

The Effect of Empowering Leadership and Organizational Justice on Innovative Work Behavior through Knowledge Sharing as a Mediating Variable at the State Civil Service Agency of the Republic of Indonesia

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Keywords	Abstract
Empowering Leadership; Organizational Justice; Knowledge Sharing	This research examines the influence of empowering leadership and organizational justice on innovative work behavior among millennial civil servants at the National Civil Service Agency (BKN) of Indonesia, with knowledge sharing as a mediating variable. The research is grounded in the increasing demand for innovation within public sector organizations, particularly in the context of bureaucratic reform and digital transformation. The research aims to analyze the direct effects of empowering leadership and organizational justice on innovative work behavior and knowledge sharing, examine the direct effect of knowledge sharing on innovative work behavior, and test the mediating role of knowledge sharing in the relationships between empowering leadership and organizational justice toward innovative work behavior. The research employed a quantitative approach using a survey method, with data collected from millennial employees in the BKN environment. The variables analyzed include empowering leadership, organizational justice, knowledge sharing, and innovative work behavior. Knowledge sharing is positioned as a mediating mechanism that explains how leadership practices and perceived fairness within the organization contribute to the development of innovative work behavior. Data are analyzed using inferential statistical techniques to test the proposed relationships among variables. The findings are expected to provide empirical evidence on the role of leadership style and organizational fairness in fostering employee innovation behavior through collaborative knowledge exchange. This research is expected to contribute to the development of human resource management theory in the public sector and provide practical insights for improving leadership practices and organizational policies in supporting innovation-driven performance among civil servants.

INTRODUCTION

Since ancient times, employees or employees have been part of a very vital resource for the economic development of every country (Brodny & Tutak, 2022; Dilanchiev et al., 2024; Mahmood et al., 2025; Mitić et al., 2023; Zhou et al., 2022). Human resource development is an effort by state or private investment that aims to strengthen the foundation for development. Until now, human resource development is still a central issue in creating the country's economic progress and resilience. The era of globalization that has been taking place rapidly

since the beginning of the 21st century has accelerated the fundamental change in people's civilization .

This condition is characterized by the beginning of the era of Volatility, Uncertainty, Complexity, and Ambiguity (VUCA) in the external environment so that there is the potential for transformation for almost all aspects of human life, including work life (Cernega et al., 2024; Mert et al., 2023; Tuyen, 2025; Vickery, 2025). Organizations that are able to survive today not only have healthy internal financial conditions, or a strong organizational culture, but also the ability to innovate qualified human resources.

However, there are facts shown by the 2025 ASEAN Global Innovation Index found that Indonesia is ranked 6th among all ASEAN member countries.

The 2025 GII conducts an assessment measured by seven components (Dutta et al., 2025). In the aspect of innovation input, the components measured are institutions, research, human resources, market updating, infrastructure, and business quality (Dutta et al., 2025). Meanwhile, from the aspect of innovation output, there are two components that are measured, including knowledge and technology output and creative output (Dutta et al., 2025). This achievement shows a worrying condition, because Indonesia's position is not only lagging behind developed countries such as Singapore, but also starting to be overtaken by fellow ASEAN developing countries such as Vietnam and the Philippines (Putera et al., 2022; Dimyati et al., 2023). This condition is a strong signal of the need for fundamental reforms and transformations to stimulate innovation in Indonesia (Putera et al., 2022; Dimyati et al., 2023).

In the context of public sector organizations in Indonesia, the State Civil Apparatus (ASN) is a human resource that has an important role in the sustainability of state administration. The ability of state administration is certainly highly dependent on the professionalism of civil servants in providing public services. Every state apparatus today is also required to always produce innovations in the public services provided. This is in line with the statement of the President of Indonesia for the 2014-2024 period Joko Widodo at the KORPRI coordination meeting which encourages ASN to always improve performance so as to produce quality work achievement and innovation outputs (Secretariat of the President of the Republic of Indonesia, 2023).

In addition, the Minister of PANRB also stated the same thing through which he expects every apparatus to have the ability to internalize innovation to become part of the work culture in public services. These two statements are a signal of innovation in response to changes that are accelerating and go hand in hand with increasing public expectations for fast, easy, effective, and efficient public services (Ministry of State Apparatus Empowerment and Bureaucratic Reform, 2021).

Study by Jour et al., (2022) Explaining innovation as a concept whose application certainly requires the introduction of new ideas in order to achieve organizational goals. For state apparatus, innovation is also a strategic need in public sector services. State apparatus no longer only functions as routine implementers, but also acts as agents of change who must behave creatively and proactively in creating and implementing new solutions that improve service quality.

Based on Law Number 20 of 2023 concerning the State Civil Apparatus, one of the basic values of ASN is adaptive, reflected in a proactive attitude, creative, and able to adapt to change. Adaptive values encourage ASN to always develop creativity and produce innovations

in the implementation of their duties, so as to be able to provide more effective and responsive public services to the needs of the community.

Through a study by Yoga & Pradana, (2025) who conducted research on government agencies explained that the bureaucratic condition in Indonesia is still hierarchically thick and oriented risk-averse which causes inhibition of innovation among public employees. Bureaucratic bureaucratic culture, lack of support between work units, and rigid regulations are factors that inhibit innovative behavior for civil servants.

