

THE ROLE OF ORGANIZATIONAL INNOVATIONS IN IMPROVING LOCAL GOVERNMENT PERFORMANCE

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Abstract: Within the public sector, innovations are imperative in the spirit of new governance, flexibility, efficiency, and organization administration responsiveness. While the role and appropriateness of innovations in the private sector have been widely discussed in the literature, innovations confront some defiance in public sectors. Some studies have been conducted to understand the role of innovations in the performance of the private and public sector, but there are different results in the significances of the role of innovations. This study aims to understand the role of organizational innovation in the local government through quantitative analysis using multiple regression and Sobel Test. The results showed that innovations have partially mediated the relationship among organizational culture, leadership support and performance organizations. The study also found that leadership support and organizational culture directly influence organizational performance than if the influence is indirectly through innovation.

Key words: leadership support, organizational culture, organizational innovation, local government, public sector.

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Introduction

Innovation in the public sector is the one way out to overcome congestion and deadlock in organizations in the public sector. The characteristics of the system in the public sector that are rigid and tend to the status quo must be disbursed by transmitting a culture of innovation. With the existence of these innovations, the public sector can become an institution that can accommodate and respond quickly to any changes that occur in society (Mulyono & Fransisca, 2008).

However, the application of innovation in the public sector still faces several obstacles. The first is the culture of bureaucrats in the public sector to avoid risk and choose the procedural-administrative way with minimal risk. Some organizational cultures in the public sector, such as risk aversion, hierarchy and silos, are prevalent and are significant barriers that must be reformed to grasp innovation.

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In fact, several studies have shown that innovation plays an important role in improving organizational performance (Brem, Nylund, & Schuster, 2016; Khan et al., 2017; Mafini, 2015; Moghaddam, Khorakian, & Maharati, 2015). Together with the culture of organizational factors and leadership support, organizational innovation is a key factor that plays a role in improving performance, especially in public sector organizations.

According to the OECD (2015), the relationship among organizational culture, leadership and innovation is difficult to empirically prove but is closely related to the acceptance and rejection of risk. This study examines empirically and shows quantitative evidence of how organizational culture and leadership support influence organizational performance through organizational innovation in the local government. This study uses a case in the Central Java Provincial Government in Indonesia.

Literature Review

Organisational culture is a set of shared assumptions that are accepted and held by a group, which determines how it feels, thinks, and reacts to its environment (Kreitner & Kinicki, 2007). Thus, the essence of organisational culture is an underlying assumption in the organisation. The function of organisational culture is coordination and internal integration. The term integration leads to socialisation that is given to new members of the organisation to have a sense of commitment to the organisation, have an identity as a member of the organisation and form a boundary on the organisation. The coordination means creating competitive boundaries and determining acceptable behaviour in the environment and social system stability (Petrakis, 2013). According to the OECD (2015), organisational culture consists of core values, behavioural norms, artefacts and behavioural patterns that govern the way people in an organisation interact with each other and invest their energy in their work and organisation in general. These include a variety of underlying assumptions that have been proven to work in the past and accepted as the standard in the organisation.

Various kinds of literature describe some definitions of public sector innovation. Moore et al. (1997) define public sector innovation regarding novelty and the degree of change about the organisation, their study gives a general definition, but focuses on criteria when changes are significant enough to be considered as innovations; this is not in new things compared to other organisations, but change must be substantial in terms of the overall operation of the organisation. According to Mulgan et al. (2002), the definition of public sector innovation is about new ideas that work to create public value. Ideas must be at least partially new (not an improvement); the design must be implemented (not just a good idea), and the approach must be useful. Unlike innovation in the private sector, which tends to focus on developing new products, innovations in the public sector are more driven to improve service performance and add value to the public (Lee, Hwang, & Choi, 2012).

In most organisations, innovation usually comes from top-down. Top-down innovation (TDI) has the advantage that the leader will control the speed of innovation and set targets, objectives and provide funding. On the other hand, bottom-up innovation (BUI) is an innovation that comes from somewhere within the company. BUI provides the biggest challenge for innovators and people who think differently and are dissatisfied without change (InnoSupportTransfer, 2007). According to Keban (2003), organizational performance is the level of goal achievement. Steers (2003) defines organisational performance as the extent to which the actual tasks that support the completion of the organisation's mission are carried out. Another definition, according to Mahsun (2006), describes the performance of the organisation as the accomplishment of the program implementation and the policy of an organisation to achieve the goals, vision, and mission of the organisation as designed in the organisation's strategic plan.

