

Organizational Readiness, Behavior, and Public Value Creation in Government Services: Kesiapan Organisasi, Perilaku, dan Penciptaan Nilai Publik dalam Layanan Pemerintah

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General Background: Public organizations in developing countries face mounting pressures to improve service quality, transparency, and legitimacy. **Specific Background:** Iraq's electricity sector exemplifies this challenge, where persistent service failures have eroded citizen trust and highlighted the need for organizational reform. **Knowledge Gap:** Although prior research has examined organizational readiness, behavior, and public value separately, little is known about how readiness translates into citizen-centered outcomes through employee behaviors in fragile governance contexts. **Aims:** This study investigates how organizational readiness influences public value creation in the Iraqi Ministry of Electricity, with organizational behavior as a mediating factor. **Results:** Using survey data from 120 employees and mediation analysis, findings show that readiness dimensions—leadership commitment, resource availability, and change efficacy—significantly enhance public value. This relationship is partially mediated by organizational behavior, particularly organizational citizenship and innovative work behaviors. **Novelty:** The study integrates readiness theory with public value governance, offering a comprehensive framework that links structural readiness with discretionary employee actions. **Implications:** The results provide actionable insights for policymakers, emphasizing the importance of strengthening leadership support, resource sufficiency, and a culture of innovation to restore citizen trust and improve public sector outcomes in Iraq.

Highlight :

Readiness plays an important role in enhancing public value.

Organizational behavior is the main mediator.

Leadership commitment and change efficacy are the most influential factors.

Keywords : Organizational Readiness, Organizational Behavior, Public Value Creation, Leadership Commitment, Change Efficacy

Introduction

Public organizations across the world face growing pressure to deliver high-quality services, improve transparency, and enhance legitimacy in the eyes of citizens (Bouckaert, Peters, & Verhoest, 2005). These challenges are especially pronounced in developing countries, where resource constraints, and high public expectations create a complex environment for effective governance. Public value creation refers to “the ability of government agencies to generate outcomes that citizens perceive as valuable, legitimate, and trustworthy” (Moore, 1995). Unlike traditional measures of efficiency and effectiveness, public value places citizens at the center of governance and emphasizes the importance of outcomes such as service quality, openness, trust, and legitimacy (Moore, 1995; Bryson et al., 2014).

For decades, Iraq’s electricity sector has faced systemic challenges such as limited generation capacity, aging infrastructure, insufficient investment, and frequent power outages. Citizens have consistently expressed dissatisfaction with the reliability and quality of electricity services, making the Ministry a focal point of both public criticism and reform efforts (World Bank, 2021). At the same time, the Ministry remains critical to this country development, as energy is the backbone of economic and social. Hence, understanding how the Ministry can strengthen its internal capabilities and behaviors to enhance public value creation importance.

From other hand, Organizational readiness refers to the collective commitment and confidence of members within an organization to implement change successfully (Weiner, 2009; Hussein, 2025). When organizations are ready for change, employees are more willing to support reforms, cooperate to facing these challenges. In other word the Readiness is a bout psychological capacity, including employees’ belief that they can successfully implement change. Therefore, organizational readiness dimensions such as leadership commitment, resource availability, and change efficacy provide a comprehensive view of whether an organization is truly prepared to deliver reforms and achieve sustainable outcomes.

Furthermore, Organizational behaviour encompasses the actions, attitudes, and interactions of employees within the workplace (Robbins & Judge, 2023). Specifically, two forms of behavior are particularly relevant: organizational citizenship behavior (OCB) and innovative work behavior (IWB). OCB refers to “discretionary behaviors that go beyond formal job descriptions, such as helping colleagues, volunteering for extra tasks, and showing civic virtue” (Podsakoff et al., 2000). IWB, on the other hand, refers to “the generation, promotion, and implementation of new ideas aimed at improving processes and outcomes” (Janssen, 2000). Hence, in the public sector, where bureaucratic procedures and rigid structures often hinder responsiveness, these behaviors become particularly valuable.

According to readiness theory, when employees perceive strong leadership commitment, adequate resources, and high change efficacy, they are more likely to engage in positive behaviors that support organizational change (Armenakis & Harris, 2002). These behaviors, in turn, improve service delivery and foster public value. For example, when employees go beyond their duties to resolve citizen complaints they directly contribute to outcomes valued by the public. Thus, organizational behavior serves as the mechanism through which organizational readiness translates into public value creation.

