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Innovation in Public Organizations: Do Public Service Motivation and Organizational Climate Play a Role?

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Abstract. COVID-19 and digitalization brought new challenges for organizations. Organizations needed to be agile to face these challenges. Innovation was the key for organizations to sustain their presence in the business world. This study examined the impact of public service motivation (PSM), organizational climate (OC), and psychological empowerment (PE) on innovative work behavior (IWB) in a public organization. Using a quantitative approach with Structural Equation Modeling (SEM) in LISREL 8.8, the results indicated that PSM and OC have a positive effect on PE. PE, in turn, enhanced IWB. Mediation analysis showed that PE partially mediated the relationship between the independent variables and IWB. The findings suggested that fostering creativity, autonomy, and recognition within the organization is key to enhancing innovation.

Keywords: Civil Servant; Innovative Work Behaviour; Organizational Climate; Public Organization; Public Service Motivation.

Abstrak. *COVID-19 dan digitalisasi membawa tantangan baru bagi organisasi. Organisasi perlu bersikap tangkas untuk menghadapi tantangan ini. Inovasi adalah kunci bagi organisasi untuk mempertahankan keberadaannya di dunia bisnis. Studi ini meneliti dampak motivasi pelayanan publik (PSM), iklim organisasi (OC), dan pemberdayaan psikologis (PE) terhadap perilaku kerja inovatif (IWB) dalam sebuah organisasi publik. Menggunakan pendekatan kuantitatif dengan Pemodelan Persamaan Struktural (SEM) dalam LISREL 8.8, hasilnya menunjukkan bahwa PSM dan OC memiliki pengaruh positif terhadap PE. PE, pada gilirannya, meningkatkan IWB. Analisis mediasi menunjukkan bahwa PE sebagian memediasi hubungan antara variabel independen dan IWB. Temuan ini menunjukkan bahwa memupuk kreativitas, otonomi, dan pengakuan dalam organisasi merupakan kunci untuk meningkatkan inovasi.*

Kata kunci*: Aparat Sipil Negara; Perilaku Kerja Inovatif; Iklim Organisasi; Organisasi Publik; Motivasi Pelayanan Publik.*

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BACKGROUND

Not only private, but also public organizations are facing similar challenges because of the COVID-19 pandemic. In facing the uncertainty caused by the COVID-19 pandemic, government organizations must be able to adjust practices in the field that can deal with disruptions and obstacles to survive (Ngoc Su et al., 2021). One of the Indonesian Government organizations experiencing these challenges is the State Financial Management Organization (PKN). Services provided by government organizations are very important to maintain the welfare of the community (Özkan & Ahmed, 2022). According to data released by TheGlobalEconomy.com (2024) regarding the Public Service Index (IPP), Indonesia has values that fluctuate annually. The indicator used to assess the IPP is the existence of basic public service functions carried out to serve the community. The higher the public service index value, the worse the public service in the country.

Indonesia's IPP started to improve from 2014 to 2020 but experienced a decline in quality in 2021 and has improved in 2023 and has an index of 5.9 on a scale of 1-10. This shows that Indonesia has improved the line of public services provided to the community. PKN has carried out bureaucratic reform and obtained a bureaucratic reform index score of 93.34 (PKN, 2024). In the bureaucratic reforms, PKN has outlined the direction of PKN's institutional policies, one of which is to strengthen PKN's organizational culture through digital workplace development, innovation and green office which supports efficiency and is environmentally friendly (PKN, 2020). The general policies created can support the development of innovation in the PKN environment through employee development through integrated education and training Corporate University.

Developing public organizations through innovation is very important to overcome the challenges faced by organizations (Chen et al., 2020; Heinonen & Strandvik, 2021). In line with this, Newnham and McMurray (2023) state that innovation can provide benefits to organizations by developing new ideas and methods to improve the way they work and provide better services. Studies by Miao et al. (2018) identifying PE as a key mediating factor between PSM and IWB, and this research also stated that PSM has positive impact on PE. Meanwhile, Rafique et al. (2023) stated that only two dimensions of PSM have significant and positive impact to IWB. As stated that there is positive impact between PSM and PE, Miao et al. (2018) only found that three dimensions of PSM have positive and significant impact to IWB with PE as the mediation. Besides PSM, OC also has positive and significant impact to PE. Hussein and Ameen (2023) stated that there is significant relationship between OC and PE and demonstrate when the OC improves in an organization, the PE of the employees will also be improved.