For example, Singapore ranks first globally with a score of 2.32. Meanwhile, some European countries, such as the Netherlands, ranked 8-10 with a score of 1.63. These countries already have a relatively established government implementation system, the implementation of quality public policies, free from political pressure, the use of advanced technology in services, and superior human resources because they are always given space and freedom to innovate as long as they do not conflict with applicable regulations.

Permenpan RB Number 91 of 2021 concerning the Development of Public Service Innovation encourages every government agency and civil servants to produce various innovations in the implementation of public services, either in the form of new ideas or adaptations and modifications to existing practices so that they can provide real benefits to the community in a sustainable manner.

The bureaucratic reform agenda in Indonesia emphasizes the importance of developing professional and integrity civil servants. This effort is carried out in a planned, systematic, and sustainable manner to realize good governance, professionalism, high integrity, and being able to provide excellent public services to the community. The government strives to create a world-class bureaucracy that is able to provide public services quickly, agilely, professionally, and of high quality.

This Innovation Culture aims to encourage every employee to have a breakthrough in order to meet community expectations. Innovation culture is in principle in line with core values Morals are Adaptive which is a guideline for ASN to always continue to innovate and be enthusiastic in moving and facing change. According to Efendi & Frinaldi, (2024), the obstacles and challenges faced by employees are often related to several conditions, ranging from limited resources, resistance of certain parties to change, to lack of support from organizational leaders. A holistic strategic approach is needed to empower civil servants, including continuous training, incentive systems, and the development of a collaborative work culture.

The State Civil Service Agency (BKN) is a non-ministerial government agency that has strategic responsibility in the implementation of ASN management nationally. The role of BKN is an authority that coordinates the implementation, coaching, and supervision of ASN management policies. BKN ensures the realization of national ASN management by implementing a fair, transparent, and performance-based merit system in all government agencies. In accordance with Law Number 20 of 2023 concerning ASN, the functions and roles of BKN include the determination of formation, procurement, promotion, promotion, competence, and retirement of ASN, as well as the development of various national personnel information systems. In addition, BKN is also one of the main driving agencies in encouraging ASN professionalism and becoming a role model in the implementation of national Bureaucratic Reform.

Based on the ASN Statistics Book released by BKN in 2025, it can be seen that the millennial generation (born 1981–1996) is the most dominant group with a total of 903 BKN employees in Jakarta or about two-thirds of the total population, which is 62.31%. This proportion is much larger than other generations, such as Generation X at 19.46%, Generation Z at 17.47%, and Baby Boomers at only 0.76%. The dominance of the millennial generation shows that the group is the backbone in the implementation of the current BKN organizational duties and functions.

In terms of quantity, the millennial generation is also in a productive phase in the career cycle, where they not only play the role of executors, but also begin to fill strategic positions in the organization such as structural and functional levels. As presented in more detail in the table below.

Based on the composition of millennial generation employees in the type of position, this study is focused on millennial generation ASN with the first expert functional position of the BKN environment in Jakarta which has a population of 43.75%. The selection of the position group refers to the dominance of the number/percentage of millennial generation employees in the first expert functional position and their work characteristics that are close to the technical, collaborative, and adaptive work process to the organization's digital transformation. The First Expert Functional Position is also in a position close to the implementation of the organization's technical and operational work processes so that it is more relevant to examine the innovative work behavior of employees in daily work activities.

In the field conditions, most of the millennial generation BKN ASN experienced a service transformation from manual to application-based systems. This is also considering the characteristics of the millennial generation that is adaptive to technology, open to collaboration, and has a high tendency to innovate, making this generation very relevant for research. The dominance and strategic role it has makes the focus of research will be on millennial generation employees at BKN so that they can analyze and understand the dynamics of ongoing organizational behavior.

Bappenas (2023) in the Bureaucratic Reform Study emphasized that millennial civil servants are the key to the digital transformation of the government because they have a stronger digital mindset than their predecessors. Therefore, their existence is not just a statistical number, but the main modality (human capital) that has the most potential to encourage creativity into an organizational work culture.

The selection of BKN as the object of research is very appropriate considering that this institution holds a strategic mandate as the authority to manage and coach national ASN Management in accordance with the mandate of the ASN Law, as well as play a role model in the implementation of national bureaucratic reform. In this context, the innovative work behavior of employees is a very significant aspect to be analyzed, because the innovative culture applied by millennial employees is one of the key factors that determine BKN's ability to improve organizational performance and strengthen the achievements of bureaucratic reform.

This is even more relevant because BKN carries out the mandate of PermenPANRB Number 27 of 2014 concerning Guidelines for the Development of Change Agents in Government Agencies which explicitly places Agents of Change as the driving force for innovation in the implementation of Bureaucratic Reform. In the BKN environment, the role

of Change Agent is not only given to specific individuals, but is also applied systematically and evenly through an annual rotation mechanism, where employee representatives from each work unit are appointed in turn to carry out the role.

This rotation pattern ensures that almost all employees end up being directly involved as Change Agents. This condition shows that innovation is not just a specific individual performance demand, but has become the collective responsibility of all employees. In accordance with the demographic conditions of BKN which places the millennial generation dominantly, it shows that the generation gets the top priority to be placed in the change agent considering that the positions are spread starting from implementers, structural, to functional evenly.

