Empowerment, Organizational Trust, Citizenship Behavior, and Police Personnel Performance in Indonesia

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Abstract : *Police organizations must reconcile hierarchical control with discretion and voluntary cooperation. This study examines the relationships between empowerment, organizational trust, organizational citizenship behavior (OCB), and personnel performance among non-commissioned police officers. A cross-sectional survey of 384 officers from the East Kalimantan Regional Police, Indonesia, was analyzed using partial least squares structural equation modeling. Empowerment and organizational trust were positively associated with both OCB and personnel performance, while OCB was also positively associated with performance. Empowerment showed its strongest association with OCB (β = 0.458). The model explained 39.5% of the variance in OCB and 47.9% in personnel performance. The findings indicate that legitimate discretion and trustworthy organizational relationships can support voluntary contribution without displacing formal accountability. The study extends social exchange reasoning to a hierarchical policing setting and offers bounded empowerment as a conceptual interpretation of responsible frontline agency.*

Keywords *: Empowerment; Organizational Trust; Organizational Citizenship Behavior; Personnel Performance; Policing*

Abstrak *:* Organisasi kepolisian membutuhkan keseimbangan antara pengendalian hierarkis dan diskresi personel. Penelitian ini menganalisis hubungan pemberdayaan, kepercayaan organisasi, perilaku kewargaan organisasi (OCB), dan kinerja Bintara Polda Kalimantan Timur. Survei terhadap 384 personel dianalisis menggunakan PLS-SEM. Pemberdayaan dan kepercayaan organisasi berhubungan positif dengan OCB dan kinerja; OCB juga berhubungan positif dengan kinerja. Hubungan pemberdayaan dengan OCB merupakan yang terkuat (β = 0,458). Model menjelaskan 39,5% variasi OCB dan 47,9% variasi kinerja. Temuan menegaskan relevansi diskresi yang bertanggung jawab dan kepercayaan organisasi dalam mendukung kontribusi sukarela pada institusi kepolisian.

Kata Kunci : Pemberdayaan; Kepercayaan Organisasi; Perilaku Kewargaan Organisasi; Kinerja Personel; Kepolisian

INTRODUCTION

Police organizations confront a persistent managerial tension. Their legitimacy and operational reliability depend on hierarchy, discipline, procedural compliance, and clearly defined authority. At the same time, frontline police work regularly requires judgment, initiative, cooperation, and adaptive responses that cannot be completely prescribed in advance. Performance management in

policing therefore involves a continuing balance between organizational control and professional discretion (De Maillard & Savage, 2021; Sorrentino et al., 2023). This tension is particularly salient among non-commissioned officers who perform much of the operational work of policing. Their performance cannot be reduced to compliance with formal instructions because field conditions may require timely judgment, coordination, assistance to colleagues, and constructive responses to unexpected demands. The organizational problem is therefore not simply how to control frontline personnel, but how to create conditions in which responsible discretion can coexist with accountability.

Empowerment offers one possible explanation. In a hierarchical institution, empowerment should not be equated with unrestricted autonomy. It can instead involve access to resources, confidence in competence, recognition of employee input, and legitimate influence over work-related decisions. Evidence from empowerment research indicates that such conditions can support performance and proactive behavior (Dennerlein & Kirkman, 2023; Llorente-Alonso et al., 2023; Orgambídez et al., 2024). The unresolved issue is how this mechanism operates when discretion is embedded within a strong command structure. Organizational trust provides a complementary relational mechanism. Trust reflects expectations that organizational actors and systems will behave reliably and fairly. Contemporary research identifies trust as consequential for employee behavior and organizational functioning (Dirks & De Jong, 2021; Gill et al., 2024). In public safety settings, where personnel depend on leadership decisions, internal information, coordination, and institutional support, trust may shape whether employees restrict their contribution to formal requirements or willingly invest additional effort.