Since the literature that study about IWB in public organization is limited Suryani et al. (2023) this study explores how PSM, OC, and PE influence IWB, focusing on the public sector in Indonesia. This study also aims to fulfil gaps from previous study that is done by Rafique et al. (2023) which stated that only two dimensions of PSM have significant and positive impact to PE and Miao et al. (2018) also found that only three dimensions of PSM have positive and significant impact to PE. Besides those phenomena, this research also will help the management of PKN in enhancing their employees IWB that will affect the innovation in PKN.

THEORETICAL REVIEW

Public Service Motivation (PSM)

The main principle of PSM theory states that human behaviour is strongly influenced by the opportunity to help others and the desire to provide services to society (Perry & Wise, 1990; Ritz et al., 2016; Vandenabeele et al., 2018). In PSM development, Kim (2009) revised the dimensions previously developed by Perry (1996) into four dimensions for PSM. Kundu et al. (2019) stated that the impact of PSM on employee performance is raised in the case of civil servants with strong PE. Miao et al. (2018) also argues that there is significant and positive relationship between PSM and PE but not in all dimensions of PE. This study found that PSM only has positive and significant impact on meaning and competence. In line with Miao et al. (2018), the study conducted by Rafique et al. (2023) also found that only interest to public policy, compassion and self-sacrifice have positive and significant impact on PE. Based on the previous research we are interested in exploring the impact of PSM on PE.

Organizational Climate (OC)

OC is defined by Scott and Bruce (1994) as an individual's cognitive representation of an organization, reflecting psychological interpretations of the existing situation. McLean (2005) describes it as a manifestation of practices and behavioural patterns derived from assumptions, meanings, and beliefs shaping organizational culture. Schneider et al. (2013) add that OC represents shared meanings among members about activities, policies, and practices experienced. It also reflects behaviours that are rewarded, supported, and desired within the organization. Liu et al. (2019) stated that OC can enhance the willingness of the employee to be more innovative and demonstrate innovative work behaviour in their environment. Agree to previous research, Hussein and Ameen (2023) found that there is significant relationship between OC and PE. Trus et al. (2019) also agree that OC has positive impact on PE, his research found that the employee will feel more empowered if they are on the environment with the right climate and culture. From this research, we can conclude that between the variables are connected. Based on those previous researches we are interested in exploring the impact of OC on PE.

Psychological Empowerment (PE)

Spreitzer (1995) defines PE as intrinsic motivation in carrying out tasks which is manifested in four dimensions and reflects an individual's orientation towards their work role such as competence, impact, meaningfulness, and independence. PE is also defined as a cognitive stimulus or psychological reaction from employees to existing practices or approaches in the organization (Conger & Kanungo, 1988; Spreitzer, 1995; Thomas & Velthouse, 1990). Previous studies found that there is positive and significant relationship between PE and innovation and creativity, and leadership and innovation in the workplace (Hughes et al., 2018; Koh et al., 2019; Rafique et al., 2023; Yasir et al., 2021). Another study also agree with these findings, conducted in developing country, the data also shows that PE has positive and significant impact on civil servants' creativity and innovation (Gelaidan et al., 2022). From the findings, we can conclude that when employees are empowered psychologically, it will enhance their IWB in the workplace. Based on the previous researches, we are interested in exploring the impact of PE on IWB.

The Mediating Role of Psychological Empowerment

Study by Rafique et al. (2023) confirms that PE has mediated role in the relationship between dimensions of PSM and IWB. Similarly, Lie et al. (2022) indicates that PE can influence the relationship between PSM and organizational performance including innovative performance. Regarding the mediation role of PE in the relationship between OC and IWB, previous studies highlight the importance of PE in this relationship. PE can take role both mediator or moderator between OC and IWB (Hussein & Ameen, 2023; Liu et al., 2019; Lv et al., 2021; Srirahayu et al., 2023). Krause (2004) also states that by providing freedom and autonomy to employees, it will have positive affect in their IWB. Regarded to the findings, we can conclude that PE has mediation role on the relationship between PSM, OC and IWB in the workplace. Since there is a mediation effect between the variables, we are also interested in exploring PE as the mediation of the relationship between PSM, OC and IWB.

Innovative Work Behaviour (IWB)

Amabile et al. (1996) articulating those creative ideas serves as the foundation for innovation. Furthermore, Amabile (1997) stated that environment gave direct impact on motivation and innovation. Moore et al. (1997) define innovation in public sector as the introduction of new changes within organizations that are valuable, enduring, and have significant impact on organizations. Farr and Ford (1990) argued IWB is individual behaviour that aims to obtain the initiation and introduction of new and useful ideas, processes, products, and procedures. In an organization, IWB plays an important role in facilitating innovation (Isaksen & Akkermns, 2011; Slåtten, 2014; Yuan & Woodman, 2010). Negassi et al. (2019) stated that IWB of organizational members has an important role in competitive advantage and organizational sustainability.