In principle, innovative work behavior in an organization is not always interpreted as the creation of technology-based applications or systems. Instead, it starts from simple things, such as finding a more efficient way of working, proposing improvements to service flows, sharing solutions to work problems, and developing new approaches to completing tasks. Thus, innovation does not always have to be in the form of digital products or applications, but can also be in the form of small changes that have a positive impact on individual and organizational performance.

Therefore, innovative work behavior is part of a vital behavior to be applied to employees, because it is able to determine the extent to which BKN millennial employees to actively contribute to giving birth to new ideas, developing service improvements, and accelerating the internalization of adaptive work culture in supporting the success of Bureaucratic Reform.

The author first conducted a preliminary survey with the aim of obtaining an initial overview of the innovative behavior of millennial employees in the BKN environment. This pre-survey aims to identify empirical phenomena in the field and strengthen the basis of research practically.

It was found that the innovative behavior of employees was not optimal, especially in the aspect of implementing ideas. About 60% of respondents have a new way or idea to apply in work. However, only 36.7% of respondents stated that the ideas they conveyed had been implemented, and only 43.3% of respondents felt supported by the work environment to generate ideas to be applied to work.

In order to improve and realize innovative employee behavior for the sake of achieving organizational performance, the support and leadership style of the boss plays a very vital role. As quoted in the journal Auliya et al. (2025), theoretical studies show that leadership in general is divided into several groups of styles, namely authentic, transformational, ethical, transactional, and empowering leadership. Various previous studies have recorded the positive influence of each of these leadership styles on innovative work behavior; where authentic leadership is considered to provide psychological assistance through relationship transparency (Gelaidan et al., 2022; Bai et al., 2022; Ingsun et al., 2023), transformational leadership inspires shared vision competencies (Azmy & Perkasa, 2024; Thi et al., 2025; Messmann & Kreijns, 2022), ethical leadership drives a two-way communication climate (Iqbal et al., 2020; Ahmad, 2021; Yamoah, 2021), and transactional leadership leveraging reward-based exchange relationships (Hamzah & Jantan, 2022; Vol & Ash, 2022; Suratno, 2024).

In accordance with the results of a preliminary survey of 30 respondents of millennial employees at BKN, it can be concluded that all variables obtained a relatively high level of approval, and showed that these factors were considered important by employees in supporting the implementation of work within BKN. However, among the eleven variables tested, the organizational justice and empowering leadership variables obtained the most dominant level of approval compared to the other variables. The organizational justice variable obtained a 100% approval percentage, which shows that all respondents view fair treatment in the organization as a very important aspect of the work environment. Meanwhile, the empowering leadership variable obtained an approval rate of 93.7%, which indicates that the majority of employees consider the provision of trust, opportunity, and empowerment by their superiors as important factors in the implementation of work. The high level of approval for these two variables shows that employees have great attention to aspects of organizational fairness and empowering leadership. This condition is relevant to the characteristics of the millennial generation who tend to expect a participatory, open, fair work environment, and provide space for employees to be involved in work and decision-making. In addition, these two variables are also considered to have a strong relationship with employee work behavior in modern organizations, especially in encouraging involvement, collaboration, knowledge sharing, and the development of new ideas in the work environment. In the context of public sector organizations that are facing the demands of transformation and innovation, the existence of empowering leadership and the perception of organizational fairness are increasingly important aspects to pay attention to.

This research examines the influence of empowering leadership and organizational justice on innovative work behavior among millennial civil servants at BKN, with knowledge sharing as a mediating variable. The research aims to analyze direct effects, the effect of knowledge sharing, and knowledge sharing's mediating role, proposing seven hypotheses regarding these relationships. Theoretically, the study extends Social Exchange Theory, Social Cognitive Theory, and Self-Determination Theory to the Indonesian public sector, while practically offering insights for civil servants, leaders, and policymakers to strengthen leadership practices, organizational justice, and knowledge-sharing culture for enhanced innovation-driven performance.

METHOD

Research Design

This study used a quantitative method through filling out a questionnaire survey with a description-explanatory approach. This approach was chosen because this study aims to empirically examine the causal relationship between latent variables, namely Empowering Leadership and Organizational Justice towards Innovative Work Behaviour with Knowledge Sharing as a mediating variable within the State Civil Service Agency.

This research is explanatory research, because it focuses on testing hypotheses that have been formulated based on theoretical studies and previous empirical findings. This design allows the collection and processing of numerical data systematically through questionnaires that have been compiled based on indicators from each construct. The data from the questionnaire results that have been filled out by the respondents will be analyzed objectively

with inferential statistical techniques with SEM PLS in testing the relationship between the variables selected in this study.

Population and Sample

According to Sekaran & Bougie, (2016), a population is an entire group of individuals, events, or objects that are the focus of the researcher's attention and from which the data will be generalized. Populations reflect the main units of analysis that have certain characteristics according to the research objectives.

The population in this study is all State Civil Apparatus (ASN) who work within the State Civil Service Agency of the Republic of Indonesia who meet the demographic criteria of the Millennial Generation (born in 1981-1996). The sampling technique used is proportionate random sampling, with the following respondent criteria:

1. Status as an active ASN in the BKN environment, both civil servants and PPPK;
2. Have worked for at least 1 (one) year, so they are considered to have understood the work system, organizational culture, and leadership patterns in their work units;
3. Included in the millennial generation category, namely employees born in the range of 1981-1996 who currently have the status of the first expert functional position
4. Willing to fill out the research questionnaire voluntarily and completely.