A significant theoretically provide by contributes to the literature on public administration by linking three key constructs (organizational readiness, organizational behavior, and public value creation) in a single conceptual model. While prior studies have examined these constructs separately, few have integrated them into a comprehensive framework, particularly in the context of developing countries (Ali Alsulaifani, N. M. 2025; Hasan, M. A., & Baskaran, S. 2022; Hasan, M. A., et al., 2024). The study therefore addresses a gap in the literature by empirically testing how readiness leads to value through behavior. Practically, the findings can provide actionable insights for policymakers and administrators in Iraq.

The research is guided by the following questions:

1. How does organizational readiness influence public value creation in the Ministry of Electricity?
2. To what extent does organizational behavior mediate the relationship between organizational readiness and public value creation?
3. Which dimension of organizational readiness (leadership commitment, resource availability, change efficacy) has the strongest impact on organizational behavior and public value creation?

Despite its importance, measuring public value remains a challenge, Kelly, Mulgan, and Muers (2002) developed a framework that assesses public value across dimensions of outcomes, trust, and fairness, while Alford and O'Flynn (2009) emphasize co-production and stakeholder engagement. While, in empirical research, surveys are often used to measure employees' or citizens' perceptions of value creation. Also, Twizeyimana and Andersson's (2019) tripartite structure (service outcomes, openness/transparency, and trust/legitimacy). Hence, By using employees' perceptions, this study captures the internal view of how organizational readiness and behaviour translate into citizen-facing outcomes.

Literature Review

2.1 Public Value Creation Conceptual Foundations of Public Value

The concept of public value emerged as an alternative to traditional frameworks of public administration such as New Public Management (NPM), which emphasized efficiency, market mechanisms, and performance measurement. According to Mark Moore (1995) the idea of Creating Public Value reframes the role of public managers as creators of value for citizens rather than mere implementers of rules or contractors of services. According to Hasan and Baskaran (2022), Mark Moore argued that public managers must balance three elements; the value, authorizing environments, and operational capacity. This framework, often referred to as the Strategic Triangle, figure 1. Also, its broader aspects of governance such as fairness, transparency, accountability, and trust (Bryson, Crosby, & Bloomberg, 2014). Also, "Citizens are not simply customers; they are stakeholders whose preferences and legitimacy claims shape the very meaning of value" (Bryson, 2004). This insight is particularly relevant in Iraq, where deficits in legitimacy and persistent challenges in service delivery have significantly undermined trust in government institutions (Eriksson & Grief, 2025). The public value aligns with broader trends in governance that prioritize citizen-centered approaches, unlike NPM, which treated citizens primarily as customers, public value theory views them as co-producers of value. Citizens not only consume services but also provide feedback, participate in decision-making, and hold institutions accountable (Stoker, 2006)

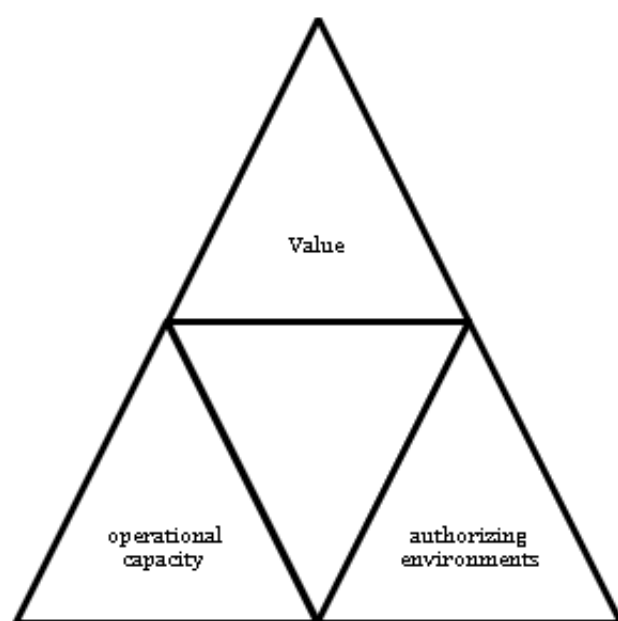


Figure 1. *Strategic Triangle*

Dimensions of Public Value Creation

According to Meynhardt (2009), conceptualizes public value as grounded in citizens' psychological evaluations of four value spheres: moral-ethical, hedonistic-aesthetic, utilitarian-instrumental, and political-social. This approach highlights that public value is ultimately subjective and rooted in individual perceptions outcomes. Bryson et al. (2014), meanwhile, focus on public value as an outcome of collaborative governance, where networks of actors—including government agencies, private firms, and civil society—jointly contribute to outcomes. Also, Twizeyimana and Andersson (2019), in their systematic review of e-government, identify three common dimensions of public value:

- 1.Improved Public Services and Outcomes - quality, accessibility, and reliability of core services delivered to citizens.
- 2.Improved Administration, Openness, and Participation - transparency, accountability, and opportunities for citizen involvement.
- 3.Improved Social Trust and Legitimacy - citizen confidence in institutions and perceived fairness of governmental actions.

This tripartite structure is especially relevant to the case of Iraq's Ministry of Electricity, where citizens demand reliable services (service outcomes), greater transparency in billing and operations (openness), and trust that the Ministry is acting fairly and in the public interest (legitimacy).

From other hand the electricity, water, and sanitation are often considered paradigmatic cases of public value creation, since their provision directly affects quality of life, economic productivity, and social stability, the electricity supply is more than a technical matter; it is a symbol of state capacity and legitimacy. In developing countries, the failures in utility services often translate into declines in trust, legitimacy, and even political stability (Joshi & Moore, 2004). Hence, in Iraq,

where electricity shortages have been a recurring driver of public protests (World Bank, 2021), public value creation in the power sector is directly tied to the Ministry's ability to improve service reliability and communicate transparently with citizens. Likewise, the e-government consistently show that digital tools can enhance perceptions of fairness, reduce corruption opportunities, and build trust (Twizeyimana & Andersson, 2019). Hence, digital platforms represent new avenues for co-creating value, this leads the Ministry increases transparency and responsiveness, as a key public value creation.

2.2 Organizational Readiness

Organizational readiness refers to the extent to which an organization's members are psychologically and behaviorally prepared to implement organizational change (Weiner, 2009). The Commitment represents the shared resolve among members to pursue a change, while efficacy captures their collective confidence in their ability to execute the change successfully. When readiness is high, organizations are more likely to overcome obstacles, sustain momentum, and translate reforms into meaningful outcomes. According to Armenakis and Harris (2002), conceptualize readiness as a multi-dimensional construct, involving beliefs that change is necessary, feasible, and worthwhile. Holt et al. (2007) further operationalized readiness by developing validated instruments that measure employees' perceptions across dimensions such as leadership support, resource sufficiency, and personal capacity. These perspectives highlight that readiness is not merely an administrative condition but also a psychological state that influences employee behavior. In public organizations, where reforms often face resistance due to bureaucracy and political constraints, readiness provides a critical indicator of whether change initiatives are likely to succeed.

Leadership Commitment

Leadership commitment refers to the extent to which leaders demonstrate consistent support, allocate attention, and prioritize change initiatives (Shea et al., 2014). Leaders play a pivotal role in framing change as urgent and necessary, thereby shaping organizational culture and motivating employees. Studies show that when leaders communicate a clear vision and model desired behaviors, employees are more likely to embrace change rather than resist it (Armenakis & Harris, 2002). The Leadership commitment is especially important in hierarchical organizations, such as government ministries, where employees often look to top officials for direction and legitimacy.

Likewise, resource availability constitutes another crucial dimension of organizational readiness. It encompasses the financial, human, and technological resources necessary for implementing change effectively (Holt et al., 2007; Hasan & Al-Dulaimi, 2025). Without adequate resources, even the well-designed reforms are likely to fail. Employees must perceive that they have the tools, and budget required to meet new expectations. Also, perceived resource sufficiency is strongly correlated with employee willingness to engage in organizational change (Shea et al., 2014). hence, employees are more motivated when they feel adequately supported.

Change efficacy refers to employees' shared belief in their collective capability to implement organizational change successfully (Weiner, 2009). It is rooted in employees' perceptions of their knowledge, skills, and ability to manage challenges associated with change. High change efficacy has been linked to reduced resistance, greater persistence in overcoming obstacles, and higher levels of innovative and cooperative behaviors (Armenakis et al., 1993). Therefore, building change efficacy requires organizations to provide employees with training, participatory decision-making opportunities, and incremental successes that reinforce confidence.