Organizational citizenship behavior is central to this distinction. OCB captures discretionary contributions such as helping colleagues, voluntary compliance, constructive participation, and support for organizational functioning. Such behaviors are particularly relevant in interdependent and high-accountability settings because formal rules cannot anticipate every cooperative action required for effective operations (Fein & McKenna, 2022; Woodruff, 2022; Sridadi et al., 2023). Existing evidence has examined empowerment, trust, OCB, and performance across multiple organizational settings, including policing. Yet a theoretically important problem remains. Hierarchical organizations are often discussed as if control and empowerment were opposing design principles. This assumption overlooks the possibility that empowerment can operate within formal authority when discretion is bounded by competence, procedures, and accountability. It also underexplores whether relational conditions such as organizational trust encourage voluntary contribution in settings where compliance is already institutionally required.

This study addresses that problem using survey evidence from 384 non-commissioned officers of the East Kalimantan Regional Police in Indonesia. The study examines empowerment and organizational trust as antecedents of OCB and personnel performance, with OCB also modeled as a predictor of performance. The empirical setting provides a demanding context for examining employee agency because police work combines formal hierarchy with operational interdependence and frontline discretion. The study makes three contributions. First, it examines exchange-based organizational relationships in a highly hierarchical public organization, where reciprocity operates alongside formal authority. Second, it offers bounded empowerment as an interpretive lens for understanding how legitimate discretion can coexist with accountability. Third, it identifies a pattern in which empowerment and organizational trust predict OCB and performance, while OCB itself predicts performance. This pattern is consistent with a possible behavioral pathway, but formal mediation is not claimed without bootstrapped specific indirect-effect estimates.

THEORETICAL BACKGROUND AND HYPOTHESES

Social exchange reasoning in hierarchical organizations

Social exchange theory explains employment relationships as reciprocal exchanges in which favorable organizational treatment can generate felt obligations and constructive responses. Resources, recognition, fairness, and trustworthy conduct communicate information about the quality of the employee–organization relationship. Employees may reciprocate through stronger task contribution and discretionary behavior.

A hierarchical police organization provides a stringent setting for this reasoning. Formal authority can require compliance, but compliance and voluntary contribution are not equivalent. The coexistence of formal control and discretionary contribution makes policing useful for examining whether social exchange mechanisms remain consequential when role obligations are strongly institutionalized.

Empowerment and personnel performance

Empowerment provides employees with conditions that increase their capacity to act effectively. In the present study, empowerment is reflected through autonomy in work decisions, competence, access to resources, recognition of opinions, and influence over work-related decisions. These conditions can improve performance because personnel are better positioned to translate knowledge and situational judgment into effective action. In frontline policing, empowerment is unlikely to mean freedom from rules. It is better understood as legitimate discretion within formal boundaries. When officers possess adequate resources, competence, and recognized decision latitude, they should be better able to achieve targets, use resources efficiently, maintain work quality, initiate improvements, and contribute to organizational objectives. H1. Empowerment is positively associated with frontline police personnel performance.

Empowerment and organizational citizenship behavior

Empowerment can also communicate organizational confidence in employees. Recognition, resource access, and meaningful influence may encourage employees to reciprocate through behavior extending beyond minimum role requirements. Meta-analytic and recent empirical evidence links empowerment with constructive employee outcomes and proactive or citizenship behavior (Llorente-Alonso et al., 2023; Lin et al., 2023; Xu et al., 2024). H2. Empowerment is positively associated with organizational citizenship behavior.

Organizational trust and organizational citizenship behavior

Organizational trust reduces relational uncertainty and increases confidence that organizational decisions and leadership actions will be dependable. Employees who perceive fairness, reliability, openness, and organizational concern have stronger reasons to invest voluntarily in collective functioning. Prior evidence also links trust with OCB and related forms of extra-role contribution (Dai et al., 2022; Solinas-Saunders et al., 2024). H3. Organizational trust is positively associated with organizational citizenship behavior.