Meanwhile, the sample is part of a population that is systematically selected to represent the characteristics of the population as a whole. The determination of the sample size was carried out so that the results of the study could be statistically generalized with a certain level of error and an acceptable level of confidence Krejcie & Morgan, (1970).

The determination of the number of samples in this study refers to the sample size table developed by Krejcie and Morgan (1970). The table was compiled based on a statistical approach with a confidence level of 95% and a margin of error of 5%, so that the number of samples produced was considered to be able to adequately represent the population. The following describes the determination of sample size that represents the population of the research object as a whole.

Table 1. Determination of Sample Size by Known Population

Table for Determining Sample Size of a Known Population									
N	S	N	S	N	S	N	S	N	S
10	10	100	80	280	162	800	260	2,800	338
15	14	110	86	290	165	850	265	3,000	341
20	19	120	92	300	169	900	269	3,500	346
25	24	130	97	320	175	950	274	4,000	351
30	28	140	103	340	181	1,000	278	4,500	354
35	32	150	108	360	186	1,100	285	5,000	357
40	36	160	113	380	191	1,200	291	6,000	361
45	40	170	118	400	196	1,300	297	7,000	364
50	44	180	123	420	201	1,400	302	8,000	367
55	48	190	127	440	205	1,500	306	9,000	368
60	52	200	132	460	210	1,600	310	10,000	370
65	56	210	136	480	214	1,700	313	15,000	375
70	59	220	140	500	217	1,800	317	20,000	377

75	63	230	144	550	226	1,900	320	30,000	379
80	66	240	148	600	234	2,000	322	40,000	380
85	70	250	152	650	242	2,200	327	50,000	381
90	73	260	155	700	248	2,400	331	75,000	382
95	76	270	159	750	254	2,600	335	1,000,000	384

Note: N is Population Size; S is Sample Size

Source: Krejcie & Morgan, (1970)

The population in this study is all civil servants in the BKN environment, both Civil Servants (PNS) and Government Employees with Employment Agreements (PPPK) born in 1981-1996 or those who are included in the age category of the millennial generation with the first expert functional position has a total population of 738 employees. This refers to Sugiyono (2019) who argues that population and sample counts refer to certain characteristics that are in accordance with the purpose of the study.

Based on the table of Krejcie and Morgan (1970), a population of 400 requires a minimum sample number of 196 respondents. Therefore, the author will use a sample of 196 respondents because the number of millennial generation employees with the first expert functional position is close to 400, which amounts to 395 employees. It also aims to reduce the risk of margin of error. In addition, the selection of the sample number has met the principles of sample adequacy, population representativeness, and feasibility for further statistical analysis.

This study specifically limited the research sample on ASN who are included in the millennial generation category with the type of first expert functional position. This restriction is carried out to ensure the homogeneity of respondent characteristics and to increase the accuracy of analysis of innovative work behavior in the context of public bureaucracy.

This research focuses on certain generations and types of positions because according to Hair (2018), in SEM high sample heterogeneity can increase measurement error. This is also reinforced by the opinion of Sekaran & Bogie who explains that the selection of homogeneous samples can help improve the accuracy of organizational behavior research. In addition, this selection also considers the results of the research to be more relevant and strategic because this group is the backbone of the organization in the medium to long term, as well as being the main agent of change in the transformation of the digital bureaucracy and the strengthening of innovative work culture in the State Civil Service Agency.

RESULT AND DISCUSSION

The Influence of Empowering Leadership on Innovative Work Behavior

Based on the results of the research that has been carried out, it can be concluded that Empowering Leadership has a positive and significant influence on Innovative Work Behavior (Y) in millennial generation ASN at BKN. The results were shown by the path coefficient value of 0.221, the T-statistics value of 3.084 (>1.96), and the p-value of 0.002 (<0.05). These results show that the better the empowering leadership practices, such as setting an example for subordinates through leading by example, involving subordinates in decision-making, providing guidance through coaching, and sharing information through informing can be directly proportional to the higher and higher innovative work behavior of the BKN millennial

generation ASN which is shown in the implementation of the duties and responsibilities of a job. Thus, the first hypothesis (H1) is accepted. The average score of this variable of 4.02 (high category) can be confirmed that indicators such as the provision of operational flexibility and technical guidance (coaching) carried out by direct superiors at BKN are running effectively.

In a theoretical context, this relationship is also supported by Social Exchange Theory (SET). This theory supports the principle of reciprocity which underlies a mutually beneficial relationship between leaders and subordinates. This is illustrated in the condition of a leader who gives trust and delegation of authority to his subordinates, making the employee feel fully appreciated and supported by his superiors. This condition will encourage employees to voluntarily repay the kindness of the leader through active involvement in creative activities, initiatives, and the courage to take risks in creating new ideas that support the progress of the organization. This can certainly generate added value for the organization because the quality of public services is improving.

Within the Jakarta BKN State Civil Service Agency, the implications of this relationship are reflected in the behavior of the direct supervisor in each directorate that provides operational trust and autonomy for employees. This can be seen from each employee being entrusted to become a Person in Charge (PIC) in several parts that are components of the duties and responsibilities of the directorate. For example, there are employees who are given the mandate to coordinate with agencies in the work area X related to the progress of employee promotions. In addition, there are also employees who are given the mandate to analyze personnel problems and create solutions that are in accordance with the applicable regulations for the agency to implement.