RESEARCH METHODS

This research was carried out using a quantitative approach. The data was collected using electronic questionnaire that is distributed through online platform in the period of September–December 2024. This research using non-probability sampling design with purposive sampling. The respondent data collection in this study was based on the following criteria: (a) Civil Servant at PKN with PNS status, and (b) PNS with minimum 2 year-experience.

The sample target for this research is in accordance with suggestions from Hair et al. (2019) based on five times the number of existing indicators. The indicators used in this research are 58, it means that the minimum number of samples is 290. The data will be assessed using CB-SEM with LISREL 8.8. The operational of variables for measurement of this research was adapted from previous researches. IWB indicators were adopted from De Jong and Den Hartog (2010) that has 10 indicators unidimensional. PSM variables adopt the indicator that is developed by Kim (2009) with four dimensions that consist of 14 indicators. OC was measured using indicators from Scott and Bruce (1994) using two dimensions and 22 indicators. PE measures adopted from Spreitzer (1995) using four dimensions with 12 indicators.

RESULTS AND DISCUSSIONS

The demographic statistics of the respondent group, as detailed in Table 1. According to Table 1, the total respondent of this research is 824 that can represent the population of PKN employees. This focus of demographic data ensured the respondent data by highlighting experienced personnel who met the study's criteria. The validity and reliability test are conducted by interpreting the value of Standardized Factor Loading (SFL), Construct Reliability (CR) and Average Variance Extracted (AVE) for each indicator. This research refers to Hair et al. (2019) who states that an indicator can be declared valid with a factor value of 0.3 if it is carried out in research that has a minimum sample size of 35 and Fornell and Larcker (1981) who state that even AVE value is <0.5, the construct can still be considered significant if the CR value is >0.6. Based on the literature, all indicators used in this research are valid and reliable.

Table 1. Demographic Statistic of Respondents

	Respondent		PKN	
	Qty	**%**	**Qty**	**%**
Gender				
Man	570	69%	52.589	68.0%
Woman	254	31%	24.743	32.0%
Age				
< 25 years	50	6%	26.360	34%
25 years 1 month - 30 years	157	19%		
30 years 1 month - 35 years	133	16%	25.402	33%
35 years 1 month - 40 years	166	20%		
over 40 years old	318	39%	25.570	33%
Level of education				
High school/equivalent	16	2%	2.106	2.7%
S1/ DIV	378	46%	31.033	40.1%
S2	231	28%	13.665	17.7%
S3	5	1%	308	0.4%
Department				
Echelon II/Functionally equivalent	6	1%	3.080	4.0%
Echelon III/Functionally equivalent	66	8%	7.411	9.6%
Echelon IV/Functionally equivalent	233	28%	15.122	19.6%
Executor/Functionally equivalent	519	63%	51.150	66.1%
Working Experience				
2-5 years	86	10%		
5 years 1 month-10 years	169	21%		
10 years 1 month-15 years	173	21%		
15 years 1 month-20 years	129	16%		
more than 20 years	267	32%		

This research also uses Goodness of Fit (GoF) index to measure the fit of the model. From the results in Table 2, only one indicator has a value less than the reference criteria poor fit and two indicators that are still within the tolerance limits of the reference. Overall, it can be said that the existing structural model has a good match between the sample and the proposed model because the majority of GoF values meet the reference values according to the values from Hair et al. (2019).

The results of testing the structural model also includes the coefficient of determination (R^2). This coefficient of determination value shows a measure of the proportion of variance in the endogenous construct that is explained by the predictor construct (Hair et al., 2019). The following structural equation is obtained:

$$PE = 0.872*PSM + 0.452OC*OC, Errorvar = 0{,}050, R^2 = 0{,}934 \quad \text{----------[1]}$$

$$IWB = 0.391*PE, Errorvar = 0{,}023, R^2 = 0{,}832 \quad \text{----------[2]}$$

a. Referring to equation [1], it can be concluded PSM and OC variables can explain the PP variable by 93.4%. Meanwhile, the other 6.6% of the PP variable is influenced by variables outside this research.
b. Referring to equation [2], it can be concluded that PE variable can explain IWB by 83.2% and the other 16.8% is explained by other variables not examined in this research.