In the public sector, organisational performance can be assessed by referring to whether the organisation carries out administrative and operational functions by the organisation's mission and whether the institution produces actions and outcomes following the purpose or task of the organisation (Asencio, 2016). However, if it is difficult to measure performance due to the absence of objective data, organisational performance can be estimated based on employee perceptions of the internal and external performance of public organisations regarding efficiency, effectiveness and fairness (Brewer & Selden, 2000; Anggraeni, 2020).

According to Lin and McDonough III (2011), organisational culture has an important influence in the process of innovation in an organisation because innovations that are developed and carried out by individuals need to be provided by the organisation. Thus, organisations can serve as a supportive foundation for innovation.

In the public sector organisations, innovation and creativity are sources of competitive advantage, which in turn will encourage increased organisational performance. Based on the description, the first hypothesis is as follows:

H1: Organisational culture has a positive effect on innovation.

In the context of the public sector, leadership is one of the determinant factors in innovation (Ab Rahman & Ismail, 2018). Leaders in the public sector must demonstrate their commitment to support the innovation culture in their organisations and communicate to their subordinates. Also, the innovation culture needs to be encouraged through reward to achieve effective management of innovation. Moussa et al. (2018) also state that leadership styles in managing and fostering innovation are crucial in organisational innovation. Leaders' autonomy in the public sector combined with result control has proved to positively affect innovative organisational culture (Wynen, Verhoest, Ongaro, & van Thiel, 2014). These views support the idea of developing this hypothesis:

H2: Leadership support has a positive effect on innovation

Innovation becomes a mandate for organisations to continue to be competitive through the creation of new advantages that will increase organisational

performance (Brem et al., 2016). In the public sector, Mafini's (2015) research shows that innovation has a positive effect on the performance of public sector organisations. When innovation in the organisation increases, the performance of the organization will also increase. This finding shows the importance of developing and supporting a culture of innovation to improve organisational performance in the public sector. Based on the results of the research and ideas, the third hypothesis to be tested in this study is:

H3: Innovation has a positive effect on organisational performance.

Some studies have proven the existence of a positive and significant relationship between organisational culture and organisational performance in the public sector (Al-Matari & Omira, 2014). Organisational culture forms the basis of strategy determination and becomes a documentation of developments made from the implementation of the strategy. The outcome of implementing this strategy shows the existence of a relationship between organisational culture and improving organisational performance (Muldrow, Buckley, & Schay, 2002). Organisational culture especially related to the risk-taking culture, knowledge sharing organisation culture and result-oriented culture have a positive influence on organisational performance (Lin & McDonough III, 2011; Verbeeten & Speklé, 2015). Based on the research and ideas, the fourth hypothesis to be tested in this study is:

H4: Organisational culture has a positive effect on organisational performance.

The personal characteristics of leaders, understanding of self-concepts, and pragmatic approaches empower leaders to create attractive personal visions successfully, so they have a clear ethical framework (Oke, 2018). The leaders then combined the frame with the capacity to use their social and emotional competencies to achieve organisational performance targets. Integrated leadership in the public sector has also proven to have a significant and positive effect on the performance of federal institutions (Fernandez, Cho, & Perry, 2010). The deployment of resources, the establishment of a work environment and the mobilisation of stakeholder support have proved to have a positive impact on organisational performance. The cooperative leadership behaviour will also form a network of structural relationships to affect the performance of the organisation (Hsieh & Liou, 2018). Based on these ideas, the fifth hypothesis to be tested in this study is:

H5: Leadership has a positive effect on organisational performance.

Based on the literature review and the results of previous studies, the current research has developed a conceptual framework that shows the relationship and influence among variables, as shown in Figure 1.

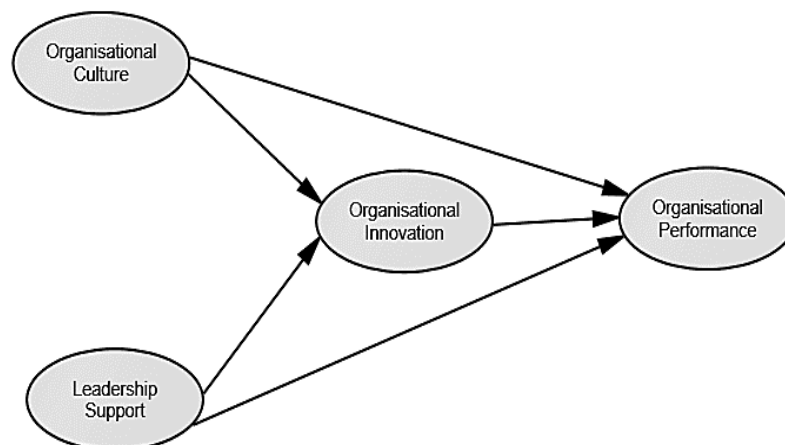


Figure 1: Research model (Authors' elaboration, 2020).