This is certainly very suitable and in accordance with the characteristics of millennial employees to complete work that requires sharpness in personnel policy analysis and high-tech adaptation. When the boss directly practices strengthening technical capacity through open discussion and coaching methods, the apparatus feels that they have full control (perceived behavioral control) over the efficiency of their tasks. The existence of these conditions certainly demands and stimulates the apparatus to be able to produce new ideas that can be applied in work so as to spur innovative behavior of employees.

The descriptive results of the study showed that indicators related to the explanation of organizational goals, leadership communication, and direction delivery obtained high average scores. This condition shows that leaders within BKN are relatively able to build clarity of work objectives and provide the necessary support for employees in carrying out their duties. On the other hand, the aspect of employee involvement in decision-making still has room to be strengthened as seen in the pre-survey results which show that some employees still feel that they are not optimally involved in the organizational decision-making process. These findings indicate that increasing employee participation can be one of the strategies to strengthen innovative work behavior in the future.

In the context of BKN, the first expert functional employee has job characteristics that require analytical skills, problem solving, and adaptation to changes in ASN management policies. Therefore, when superiors provide space for opinions, involve employees in decision-making, and encourage competency development, employees become more confident to develop and implement new ideas.

These results are also supported by relevant research such as Faulks, et al. (2022), Lee, et al. (2020), and Ghassani & Indriati (2024) at the Indonesian Ministry of Foreign Affairs which found that empowering leadership is the most influential type of leadership style in generating employee creativity because it is able to meet the needs of employees' intuition for autonomy and competence.

The results of the study can be concluded in line with previous research that found that Empowering Leadership has a positive and significant effect on Innovative Work Behavior so that H1 is accepted.

Pengaruh Organizational Justice terhadap Innovative Work Behavior

The results of statistical testing show that organizational justice has a positive and significant effect on innovative work behavior. The path coefficient was recorded at 0.206 with a t-statistical value of 2.646 (>1.96) and a p-value of 0.008 (<0.05). Therefore, it can be concluded that the second hypothesis (H2) is empirically acceptable.

This linear relationship can be attributed to Social Exchange Theory (SET) which emphasizes the climate of justice as the main foundation for building healthy social exchange relationships. Employees consistently conduct subjective evaluations by comparing the ratio of inputs they sacrifice (time, expertise, dedication) with the outcomes they get from the institution (awards, promotional objectivity, leadership treatment). If employees consider the scales of the fairness ratio to be equal, psychological discomfort will be eliminated, turning into an affective commitment to contribute optimally to the organization

Then, innovation in principle becomes a very risky action and requires the sacrifice of personal time and energy of employees (personal cost). Through a high perception of justice, especially for interpersonal justice (average score of 4.15) where leaders treat employees with politeness, respect, and dignity, the millennial generation ASN who is the first expert functional position can feel psychologically safe. When employees feel that their work sacrifices are fairly rewarded by the organizational system compared to their peers, they will be motivated to work harder productively in accordance with the tasks and responsibilities given. This also has a positive impact on the efforts of employees who are willing to think of innovative ways in order to improve the efficiency of personnel services.

The perception of justice for millennial employees who are the first expert functional positions at BKN can be concluded to be very important. These employees tend to have high expectations for transparency, accountability, and equal treatment in the work environment. Millennial employees not only pay attention to the results received, but also the processes used by the organization in making these decisions. Therefore, when employees view that organizational decisions are made objectively, consistently, and transparently, trust in the organization will increase, encouraging the emergence of innovative work behavior.

When reviewed based on organizational justice indicators, aspects of interactional justice and informational justice show relatively good perception. Superiors here are considered able to maintain open communication, respect employees, and provide understandable explanations about various organizational decisions. However, the aspects of distributive and procedural justice still show room for improvement, especially related to the suitability of awards, opportunities to raise objections, and consistency in the implementation of organizational policies.

The results of this study show that efforts to build a fair work culture not only have an impact on employee satisfaction, but also contribute to increasing organizational innovation. This has been enshrined in Law Number 20 of 2023 concerning the State Civil Apparatus. The regulation discusses in detail efforts to implement transparency in the talent management system, ASN performance management, merit-based promotion, and organizational information disclosure are important factors in building a perception of justice.

If ASN management can be applied ideally as per applicable regulations, this ultimately encourages employees to be more active in producing innovative ideas and solutions. This is because it often takes courage to convey new ideas that have the potential to pose a risk of failure. When employees feel that the organization implements policies consistently, transparently, and free from favoritism, they will be more courageous to come up with ideas and experiment on the job.

These results support and confirm previous and relevant research by Momeni (2014), Berliana and Nugrohoseno (2021), Qureshi (2023), Wahyu et al. (2023), and Afrida et al. (2024).

The results of the study can be concluded in line with previous research which found that Organizational Justice has a positive and significant effect on Innovative Work Behavior so that H2 is accepted.

The Effect of Knowledge Sharing on Innovative Work Behavior

The analysis of structural models resulted in proof that Knowledge Sharing has a positive and very significant influence on Innovative Work Behavior. The path coefficient concludes that the number 0.507 is the largest direct influence among all the hypotheses in the structural model of this study. This influence is shown by the T-statistical value of 8.921 (> 1.96) and the p-value of 0.000 (< 0.05), so that the conclusion can be drawn that the third hypothesis (H3) is accepted.

