinaldi, 2025).

The results also showed that organizational commitment did not significantly influence employee performance ($\beta = 0.078$; $p > 0.05$) and did not strengthen the relationship between individual factors and performance. This finding indicates that the commitment of State Civil Apparatus (ASN) in the context of regional government bureaucracy is more normative and contractual, namely attachment to the institution as a professional and legal obligation, rather than as an affective involvement that drives adaptive performance (Rosdiana, 2025; Hasrawati et al., 2025).

This type of commitment tends to generate compliance and stability, but it doesn't automatically increase productivity or results orientation. Previous research also shows that when employees believe their commitment doesn't directly affect performance, other variables, such as organizational culture and leadership, become more significant in determining work outcomes (Andardinata et al., 2022; Muslikh & Deviastri, 2021).

Therefore, it is crucial for public organization managers to understand the dynamics between organizational culture, commitment, and performance. Understanding that these factors interact with one another makes it crucial to strengthen an organizational culture that supports innovation and collaboration. Creating a positive, collaborative work environment can increase employee engagement and adaptability to change (Mukhlisin & Dewi, 2023; Sandora & Adiputra, 2021).

Theoretically, this research makes an important contribution to the development of public sector human resource management (HRM) by challenging the dominance of individualistic approaches in explaining employee performance. The finding that individual motivation and commitment have weak or insignificant effects strengthens the argument that classical motivational models developed in the context of private organizations are not always relevant when applied to rule-based public bureaucracies.

Furthermore, this research confirms organizational culture as a foundational performance driver in public organizations, particularly in the regional infrastructure sector. By demonstrating a substantially larger effect size for organizational culture than for individual factors, this study broadens theoretical understanding of culture as an institutional mechanism shaping collective work behavior and performance consistency. This perspective complements and enriches the literature that has previously emphasized individual attitudes and motivation as the primary determinants of employee performance.

Conceptually, the findings of this study support the Systemic Culture-Driven Performance Model, which positions organizational culture as the structural foundation of public sector performance management systems. This model provides an alternative framework that better aligns with the characteristics of local government bureaucracies and offers a new direction for public HRM research and practice oriented toward transforming organizational culture as a strategy for sustainable performance improvement.

6. Conclusion

This study reviews approaches to improving employee performance in regional public infrastructure organizations by shifting the analysis from individual factors to a systemic perspective based on organizational culture. The empirical findings in public infrastructure organizations in Majalengka Regency indicate that organizational culture is the primary determinant of employee performance, whereas work motivation and organizational commitment do not significantly influence performance. These results



provide strong evidence that, in a public bureaucracy characterized by rule-based rationality, employee performance is more a product of a collective system of values, norms, and work practices than the aggregation of individual psychological drives. Organizational culture acts as an institutional mechanism that consistently directs work behavior, bridges formal rules with operational practices, and shapes coordination patterns among organizational actors.

By emphasizing the limitations of the individual-based drivers approach, this study offers a conceptual reframing of public-sector human resource management research. The primary contribution lies in reinforcing the argument that organizational culture transformation is a fundamental prerequisite for improving employee performance in the public sector, particularly in regional infrastructure organizations that face technical and regulatory complexity and high public service demands. However, the study has several limitations, including the use of a cross-sectional design, which prevents the observation of long-term dynamics in organizational culture change and employee performance. The identified causal relationships are inferential and do not capture the temporal evolution of institutional processes. Therefore, further research using a longitudinal design is recommended to explore the dynamics of organizational culture change and its long-term effects on employee performance. This approach would improve the understanding of how cultural transformation occurs and how it interacts with bureaucratic reform policies.

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