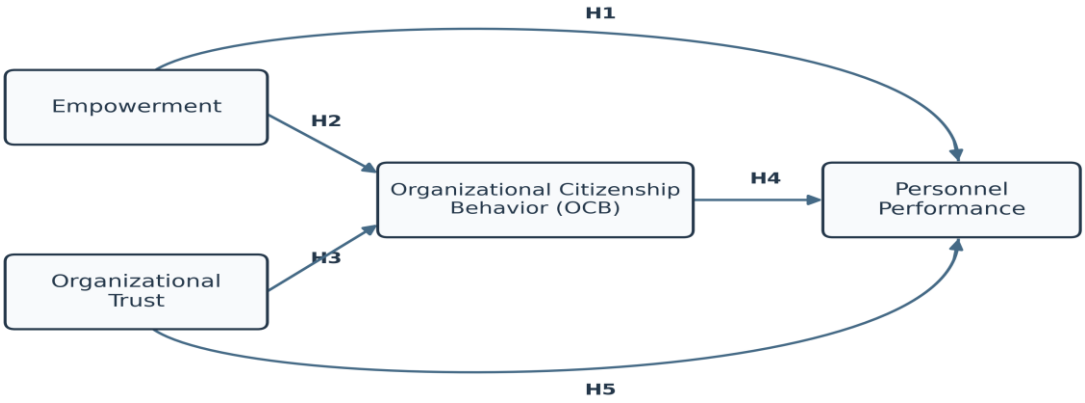
Organizational citizenship behavior and personnel performance

OCB can support performance by facilitating cooperation, reducing coordination costs, and strengthening the social conditions under which formal tasks are accomplished. This mechanism is especially relevant in operational settings where employees depend on one another and where not every helpful act can be formally specified. Empirical studies have linked OCB with employee performance across organizational settings (Casu et al., 2021; Qalati et al., 2022). H4. Organizational citizenship behavior is positively associated with frontline police personnel performance.

Organizational trust and personnel performance

Trust may influence performance directly because dependable organizational relationships reduce uncertainty and permit employees to devote greater attention to task accomplishment. In public organizations, trust chains and organizational reliability have been associated with work-unit outcomes and employee responses (Härenstam et al., 2024). Evidence from police and public-safety settings likewise indicates that trust-related resources matter for service and performance outcomes (Flinchbaugh et al., 2024). H5. Organizational trust is positively associated with frontline police personnel performance.

Figure 1. Conceptual model of the study



Source: Developed based on the study's conceptual framework.

RESEARCH METHODS

The study used a quantitative explanatory, cross-sectional survey design. The unit of analysis was the individual non-commissioned police officer serving within the East Kalimantan Regional Police. The analyzed sample comprised 384 respondents drawn from the regional police headquarters and municipal and district police units. The cross-sectional design supports the assessment of associations, not temporal or causal identification. The precise sampling procedure and response rate are not reported. All four constructs were modeled reflectively. Empowerment was measured with five indicators covering autonomy in decision making, competence in task completion, access to resources, recognition of employee opinions, and influence over work decisions. Organizational trust was measured through leader fairness, leader reliability, information openness, fairness-based decisions, and concern for personnel welfare. OCB was represented by helping colleagues, voluntary rule compliance, maintaining a positive attitude during difficulties, participation in additional activities, and preventing work problems through support to colleagues. Personnel performance was measured through target achievement, efficiency in the use of time and resources, consistency of work quality, performance improvement initiative, and contribution to organizational objectives. The model was estimated using partial least squares structural equation modeling in SmartPLS 4. The reflective measurement model was assessed using outer loadings, Cronbach's alpha, rho_A, composite reliability, average variance extracted, and heterotrait–monotrait ratios. Structural assessment included inner VIF, R^2, f^2, Q^2predict, and bootstrapped direct path estimates. The direct path estimates were evaluated using the reported bootstrap t statistics and p values. The number of bootstrap resamples is not reported. The analysis focused on measurement quality and direct structural relationships. Non-response bias, common-method bias, and endogeneity were not formally assessed. Specific indirect effects were not estimated, so mediation is not inferred.

RESULTS AND DISCUSSION

Measurement model

Indicator loadings were generally above 0.70. Empowerment indicators ranged from 0.726 to 0.789, organizational trust from 0.734 to 0.768, and personnel performance from 0.730 to 0.744. OCB loadings ranged from 0.695 to 0.775. OCB3 was retained despite a loading of 0.695 because the value was close to 0.70 and construct-level reliability and convergent validity remained satisfactory.

Table 1. Measurement model assessment

Construct	Cronbach's α	rho_A	CR	AVE	Loading range
Empowerment	0.812	0.815	0.869	0.571	0.726–0.789

Construct	Cronbach's α	rho_A	CR	AVE	Loading range
Organizational Trust	0.804	0.806	0.864	0.560	0.734–0.768
OCB	0.786	0.791	0.853	0.538	0.695–0.775
Personnel Performance	0.790	0.791	0.856	0.543	0.730–0.744

Source: Research data analysis.