The main foundation of this relationship is strengthened by Social Cognitive Theory (SCT). In the theory, it is explained that innovative behavior is not born from the limitations of thinking, but can be created in the dynamic circulation of information. When millennial ASN is the first expert functional position at BKN to actively carry out knowledge donation activities (knowledge donating, with an average score of 4.20) and knowledge collecting (knowledge collecting, with an average score of 4.24), it can make employees distribute valuable intellectual capital in the team. This knowledge exchange activity can have an impact on the process of cognitive re-elaboration. Information, technical skills, and evaluation of past failures that are exchanged can equip the apparatus through a new perspective to design original work solutions and apply them to real work programs (idea realization).

This is also in accordance with the knowledge-based view, which explains that knowledge is a strategic resource for organizations so that it is able to produce competitive advantages and innovations. Knowledge possessed by individuals will not provide optimal benefits if it is only stored as tacit knowledge. Therefore, the process of sharing knowledge is an important mechanism to transform individual knowledge into organizational knowledge that can be utilized together.

The results of this research are relevant to the various efforts that have been made by BKN in building a culture of knowledge sharing. BKN actively develops the organizational

learning ecosystem through the formation of learning communities, the use of the BKNPedia platform, the strengthening of the Smart ASN concept, as well as discussion forums such as Coffee with the Head of BKN and the BKN Learning Community which provide a space for employees to exchange ideas, experiences, and best practices. In both platforms, each employee is given the freedom to convey ideas or input on matters related to improving ASN public services, be it in terms of organizational policies, technical personnel policies, work discipline, new applications, and many more in front of the echelons who can be input for them.

In the Learning Community, employee representatives in each work unit will take turns once a week to deliver material related to the duties of the work unit. This aims to hone the ability and expand the audience's knowledge related to work units outside of their placement work units so that when at any time there is rotation to other work units, employees will be more prepared. The existence of this platform allows for cross-unit and cross-field knowledge transfer, thus enriching employees' insights in completing work. The more intense the knowledge sharing process that occurs, the greater the opportunity for new ideas to emerge that can be applied to improve the effectiveness and quality of ASN management services.

This study found that employees who actively share information, work experience, problem-solving, and new learning with colleagues tend to have higher levels of innovative work behavior. The process of knowledge exchange allows employees to gain new perspectives, enrich insights, and develop ideas that were not previously had. This condition is very relevant to the characteristics of the millennial generation of civil servants who are known to be more adaptive to technology, open to learning, and have a tendency to collaborate in completing work. Through knowledge sharing, employees get the opportunity to learn from the experiences of colleagues so that they can develop various innovative solutions in carrying out their duties.

These findings show that innovation in the ASN environment does not only arise from individual abilities alone, but also through the ability of organizations to produce a culture of knowledge sharing. Therefore, improving employees' innovative behavior can be done through strengthening a knowledge sharing culture that is integrated with the organization's learning system. These findings are also very consistent with research from Abdullah F. Almulhim (2020), Listyanti & Hendarman (2023), Krishna et al. (2025), and Asim et al. (2022) at public sector universities which affirm that bias-free knowledge management is the main driver of employee innovative behavior.

The results of the study can be concluded in line with previous research which found that Knowledge Sharing has a positive and significant effect on Innovative Work Behavior so that H3 is accepted.

The Influence of Empowering Leadership on Knowledge Sharing

The results of the test in this structural model analysis prove that empowering leadership has a positive and significant influence on knowledge sharing. This can be seen from the path coefficient of 0.292 with a T-statistical value of 3.478 (>1.96) and a p-value of 0.001 (<0.05). It can be concluded that hypothesis four (H4) is acceptable.

The explanation related to this causal correlation is proven through Self-Determination Theory (SDT). The theory shows that knowledge sharing is in principle a voluntary act that cannot be formally imposed through bureaucratic sanctions, so its implementation is greatly

influenced by the intrinsic motivation of employees. Leaders who practice coaching and informing succeed in meeting the three basic psychological needs of employees: autonomy, competence, and social connectedness. This encouragement spurs the self-efficacy of millennial ASN BKN functional positions towards the control of their work environment. When they feel valued, it can make the employee reciprocate by being willing to transfer operational skills to their colleagues to achieve good team performance.

This is also supported by Social Exchange Theory where if leaders provide trust, support, opportunities to participate, and develop competencies will create a positive reciprocal relationship between leaders and subordinates. Employees who feel valued and trusted also tend to be more open to sharing information, experience, and knowledge they have with colleagues. In the context of this research, the practice of empowering leadership is realized through providing opportunities to express opinions, employee involvement in decision-making, and competency development support proven to be able to create a safe psychological environment for knowledge sharing.

In the field conditions, the main strength of this empowerment driver comes from the seriousness of the boss to accompany, move the team, and be open to the idea proposals of millennial subordinates (the indicator achieved the highest average score of 4.20). When the boss immediately takes the time to discuss the functional work constraints of the first expert patiently and provide clear operational directions, millennial ASN feels professionally appreciated.

Then in the implementation of the Learning Community which makes each work unit must have employee representatives who are encouraged to provide material related to the work unit's duties to the audience. This is very dependent on the attitude of the boss who gives trust to employees to be able to deliver material. Without open support from superiors, of course, there will be no employees who are willing to voluntarily deliver the material. In accordance with conditions in the field, on average, superiors have trust in subordinates as seen from each employee being given the mandate to be responsible for work by becoming a PIC in a certain field.