Table 2. Structural Model GoF Value

GoF	Match Size	Reference Value	Structural Model Results	
Absolute Fit Indices	Normed Chi Square	≤ 3:1	885:158	Poor Fit
	GFI	GFI ≥ 0,9	0.893	Marginal fit
	RMR	RMR ≤ 0,05	0.040	Good fit
	Standardized RMR	SRMR ≤ 0,08	0.052	Good fit
	RMSEA	RMSEA ≤ 0,08	0.795	Good fit
Incremental Fit Indices	NNFI	NNFI ≥ 0.9	0.975	Good Fit
	NFI	NFI ≥ 0.9	0.975	Good Fit
	RFI	RFI ≥ 0,9	0.970	Good Fit
	IFI	IFI ≥ 0,9	0.979	Good Fit
	CFI	CFI ≥ 0,9	0.979	Good Fit
Parsimonious Fit Indices	AGFI	AGFI ≥ 0.9	0.858	Marginal fit
	Parsimony Normed Fit Index	PNFI ≥ 0.5	0.811	Good fit

In this research, researchers used a hypothesis to be tested with an approach one-tailed test where the hypothesis built already has a positive direction.

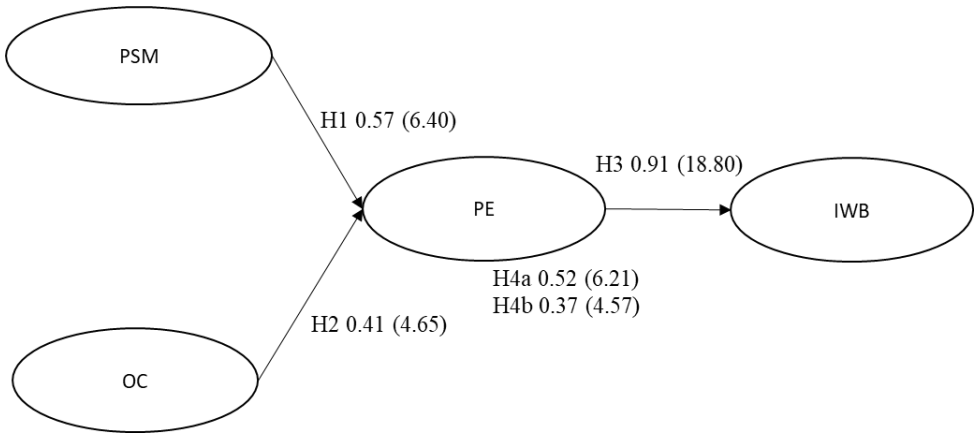

Figure 1. Path diagram (path coefficient and t-value)

Data processing results for path diagram the research model can be seen in Figure 1. This figure indicated that all hypothesis has t-value ≥1.65. This result shows that the impact of PSM and OC is positive and significant to PE and PE also has positive and significant impact to IWB. For the mediation, from the picture above it can be seen that PSM and OC towards IWB through PE are considered positive and significant because they have t-value ≥1,65.

Table 3. Direct Effect Significance Test Results

Path	Path Coefficient Value	t-values (≥1,64)	Results Significance	
PSM → PE	0.57	6.40	Significant	Positive
OC → PE	0.41	4.65	Significant	Positive
PE → IWB	0.91	18.80	Significant	Positive

The results of the mediation path analysis are presented in Table 4. Hair et al. (2019) stated that mediation requires a significant correlation between three variables Analysis of the mediation relationship in this research can be seen in Table 4 as follows:

Table 4. Mediation Path Analysis Results

No	Path	Indirect Effect	t-values	Conclusion
1	MPP → PP → PKI	0.52	6.21	Significant
2	IO → PP → PKI	0.37	4.57	Significant

Public Service Motivation and Psychological Empowerment

The research results show that path coefficient PSM for PE has a value of 0.57 with t-value amounting to 6.40. This shows that the influence of PSM on PE is positive and significant so that this hypothesis is proven. The dominant dimension of PSM is compassion. The opportunity given by superiors/management to employees to be able to choose their own way of working makes employees feel independent and empowered. Meanwhile, the dimension that dominate this PE is impact, on the other hand impact has value mean the lowest when compared with the other three dimensions. This needs to be a concern for PKN to be able to review the extent of employees' perceptions of the impact of their work on the organization. Superiors and management should provide information about the relationship between the results of employees' work and the interests of the organization so that employees feel that no matter how small the work they carry out, it has a contribution to the organization

Organizational Climate and Psychological Empowerment

The results of data processing for the relationship path between OC and PE show value path coefficient of 0.41 with t-value of 4.65. This proves that OC has a positive and significant influence on IWB. According to these data, the hypothesis for this pathway is accepted and proven. In this case, we can see that employees in the PKN environment feel support from the organization to be able to develop new ideas that they have with assistance/guidance from seniors, superiors, and other colleagues.