On the one hand, public organizations often face external pressure through citizen demands, political mandates, and donor requirements, these pressures necessitate continuous reform. Readiness provides a lens for understanding whether such organizations are prepared to respond. The bureaucratic structures, rigid hierarchies, and political interference often limit the

effectiveness of reforms, making readiness harder to achieve (Fernandez & Rainey, 2006). Moreover, public sector readiness must be understood in relation to broader governance challenges. Bryson et al. (2014) argument public value creation requires collaboration with external stakeholders. Therefore, this highlights the importance of resource availability in leveraging partnerships with private firms, international donors, and civil society.

2.3 Organizational Behavior

Organizational Behavior (OB) Study of human behavior in organizational settings at individual, group, and organizational levels (Oxford Bibliographies, 2018). Its roots lie in psychology, sociology, and management studies, and its scope ranges from micro-level analysis of individual motivation to macro-level analysis of organizational culture and performance (Robbins & Judge, 2019). The OB provides valuable insights into how employees adapt to reforms, respond to leadership, and contribute to the creation of public value. Unlike private organizations, public agencies operate in contexts characterized by complex bureaucracies, political oversight, and citizen expectations. The OB in relation to public value creation is important because citizens ultimately experience the effects of organizational behavior through service quality, responsiveness, and transparency (Moore, 1995; Pandey & Wright, 2006). Employees who engage in positive behaviors directly influence the ability of public organizations to create value. Conversely, disengagement, resistance, or passivity undermines reforms, wastes resources, and erodes trust. As such, OB represents the mechanism by which organizational readiness is translated into meaningful outcomes for citizens. In public sector, critical. Employees often work under resource constraints, rigid procedures, and political interference, thus OB is positively associated with organizational performance and citizen satisfaction (Nielsen, Hrivnak, & Shaw, 2009).

Furthermore, Organizational Citizenship Behaviour refers to discretionary behaviors exhibited by employees that are not formally required by their job descriptions but contribute to organizational effectiveness (Organ, 1988). Podsakoff et al. (2000) categorized OCB into five dimensions (altruism, conscientiousness, sportsmanship, courtesy, and civic virtue). In the public sector, OCB employees often work under resource constraints, rigid procedures, and political interference. Therefore, OCB is positively associated with organizational performance and citizen satisfaction (Nielsen, Hrivnak, & Shaw, 2009).

The Innovative Work Behavior (IWB) refers to the intentional creation, promotion, and implementation of new ideas by employees aimed at improving organizational processes, products, or services (Janssen, 2000). The IWB focuses on creativity and innovation within the workplace. Janssen's (2000) model identifies three stages of it (idea generation, idea promotion, and idea realization) the employees who engage in IWB are contribute to organizational adaptation and growth.

The mediating role of OB is supported by both theory and empirical research. Readiness theory posits that when employees perceive strong leadership commitment, adequate resources, and high efficacy, they are more likely to engage in cooperative and innovative behaviors (Weiner, 2009). These behaviors, in turn, drive outcomes such as improved service delivery, transparency, and trust—key dimensions of public value creation. In other words, organizational readiness sets the stage, but organizational behavior performs the play. Performance Podsakoff et al., (2000) shown that readiness predicts implementation success only when accompanied by positive employee behaviors. Similarly, Shea et al., (2014), demonstrate that leadership support and resource sufficiency are strong predictors of discretionary behaviors that enhance. Also, employees' confidence in their ability to innovate is influenced by leadership and resources, and that such innovation directly improves organizational outcomes (Janssen, 2000). Applying these insights to Iraq's Ministry of Electricity, we hypothesize that organizational readiness affects public value creation primarily through its influence on organizational behavior.

Thus, the theoretical model of this study can be summarized as follows:

•Organizational Readiness (IV) → Organizational Behavior (Mediator) → Public Value Creation (DV).

2.4 Conceptual Framework

The conceptual integration of organizational readiness (OR), organizational behavior (OB), and public value creation (PVC) builds upon theories of change management and public administration. According to readiness theory (Weiner, 2009), organizations must first establish a foundation of leadership commitment, resource availability, and change efficacy before employees can effectively implement change. However, it operates through the behaviors of employees, the employees are the agents who translate structural and psychological readiness into daily practices that influence performance and value.