Therefore, when there is a Learning Community activity, employees who master certain materials because they are experienced as PIC in the field by their superiors will voluntarily volunteer to be presenters in the activity. This positive psychological impact stimulates the disappearance of employees' social anxiety, so they openly transfer their technical skills of staffing applications and job experience to other colleagues in order to facilitate the achievement of team performance

The results of this test confirm the findings in studies by B. Joo & Jin (2022) in South Korea, R. U. Saif & Ashraf (2024), and Gunasekara (2026) which confirm that empowerment leadership styles are strongly correlated with the establishment of an organizational learning climate. The results of the study can be concluded in line with previous research which found that Empowering Leadership has a positive and significant effect on Knowledge Sharing so that H4 is accepted.

The Influence of Organizational Justice on Knowledge Sharing

Based on the direct significance test, organizational justice has been proven to have a significant and strong positive influence on knowledge sharing. The path coefficient value was

0.511, the T-statistical value was 6.352 (>1.96) and the p-value was 0.000 (<0.05). The results of this evaluation show that the fifth hypothesis (H5) is accepted absolutely.

Referring to Organizational Support Theory by Rhoades & Eisenberger, (2002) and Social Exchange Theory, it is shown that the justice climate functions as a foundation channel for mutual trust in the work environment. This is in line with research by Cropanzano et al., who stated that perceived justice is the "social glue" that holds collaboration between individuals together. If employees view the organization as implementing policies fairly, consistently, and transparently, the level of employee trust in the organization will increase. This trust is the basis for the emergence of knowledge-sharing behavior because employees feel not disadvantaged when sharing their knowledge.

In this study, it can be concluded that millennial ASN with the first expert functional position at BKN feels that the job appraisal process is carried out consistently and the promotion/mutation system is carried out transparently without favoritism (procedural justice dimension, with an average score of 3.82) makes employees feel safe in sharing their best intellectual assets for the progress of BKN. Conversely, if injustice occurs, it can lead employees to use defensive strategies to hide their skills (knowledge hiding) for fear that their ideas will be exploited while they do not get the proper reciprocity or in accordance with their expectations.

In the field conditions, BKN is an agency that has a leading role in implementing ASN management nationally so it must be a role model for other agencies in its implementation. Therefore, the organization strongly upholds the equality, feasibility, and dignity of every employee to be maintained

If the elements of justice are perceived to be high in procedural, distributive, interpersonal, and informational skills, employees have a greater level of trust in the organization, thereby reducing knowledge hiding behavior. This positive linear relationship supports previous research from Ficapal-cus (2019) in Spain, Imamoglu et al. (2019), and Nguyen et al. (2024) which stated that the climate of procedural and distributive justice is a critical antecedent of knowledge-sharing intentions.

The results of the study can be concluded in line with previous research which found that Organizational Justice has a positive and significant effect on Knowledge Sharing so that H5 is accepted.

The Influence of Empowering Leadership (X1) on Innovative Work Behavior through Knowledge Sharing

Based on the results of the indirect effects test, it was found that knowledge sharing has a positive and significant mediating role in the relationship between empowering leadership and innovative work behavior. The value of the indirect mediation coefficient was recorded at 0.148 with a T-statistical value of 3.189 (>1.96) and a p-value of 0.001 (<0.05). These statistical results prove that hypothesis six (H6) is acceptable.

The type of mediation that occurs here is partial mediation, considering that the direct influence between empowering leadership and innovative work behavior is also significant. This also shows that the autonomy, trust, and guidance delegated by empowering leaders at BKN not only directly increase employee work innovation, but will have a much more optimal impact if catalyzed first through knowledge sharing activities.

This mediation path is macroly protected by Social Exchange Theory (SET) which emphasizes that leaders who provide positive things (support, autonomy, information) trigger the moral obligation of subordinates to convert them into profitable outputs for both parties. The mezo level is emphasized by the integration between Self-Determination Theory (SDT) and Social Cognitive Theory (SCT). The psychological autonomy offered by empowering leaders (SDT) fosters confidence, autonomy, and voluntary motivation for employees to actively engage in discussion forums and exchange operational skills (Knowledge Sharing). The accumulation of disseminated social collective insights (SCT) activates cognitive elaboration that triggers the expansion of practical innovative work behaviors of employees

Theoretically, empowering leadership creates an open, participatory, and trusting work environment. This environment encourages employees to share their knowledge, experience, and learning. Through the knowledge sharing process, employees obtain new information and insights which then become the source of ideas, solutions, and innovations in work.

In the BKN Jakarta environment, the findings of this partial mediation provide a tactical meaning that the easing of operational control and coaching provided by the leadership is not necessarily immediately realized into real public service innovations by millennial ASN. In order for this creativity to crystallize optimally, the autonomy of the boss must first be channelled through knowledge sharing activities. The interactive two-way communication pattern stimulates millennial First Expert Functional Officials to openly discuss and donate their digitalization ideas to the work team. This synergy of the exchange of insights ultimately enriches the common perspective, thus making it easier for millennial officials to execute and apply the concept of adaptive personnel service innovation into real practical applications in the field.