Psychological Empowerment and Innovative Work Behaviour

The relationship path between psychological empowerment and IWB has value path coefficient of 0.91 and t-value amounting to 18.80. The results of this data processing show that there is a positive and significant influence between PE and IWB. It can be concluded that this hypothesis is accepted and can be proven. The PE variable gets the most contribution from the freedom to choose the way of working. It can be said that employees feel psychologically empowered, represented by the freedom to choose how to work according to everyone. This freedom in choosing how to work is part of the dimension self-determination where individual freedom in work is considered in this dimension. In accordance with the results of data analysis, this freedom in choosing how to work can increase IWB of employees which is dominated by the PK9 indicator where employees can contribute to the implementation of new ideas in the organization.

Mediation effect of Psychological Empowerment

The results of data processing for the mediation path of the relationship between PSM and IWB show value path coefficient 0.52 with t-value 6.21 and mediation effect between OC and IWB is 0.37 and 4.57 for the t-values. By multiplying the values path coefficient, for example the path of PSM and PE with PE and IWB, we will get value indirect effect from the mediation of PE on PSM with IWB. This research found that PE mediates positively and significantly the relationship between PSM, OC, and IWB. From these statistical calculations, it can be concluded that this hypothesis is proven and accepted.

Discussions

This research concluded that the best solution to enhance the employees' IWB is by enhancing the PSM through mediation of PE. The employee's sense of being psychologically empowered through understanding tasks and functions can encourage employees' IWB by creating a satisfying impact on the organization. In the context of work practices within PKN, employees are perceived to feel well-empowered, possessing a sense of autonomy in determining their tasks, opportunities to choose their work methods, and control over what happens in their units.

In this research, PE is represented by employees' independence in determining work methods. On the other hand, the most significant indicator of IWB is their contribution to implementing new ideas within the organization. The study concludes that employees who feel empowered through autonomy and whose work is recognized as impactful are more likely to participate in introducing and implementing new ideas.

As the statistic said, PE variable has a mean value of 6.31, higher than the overall average of 6.21 across all variables. However, certain indicators in this variable remain below average, indicating that employees perceive limited control over their work and its impact on the organization. Specifically, two of the three indicators with the lowest mean scores relate to employees' sense of control over their unit and the significance of their influence within it. Management must emphasize the link between employees' work and the organization's broader objectives. Increasing employees' PE is expected to foster innovative behaviours, leading to ideas and innovations beneficial to the organization.

Miao et al. (2018); Rafique et al. (2023) and Lv et al. (2021) states that PSM and OC are also influential in shaping PE. Among these, OC has the most significant contribution. Following Scott and Bruce (1994), OC encompasses two dimensions: the organi-

zation's support for new ideas and tolerance for change, as well as its ability to provide resources such as human capital, budget, and time.

The research highlights that while employees agree there is organizational support for generating new ideas, the OC variable has the lowest mean score, particularly in providing employees time to explore creative ideas during work hours. Employees in supervisory functions, which often involve fieldwork, report a lack of time to engage in creative pursuits. Organizational support, including resource allocation and workload distribution policies, could address this limitation and enhance innovative behaviours.

Finally, the research identifies the mediating role of PE in the relationship between OC and IWB. Consistent with findings by Krause (2004) Krause (2004) and Liu et al. (2019), OC fosters PE, enabling autonomy and initiative among employees. This empowerment encourages IWB, particularly when employees feel their efforts are valued and impactful. Despite some challenges, PKN continues to support innovation and strives to foster an environment where employees are confident in their ability to contribute new ideas effectively.

CONCLUSIONS AND RECOMMENDATIONS

Changes in ways of working due to the Covid-19 pandemic and public demands for the quality of government services mean that public organizations inevitably must constantly innovate. This innovation is born from employees in that environment, so it is important to look at what factors can increase the innovative behaviour of existing employees. This research raises the issue of the influence of PSM, OC, and PE on IWB. This research was also conducted in the context of employees in government organizations. A summary of the results of the analysis of the influence between variables in this research is as follows, PSM and OC have been proven to have a positive and significant effect on PE. PE has been proven to have a positive and significant effect on IWB. PE is proven to mediate PSM, knowledge sharing, and OC on PE.

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