All constructs exceeded conventional thresholds for internal consistency and convergent validity. Discriminant validity was also supported. The square roots of AVE exceeded inter-construct correlations under the Fornell–Larcker criterion, while all HTMT ratios remained below 0.90.

Table 2. Discriminant validity (HTMT)

Construct pair	HTMT
Performance and Organizational Trust	0.629
OCB and Organizational Trust	0.561
OCB and Performance	0.723
Empowerment and Organizational Trust	0.374
Empowerment and Performance	0.691
Empowerment and OCB	0.686

Source: Research data analysis.

Structural model

Inner VIF values ranged from 1.104 to 1.654, indicating no problematic structural collinearity. The model explained 39.5% of the variance in OCB and 47.9% of the variance in personnel performance. Positive Q^2predict values were obtained for both endogenous constructs.

Table 3. Explained variance and predictive relevance

Endogenous construct	R^2	Adjusted R^2	Q^2predict	RMSE	MAE
OCB	0.395	0.392	0.386	0.789	0.627
Personnel Performance	0.479	0.475	0.425	0.762	0.601

Source: Research data analysis.

Effect-size analysis showed that empowerment had the largest effect on OCB (f^2 = 0.314). Organizational trust had an f^2 of 0.147 on OCB. For personnel performance, the f^2 values were 0.135 for empowerment, 0.121 for organizational trust, and 0.088 for OCB. The reported SRMR was 0.060 for both the saturated and estimated models. Additional model fit indices were d_ULS = 0.754, d_G = 0.173, χ^2 = 379.044, and NFI = 0.858. These global fit indices are treated as supplementary rather than as the primary basis for PLS-SEM model evaluation.

Hypothesis testing

Table 4. Structural relationships and hypothesis tests

Hyp.	Relationship	β	t	p	f^2	Decision
H1	Empowerment on Performance	0.319	7.559	<0.001	0.135	Supported
H2	Empowerment on OCB	0.458	12.722	<0.001	0.314	Supported
H3	Organizational Trust on OCB	0.313	8.059	<0.001	0.147	Supported
H4	OCB on Performance	0.275	6.338	<0.001	0.088	Supported
H5	Organizational Trust on Performance	0.282	6.755	<0.001	0.121	Supported

Source: Research data analysis.

All five direct hypotheses were supported. The strongest standardized path was empowerment to OCB (β = 0.458), followed by empowerment to personnel performance (β = 0.319), organizational trust to OCB (β = 0.313), organizational trust to performance (β = 0.282), and OCB to performance (β = 0.275).

Discussion

The measurement model demonstrates satisfactory reliability and convergent validity across empowerment, organisational trust, organisational citizenship behaviour (OCB), and personnel performance. Cronbach's alpha values ranged from 0.786 to 0.812, composite reliability values ranged from 0.853 to 0.869, and average variance extracted (AVE) values ranged from 0.538 to 0.571. These results indicate that the constructs possess adequate internal consistency and explain more than half of the variance in their respective indicators. Although the OCB3 loading of 0.695 falls marginally below the conventional 0.70 guideline, retaining the indicator is defensible because the construct-level reliability and convergent validity remain satisfactory. This decision should nevertheless be understood as a measurement judgement rather than evidence that every indicator performs equally well. Discriminant validity is also supported by HTMT values ranging from 0.374 to 0.723, all below the 0.90 threshold. The results indicate that the four constructs are empirically distinguishable, providing an adequate basis for interpreting their structural relationships. The use of HTMT is consistent with methodological research demonstrating its value in assessing discriminant validity in variance-based structural equation modelling (Henseler et al., 2015).