In this sense, OB acts as the bridge between readiness and value. Employees who perceive their organization as ready for change are more likely to engage in organizational citizenship behavior (OCB and innovative work behavior (IWB). These behaviors enhance service delivery, responsiveness, and transparency, which directly contribute to public value. Conversely, if readiness is low, employees may feel unsupported, lack confidence, and disengage, thereby undermining value creation.

A central argument of this study is that OB mediates the relationship between OR and PVC. Mediation implies that the effect of readiness on value creation operates indirectly through behavior. This mechanism has been observed in multiple contexts. For example, Shea et al. (2014) found that readiness predicts implementation success primarily when employees demonstrate cooperative and innovative behaviors. Podsakoff et al. (2000) showed that leadership and resources predict OCB, which in turn enhances organizational performance. Janssen (2000) demonstrated that efficacy beliefs predict IWB, which improves innovation outcomes.

Applying these insights to the Iraqi Ministry of Electricity, we expect that readiness (leadership commitment, resources, efficacy) will not directly produce value for citizens. Instead, it will shape employee behaviors, which then create value by improving electricity service reliability, transparency in communication, and public trust. Thus, OB is the key mechanism through which readiness is converted into outcomes that matter to citizens.

2.5 Conceptual Framework

Based on the literature, the conceptual model of this study can be illustrated as follows:

Independent Variable (IV): Organizational Readiness

- Leadership Commitment
- Resource Availability
- Change Efficacy

↓ (influence)

Mediating Variable (M): Organizational Behavior

- Organizational Citizenship Behavior (OCB)
- Innovative Work Behavior (IWB)

↓ (influence)

Dependent Variable (DV): Public Value Creation

- Service Outcomes (reliability, quality)
- Openness & Transparency
- Trust & Legitimacy

2.6 Research Hypotheses

H1: Organizational readiness has a positive and significant effect on organizational behavior.

H2: Organizational readiness has a positive and significant effect on public value creation.

H3: Organizational behavior has a positive and significant effect on public value creation.

H4: Organizational behavior mediates the relationship between organizational readiness and public value creation.

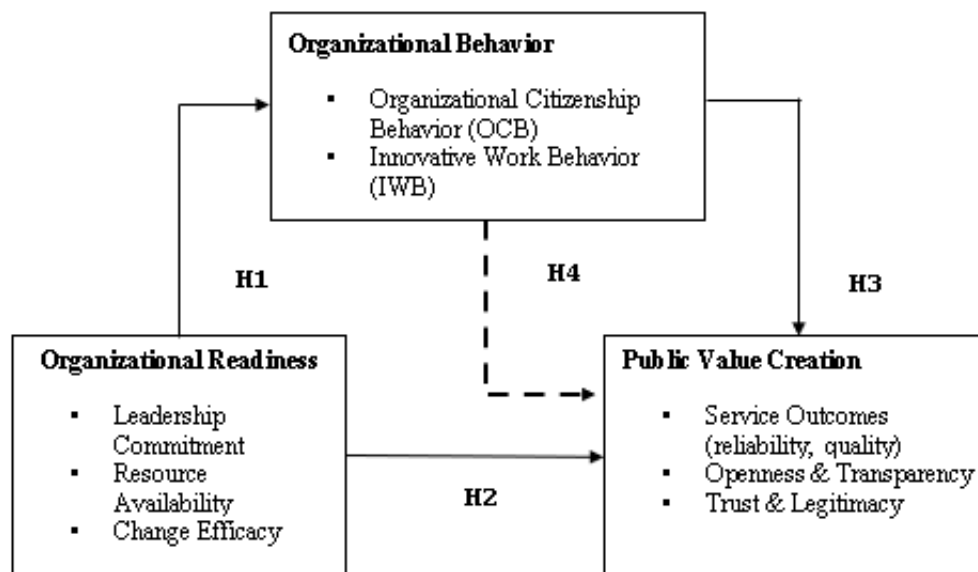


Figure 2. Conceptual Framework

Methodology

3.1 Research Design

a quantitative, cross-sectional, explanatory research design were adopted. The quantitative are suitable when testing hypothesized relationships among variables using statistical techniques (Creswell & Creswell, 2018). In order to test the impact of organizational readiness (IV) on public value creation (DV), while investigating the mediating role of organizational behavior (Med). A cross-sectional survey was selected in order to allows the collection of data from a relatively large group of respondents within a short timeframe. An explanatory design was appropriate since the study aims to clarify causal pathways between readiness, behavior, and public value creation.