Through open communication built by the leadership, millennial generation ASN who is the first expert functional position in BKN can be encouraged to donate information, discuss, and collect the operational skills of their colleagues. The collected collection of collective knowledge that has been successfully accumulated becomes a "cognitive fuel" that can enrich employees' perspectives, making it easier for them to design and realize breakthroughs in adaptive and efficient public service services.

The strategic role of knowledge sharing as a mediator confirms the empirical findings of the research of Ghassani & Indriati (2024), Hanafy & Al-hajla (2025), and Gunasekara (2026). This also shows that knowledge sharing is an important mechanism that bridges the influence of empowering leadership on innovative work behavior.

The results of the study can be concluded in line with previous research which found that Empowering Leadership has a positive and significant effect on Innovative Work Behavior through Knowledge Sharing so that H6 is accepted.

The Influence of Organizational Justice on Innovative Work Behaviour through Knowledge Sharing

Testing the significance of indirect effects proves that knowledge sharing has been proven to positively and significantly mediate the influence of organizational justice on innovative work behavior. The results of the analysis showed that the indirect coefficient was 0.259 with a very high T-statistical value of 5.542 (>1.96) and a p-value of 0.000 (<0.05). This empirical finding states that the seventh hypothesis (H7) is acceptable.

This is a quite interesting finding, considering that the value of the indirect influence of organizational justice on innovative work behavior through knowledge sharing manifested in H7 is greater than the direct influence manifested in H2. These results show that the perception of organizational fairness will have a stronger impact on innovative work behavior if it first encourages knowledge sharing among employees.

This powerful partial mediation effect is explicitly contained as explained by Social Exchange Theory (SET) and Equity Theory (Adams, 1965). This relationship reinforces the sociological premise that the deployment of extra effort beyond the standard job description such as thinking about breakthroughs in public service innovation is a high-risk action for employees. The affirmation of the value of procedural and distributive justice of the organization that is free from favouritism gives birth to a sense of psychological safety that collapses the social anxiety of the apparatus. This sense of security and fairness is the driving force for employees' willingness to openly contribute their best insights, where the circulation of intellectual capital without bias (Knowledge Sharing) acts to catalyze the expansion of employees' innovative work behaviors

Theoretically, employees who feel fairness in the organization can result in a higher level of trust in the organization and their colleagues. This trust encourages openness in sharing information, experiences, and knowledge. Through knowledge sharing, employees obtain new sources of inspiration and insights which are then used to produce various innovations in work.

The effect of this partial mediation provides a very important theoretical meaning, namely the climate of organizational justice felt by millennial ASN as the first expert functional position in BKN will have a maximum impact in triggering innovative behavior if supported by a culture of information disclosure and knowledge exchange in the work environment. Transparent distributive and procedural justice eliminate social anxiety and builds psychological safety. Employees who feel fairly valued will eliminate reluctance to collaborate, so they voluntarily contribute their best insights to help colleagues solve bureaucratic barriers. This synergy of knowledge transfer ultimately stimulates the sensitivity and cognitive acuity of BKN millennial ASN to create a new public service method that is more responsive and excellent.

This finding is one of the main contributions of the research because it shows that it is not enough to increase the innovative work behavior of civil servants only through the creation of a fair system, but also requires strengthening the culture of knowledge sharing as a mechanism for transforming justice into innovative behavior. In the context of BKN, the existence of BKNPedia, learning communities, and various internal learning forums can be a strategic means to optimize the benefits of organizational justice to improve employee innovative work behavior.

This strong mediation finding is fully empirically supported by previous research such as Berliana & Nugrohoseno (2021) in the banking sector, Qureshi (2023), Wahyu, Putri, & Tirtoprojo (2023) in PT Telkom, and Suwannawat (2025) involving generation Y and Z apparatus.

The results of the study can be concluded in line with previous research that found that Organizational Justice has a positive and significant effect on Innovative Work Behavior through Knowledge Sharing so that H7 is accepted.

CONCLUSION

Hasil pengujian SEM-PLS menunjukkan bahwa seluruh hubungan antar variabel dalam penelitian ini bersifat positif dan signifikan. Empowering Leadership dan Organizational Justice masing-masing berpengaruh langsung terhadap Innovative Work Behavior serta terhadap Knowledge Sharing. Knowledge Sharing juga berpengaruh signifikan terhadap Innovative Work Behavior. Selain itu, Knowledge Sharing terbukti menjadi variabel mediasi yang memperkuat pengaruh Empowering Leadership dan Organizational Justice terhadap Innovative Work Behavior pada ASN generasi milenial jabatan fungsional ahli pertama di BKN. Based on these findings, several recommendations can be offered. For leaders within BKN, it is recommended to continue developing empowering leadership styles through granting autonomy, trust, and employee involvement in decision-making, as well as strengthening organizational justice through transparency in promotion systems, performance appraisals, and reward distribution. For employees, it is recommended to actively participate in knowledge-sharing forums such as the Learning Community and utilize platforms like BKNPedia to enhance insight and collaboration. For BKN as an institution, it is recommended to institutionalize knowledge-sharing culture as part of the performance management system, provide adequate facilities and infrastructure, and offer incentives for employees who actively innovate and share knowledge. For future researchers, it is recommended to expand the scope of research to other government agencies, add other variables such as organizational climate or organizational support, and employ qualitative approaches to explore more deeply the dynamics of innovative behavior in the public sector.

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