The structural model further indicates that empowerment, organisational trust, and OCB are relevant explanatory dimensions of personnel performance. The model explains 39.5% of the variance in OCB and 47.9% of the variance in personnel performance, with positive Q^2predict values of 0.386 and 0.425, respectively. These findings indicate explanatory capacity and predictive relevance within the reported assessment, although the predictive performance should not be regarded as conclusively established without comparison against an appropriate benchmark model. The inner VIF values of 1.104 to 1.654 also suggest that structural collinearity is not a material concern. The SRMR value of 0.060 provides a favourable supplementary indication of model fit, while the NFI value of 0.858 warrants a more cautious interpretation of overall fit. Taken together, these results support the use of the proposed model to examine the relationships among the constructs, while indicating that the model does not account for all factors influencing employee behaviour and performance.

The strongest structural relationship is the effect of empowerment on OCB (β = 0.458, t = 12.722, p < 0.001, f^2 = 0.314). This result suggests that employees who experience greater empowerment tend to report stronger discretionary behaviours that extend beyond their formally

assigned duties. Empowerment may facilitate such behaviour by increasing employees' perceived autonomy, competence, and capacity to contribute to collective organisational goals. This interpretation is consistent with research showing that empowerment can support individual and organisational performance when leadership practices and organisational systems provide employees with meaningful decision-making opportunities (Kirkman et al., 2020). Empirical research among academic staff has likewise identified a positive relationship between psychological empowerment and task performance, indicating that employees' perceptions of their ability to influence work processes can be relevant to how they perform their responsibilities (Alzghoul et al., 2021). Nevertheless, empowerment should not be equated with unrestricted authority. Richardson et al. (2021) found that the relationship between authority sharing, psychological empowerment, and in-role and extra-role performance can vary according to the nature and extent of decision-making authority. Accordingly, the present findings support empowerment as a relevant organisational resource, but its practical value depends on whether employees receive appropriate autonomy, sufficient information, and clear responsibility boundaries.

The positive relationship between empowerment and personnel performance ($\beta = 0.319$, $t = 7.559$, $p < 0.001$, $f^2 = 0.135$) further indicates that empowerment is associated with performance beyond its relationship with OCB. The result suggests that employees may perform their assigned duties more effectively when they have sufficient discretion, confidence, and opportunities to contribute to work-related decisions. This interpretation is consistent with research examining psychological empowerment and employee performance outcomes in service-sector organisations. Tharanganie and Perera (2021), for example, reported positive relationships between psychological empowerment and several human resource outcomes among Generation Y employees in the hotel industry. Similarly, research on structural empowerment, psychological empowerment, and work engagement has shown that empowerment can operate through employees' work experiences in ways associated with task performance (Alzghoul et al., 2021). The current findings extend this discussion by showing that empowerment is positively associated with both personnel performance and OCB within the proposed model. However, the respective path coefficients do not establish that empowerment produces these outcomes, particularly because the reported analysis does not establish temporal precedence or exclude alternative explanations. The practical implication is that organisations should consider employee participation, role clarity, access to relevant information, and decision-making opportunities as complementary components of empowerment rather than relying on the formal delegation of authority alone.

Organisational trust also demonstrates positive relationships with OCB ($\beta = 0.313$, $t = 8.059$, $p < 0.001$, $f^2 = 0.147$) and personnel performance ($\beta = 0.282$, $t = 6.755$, $p < 0.001$, $f^2 = 0.121$). The relationship with OCB indicates that employees who report greater trust in their organisation also tend to report stronger discretionary contributions. Trust may be relevant because employees' willingness to cooperate, assist colleagues, and contribute beyond minimum role requirements can be associated with their expectations concerning organisational reliability and the treatment they receive. Dai et al. (2022) found a significant relationship between organisational trust and OCB, with organisational identification and employee loyalty helping explain this relationship. In higher education, Abbasi and Ismail (2023) also reported a relationship between organisational trust and OCB, highlighting the relevance of trust and citizenship behaviour to organisational functioning. These findings provide empirical parallels for the present results, although differences in institutional and occupational contexts mean that the relationships should not be assumed to operate identically across settings. The positive association between organisational trust and personnel performance further suggests that trust is relevant not only to discretionary cooperation but also to employees' reported work outcomes. Vanhala and Tzafrir (2021), in their comparison of employees across information and communication technology and forest industries, showed that organisational trust and performance need to be examined in relation to their organisational contexts. The present findings therefore support treating trust as an important organisational condition, while recognising that its practical meaning may depend on managerial consistency, fairness, communication, and the reliability of organisational processes.