3.2 Population and Sampling size

The population consists of employees who working at the Iraqi Ministry of Electricity, Baghdad Headquarters, they are directly engaged in administrative, technical, and managerial functions, and they selected because the Ministry plays a pivotal role in delivering essential public services. A stratified random sampling technique was employed to ensure adequate representation across hierarchical levels (senior managers, middle managers, and frontline employees). According to Krejcie and Morgan's (1970) widely cited sample size determination table, a minimum sample of 120 respondents is considered adequate for a population exceeding 300, providing sufficient statistical power for factor analysis, regression, and mediation tests. This sample size also aligns with recommendations by Hair et al. (2019), who suggest a ratio of at least 5–10 respondents per survey item in multivariate analysis. A 120 valid responses, were deemed sufficient for the planned SPSS analyses Tabl1.

3.3 Data Collection Procedures

Primary data collected using a structured questionnaire distributed electronic format, The instrument includes sections covering demographics, organizational readiness, organizational behavior, and public value creation. Participation was voluntary, with confidentiality assured. To ensure clarity and contextual relevance, the survey items were translated into Arabic and back-translated into English by bilingual experts (Brislin, 1980).

a pilot test was conducted with 18 employees from the Iraqi Ministry of Electricity, Baghdad. In order to evaluate the clarity of the items, ensure face and content validity, and assess the preliminary reliability of the constructs. Feedback from participants confirmed that the items were understandable, relevant, and aligned with the study objectives.

The internal consistency of the scales was measured using Cronbach's Alpha. According to Nunnally (1978), a value of $\alpha \geq 0.70$ is considered acceptable for exploratory studies. The results presented in Table 2 indicate that all constructs demonstrated satisfactory reliability, ranging from 0.78 to 0.88, suggesting that the survey instrument is suitable for full-scale data collection.

Variable	Category	Frequency (n)	Percentage (%)
Gender	Male	78	65.0
	Female	42	35.0
Age Group	20–29 years	18	15.0
	30–39 years	36	30.0
	40–49 years	42	35.0
	50 years and above	24	20.0
Educational Level	Bachelor's degree	52	43.3
	Master's degree	44	36.7
	Doctorate (PhD)	24	20.0
Years of Service	Less than 5 years	20	16.7
	5–10 years	38	31.7
	11–15 years	34	28.3
	More than 15 years	28	23.3
Position Level	Senior Management	20	16.7
	Middle Management	46	38.3
	Operational Employees	54	45.0

Table 1. Demographic Profile of Respondents (N = 120)

Construct	No. of Items	Cronbach's Alpha (α)
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Leadership Commitment	4	0.82
Resource Availability	4	0.84
Change Efficacy	4	0.80
Organizational Behavior	6	0.88
Public Value Creation	6	0.85

Table 2. Pilot Test Results for Reliability (N = 18)

4.2 Descriptive Statistics

The results in table 3 show that respondents generally perceive organizational readiness, behavior, and public value creation at moderate to high levels. Among the readiness dimensions, leadership commitment (M = 3.92) and change efficacy (M = 3.87) recorded the highest scores, indicating that employees view leadership support and collective confidence in change as relatively strong. In contrast, resource availability scored lower (M = 3.45), suggesting that material and financial support is less consistently perceived. For the behavioral indicators, OCB (M = 3.81) and IWB (M = 3.68) reflect moderate engagement in discretionary and innovative practices. Public value creation (M = 3.76) is rated positively, but not at the highest level, indicating room for improvement in service outcomes, transparency, and trust.

Variable	Mean	SD	Min	Max
Leadership Commitment	3.92	0.65	2.1	5.0
Resource Availability	3.45	0.71	2.0	5.0
Change Efficacy	3.87	0.69	2.2	5.0
Organizational Citizenship Behavior (OCB)	3.81	0.63	2.5	5.0
Innovative Work Behavior (IWB)	3.68	0.72	2.1	5.0
Public Value Creation (PVC)	3.76	0.67	2.4	5.0

Table 3. Descriptive Statistics for Main Variables (N = 120)

Interpretation: Respondents generally reported moderate to high perceptions of readiness, behaviors, and public value, with leadership commitment and change efficacy being the highest-rated.

4.3 Reliability Analysis

All constructs exceeded the recommended threshold for internal consistency ($\alpha > 0.80$). The highest reliability was observed for public value creation ($\alpha = 0.90$), followed by OCB ($\alpha = 0.88$). from table 4 indicates that the measurement scales used in the study are stable and provide dependable assessments of the underlying concepts.