Organisational citizenship behaviour also has a positive and statistically significant relationship with personnel performance ($\beta = 0.275$, $t = 6.338$, $p < 0.001$, $f^2 = 0.088$). Although its effect size is smaller than those of empowerment and organisational trust, the finding indicates that discretionary employee contributions remain relevant to performance. OCB can support organisational functioning through cooperation, assistance to colleagues, constructive participation, and activities that facilitate the completion of collective tasks. A systematic review by Worku and Debela (2024) highlights the diversity of antecedents and outcomes examined in OCB research, reinforcing the need to interpret citizenship behaviour in relation to its organisational context. Research on performance feedback has also examined how managerial practices relate to OCB and employees' willingness to contribute beyond formal role requirements (Tagliabue et al., 2020). The present result is consistent with the broader proposition that extra-role behaviour can complement formal task performance. However, the relatively smaller f^2 value suggests that OCB should not be treated as the sole or dominant explanation of personnel performance. Its contribution may depend on the nature of employees' tasks, the organisational environment, and whether additional contributions complement rather than displace core responsibilities. Organisations should therefore encourage constructive cooperation and voluntary assistance without allowing extra-role expectations to substitute for adequate staffing, clear responsibilities, or fair performance evaluation.

Taken together, the five supported hypotheses reveal a coherent pattern in which empowerment and organisational trust are positively associated with both OCB and personnel performance, while OCB is positively associated with performance. Empowerment has the strongest reported relationship with OCB, whereas organisational trust also contributes meaningfully to both endogenous outcomes. These findings are broadly consistent with previous studies connecting empowerment, trust, citizenship behaviour, and work-related outcomes (Dai et al., 2022; Monje-Amor et al., 2021; Richardson et al., 2021; Sarwar et al., 2023). The contribution of the present study lies in examining these relationships within a single PLS-SEM framework rather than considering each relationship independently. From a practical perspective, the results suggest that organisational leaders should strengthen employees' participation in decisions, provide access to relevant information and resources, establish consistent managerial practices, and cultivate trust through fairness and reliability. Such practices may support both formal performance and discretionary contributions. Nevertheless, the path coefficients should be interpreted as estimated relationships within the specified model, not proof that increasing one construct will necessarily produce a corresponding improvement in another.

Several limitations should be considered when interpreting these findings. First, the reported results do not provide information about the sample size, sampling procedure, organisational setting, or data collection design, which limits assessment of the generalisability of the findings and the extent to which common-method bias may have influenced the estimated relationships. Second, although the model explains 47.9% of the variance in personnel performance and 39.5% of the variance in OCB, substantial unexplained variance remains, indicating that additional individual and organisational factors may contribute to these outcomes. Third, positive Q^2predict values indicate predictive relevance but do not, by themselves, establish superior out-of-sample predictive performance. Future studies should therefore compare predictive errors against suitable benchmark models, examine alternative explanatory variables, and use longitudinal or multi-source data to strengthen the assessment of temporal relationships and reduce reliance on a single source of measurement. Further research could also examine whether the relationships differ across occupational groups, organisational sectors, or levels of managerial responsibility. These extensions would help determine the boundary conditions of the proposed model while preserving its current contribution to understanding the relationships among empowerment, organisational trust, OCB, and personnel performance.

CONCLUSIONS AND RECOMMENDATIONS

Effective frontline policing requires more than command, procedural compliance, and formal supervision. Evidence from 384 non-commissioned officers indicates that empowerment and organizational trust are positively associated with both citizenship behavior and personnel

performance, while OCB itself positively predicts performance. The findings point toward an organizational model in which hierarchy and employee agency can be complementary. Formal authority establishes institutional boundaries, empowerment provides responsible discretion, organizational trust provides relational security, and citizenship behavior represents voluntary contribution that supports operational performance. High-accountability organizations may therefore improve performance not by choosing between control and empowerment, but by designing systems in which empowerment operates responsibly within legitimate institutional boundaries. Police administrators should strengthen appropriate frontline discretion, operational resources, trustworthy leadership, and constructive cooperation while maintaining institutional accountability. Further research should examine longitudinal relationships and test indirect effects using bootstrapped confidence intervals.

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