Construct	No. of Items	Cronbach's α
Leadership Commitment	4	0.84
Resource Availability	4	0.81
Change Efficacy	4	0.86
OCB	5	0.88
IWB	5	0.85
Public Value Creation	6	0.90

Table 4. Reliability Coefficients (Cronbach's α)

Interpretation: All scales demonstrated strong internal consistency ($\alpha > 0.80$).

4.4 Exploratory Factor Analysis (EFA)

The EFA results confirmed the validity of the measurement model. The KMO value of 0.88 and a significant Bartlett's test indicate sampling adequacy. The six extracted factors aligned with the theoretical structure, with item loadings above 0.60 and no major cross-loadings. This suggests that the survey items accurately capture the intended constructs.

4.5 Correlation Analysis

The correlation matrix demonstrates positive and significant associations between the study variables shown in table 5. Leadership commitment, resource availability, and change efficacy are all moderately to strongly correlated with both organizational behavior and public value creation. Notably, the strongest correlations are between change efficacy and public value creation ($r = .51$), and between organizational behavior and public value creation ($r = .56$). This highlights the central role of both readiness and behavior in shaping public value outcomes.

Variable	1	2	3	4	5	6
1. Leadership Commitment	1					
2. Resource Availability	.42**	1				
3. Change Efficacy	.55**	.46**	1			
4. OCB	.39**	.31**	.44**	1		
5. IWB	.36**	.29**	.41**	.52**	1	
6. PVC	.47**	.38**	.51**	.56**	.53**	1

Table 5. Correlation Matrix (Pearson's r , $N = 120$)

4.6 Multiple Regression (Direct Effects, H1-H3)

The regression model shows that all three dimensions of organizational readiness are significant predictors of public value creation table 6. Change efficacy ($\beta = 0.31$, $p < .001$) and leadership commitment ($\beta = 0.28$, $p = .001$) are the strongest contributors, while resource availability ($\beta = 0.17$, $p = .034$) has a weaker but still significant effect. Collectively, the model explains 42% of the variance in public value creation, which indicates a substantial contribution of readiness factors to explaining outcomes in the Ministry of Electricity.

Predictor	β	t	p
Leadership Commitment	0.28	3.47	.001
Resource Availability	0.17	2.14	.034
Change Efficacy	0.31	3.96	<.001
$R^2 = 0.42$, $F(3,116) = 27.7$, $p < .001$			

Table 6. Regression of Organizational Readiness on Public Value Creation

4.7 Mediation Analysis (PROCESS Macro, Model 4)

The mediation test confirmed that organizational behavior partially mediates the relationship

between organizational readiness and public value creation. The indirect effect (0.23, 95% CI [0.13, 0.36]) was significant, demonstrating that readiness influences value creation both directly and indirectly through its impact on citizenship and innovative behaviors. The direct effect remained significant after including the mediator, confirming a partial rather than full mediation. This implies that while readiness directly enhances value creation, its influence is strengthened when employees actively engage in discretionary and innovative practices as shown in table 7.

Pathway	Effect	SE	95% CI (LL, UL)
Readiness → OB (a)	0.52	0.08	0.36, 0.68
OB → PVC (b)	0.44	0.07	0.29, 0.58
Direct Effect (c') Readiness → PVC	0.24	0.09	0.07, 0.41
Indirect Effect (a × b)	0.23	0.06	0.13, 0.36

Table 7. Mediation Results (Bootstrapped, 5,000 samples)

Discussion

The findings of provide empirical evidence on the determinants of public value creation in the context of the Iraqi Ministry of Electricity. these results confirmed that organizational readiness (captured through leadership commitment, resource availability, and change efficacy) plays a significant role in enhancing public value. while, the mediating role of organizational behavior indicates that the way employees engage in citizenship and innovative practices is a crucial mechanism through which readiness translates into outcomes valued by citizens.

The leadership commitment and change efficacy suggest that employees perceive support from top management in their collective ability to implement change. These findings align with Weiner's (2009) conceptualization of readiness as a shared psychological state that promotes coordinated action. Also, leadership engagement and a sense of efficacy are decisive in sustaining reform processes (Holt et al., 2007; Shea et al., 2014). However, the relatively lower perception of resource availability highlights a gap between motivational factors and the support (Armenakis et al., 1999).

Second, the analysis demonstrated that organizational behavior—both OCB and IWB—was moderately rated but significantly associated with public value creation., and this underscores the importance of discretionary efforts and innovation in order to citizens value. These results are consistent with Podsakoff et al. (2000), who identified OCB as critical for organizational effectiveness. Likewise, the results with Janssen (2000), that emphasized the role of innovative behavior in organizational adaptation.

Third, all three readiness dimensions significantly predict public value creation, with change efficacy and leadership commitment exerting the strongest influence. This suggests that even in resource-constrained environments, motivational and leadership factors can partially offset structural weaknesses. Similar findings by Bryson et al. (2014), argument that public value creation depends not only on material resources but also on leadership vision and collective belief in the feasibility of change.

Finally, the mediation analysis confirmed that organizational behavior partially mediates the readiness-value link. Prior research has suggested that readiness influences implementation success (Shea et al., 2014), but this study shows that readiness enhances value creation specifically by encouraging employees to go beyond their formal roles and contribute innovatively to organizational goals. The finding of partial mediation indicates that readiness has both a direct effect and an indirect effect through behavior, reinforcing the multi-level nature of public value creation.

Implications and Recommendations

A. Theoretical Contributions

While (Weiner, 2009; Holt et al., 2007; Shea et al., 2014) have mainly conceptualized readiness as a determinant of implementation success, the present findings demonstrate that readiness translates into citizen-centered outcomes through enhanced employee behaviors. By integrating leadership commitment, resource availability, and change efficacy with OCB and IWB, this provides a comprehensive framework for understanding how public organizations can foster value creation. This contributes to the theoretical refinement of the public value paradigm (Moore, 1995; Bryson et al., 2014) and highlights the importance of examining micro-level behaviors as mediators in macro-level reforms.

Further research should replicate the model across other ministries and service sectors to test generalizability. Longitudinal studies would also help capture the dynamic nature of readiness and its evolving relationship with organizational behavior and citizen trust over time. Additionally, qualitative approaches could provide richer insights into how frontline employees interpret and enact readiness in daily practices.

B. Practical Implications

The findings hold significant implications for public managers and policymakers in Iraq:

- 1.Strong leadership commitment emerged as a critical driver of public value. Managers must consistently communicate reform priorities, model supportive behaviors, and sustain motivation.
- 2.leadership and efficacy were high, perceptions of inadequate resources indicate a risk of reform fatigue. Ensuring sufficient staffing, financial support, and technological tools is essential for employee confidence and service delivery.
- 3.The partial mediation effect suggests that reforms succeed not only because of structural readiness but also because employees voluntarily engage in innovative and citizenship behaviors. Training programs, recognition systems, and empowerment initiatives should be institutionalized to encourage such behaviors.
- 4.By linking readiness and behavior to service outcomes, transparency, and trust, the centrality of citizen perceptions in defining public value. Public managers should prioritize citizen feedback mechanisms and accountability frameworks to reinforce legitimacy.

C. Recommendations for Policy and Practice

- 1.Regular organizational readiness assessments should be conducted before launching reforms, ensuring that leadership, resources, and efficacy are systematically monitored.
- 2.Continuous professional development and innovation workshops can strengthen employees' ability to contribute to reforms creatively and collaboratively.
- 3.Transparent and equitable allocation of financial and human resources across departments will reduce perceptions of scarcity and support more consistent reform outcomes.
- 4.Recognition of discretionary efforts, coupled with incentives for innovative problem-solving, can strengthen the mediating role of organizational behavior.
- 5.Traditional performance indicators should be complemented with measures of transparency,

trust, and citizen satisfaction to align organizational success with public value creation.

Conclusion

comprising leadership commitment, resource availability, and change efficacy plays a decisive role in shaping public value creation within Iraq. The findings show that readiness enhances value not only directly but also indirectly through employees' organizational citizenship and innovative behaviors, highlighting the centrality of human agency in reform success. By integrating organizational theory with the public value framework, a theoretical understanding while offering practical lessons for policymakers and managers. Strengthening leadership commitment, bridging resource gaps, and fostering a culture of innovation and collaboration are essential for restoring citizen trust and improving service outcomes. Ultimately, building resilient public institutions requires moving beyond structural reforms toward strategies that empower employees and embed public value as a guiding principle of governance.

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