Research Method

A survey is conducted to obtain the primary data. The survey was performed using the questionnaire and prepared based on instruments used in previous studies with some modifications to adapt to the context of this study. The questionnaire uses a 1 - 5 Likert scale from negative to a positive response. Based on these answers, the lowest score is set for the most negative answer to the highest score for the most positive answer. With a Likert scale, the variables to be measured are translated into indicators of variables, and then the indicators are used as a starting point to compile a list of statements on the questionnaire.

The questionnaires were distributed to 183 organizations in the Central Java Provincial Government delivered in person, by post and online to middle-level managers. The organization as the sample in this study is a unit that has an independent management structure and has the authority to determine strategic and operational policies.

In two months, of the 183 questionnaires distributed, 107 questionnaires that had been filled in were received back and were eligible for statistical processing. The statistical analysis in testing the hypothesis was carried out through multiple regression analysis. Regression analysis is developed on top of the assumptions which theoretically should be fulfilled. To cope with those assumptions, there are several tests to ensure the regression models are not biased and valid so the result can be concluded statistically.

After fulfilling all the assumptions, the determination coefficient (R^2) and F statistic test were conducted to getting a fit model. Determination coefficient (R^2) measures how far the model can explain the variation of the dependent variable. Moreover, the F statistic test is to find out whether all of the independent variables jointly affect the independent variable.

To test the hypothesis, a causality analysis was carried out according to the signification value from the T statistic test. The T-test is used to test the hypothesis partially to show the effect of each independent variable individually on the dependent variable. T-test runs the regression coefficient of each independent variable on the dependent variable to determine how much influence the independent variable has on the dependent variable.

The full model is divided into two equations, and each of them is partially estimated to find out the causality. The causality test results among variables and the coefficient of the parameter test are shown in Table 1 and Table 2. If t value is $t > 1.97$, and the significance probability value is < 0.05 , then the independent variable will be a significant explanation for the dependent variable. A positive or negative effect will be seen at the value of B. If it is negative, it means that it has a negative effect, and if the value of B is positive, it means that the independent variable has a positive influence on the dependent variable.

Results

The survey results showed that most of the respondents are organizations with less than 50 employees. Most of the samples are technical task units to carry out technical operational activities and particular technical supporting activities at the provincial government level.

The conclusions of the study were obtained from hypotheses testing through analysis of the research sample using inferential statistical methods. The obtained results of hypotheses testing with multiple regression are shown in Table 1.

Table 1. Causality Test Results

Variables	Unstandardized Coefficients		Standardized Coefficients	t	Sig.
	B	Std. Error	Beta		
<i>Part 1</i>					
(Constant)	17,649	6,064		2,910	,004
Organisational Culture	,471	,198	,261	2,382	,019
Leadership Support	,821	,271	,332	3,034	,003
<i>Part 2</i>					
(Constant)	2,973	2,352		1,264	,209
Organisational Culture	,250	,076	,314	3,302	,001
Leadership Support	,369	,105	,338	3,505	,001
Organisational Innovation	,079	,037	,178	2,150	,034

Hypothesis 1, which states that organisational culture positively affects organisational innovation, is accepted ($t = 2.382$; $sig = 0.019$). Hypothesis 2 states that leadership support has a positive effect on organisational innovation. The results of this study indicate that this hypothesis is accepted ($t = 3.034$; $sig = 0.003$). Hypothesis 3, which says that organisational innovation positively affects

organisational performance, is accepted and supported in this research ($t= 3.302$; $sig = 0.001$). Hypothesis 4 in the study is organisational culture has a positive effect on organisational performance. The results showed that the hypothesis is accepted ($t= 3.505$; $sig = 0.001$). The results of this study also prove that leadership support has a positive effect on organisational performance, so hypothesis 5 is supported and accepted ($t= 2.150$; $sig = 0.034$).

There are two mediating relationships between variables. First, organisational innovations mediate the relationship between organisational culture and organisational performance, and second, it mediates the relationship between leadership support and organisational performance. Sobel Test is done to find out whether the two indirect relationships are significant or not (Ghozali, 2017).

Sobel Test was conducted separately for each mediating relationship. It is obtained that the value of $t \text{ count} > t \text{ table}$ is at a significance level of 5% ($2.28 > 1.96$); thus, organisational innovation mediates the relationship between organisational culture and organisational performance. Because the direct influence of organisational culture on organisational performance is also significant, organisational innovation acts as a partial mediating variable.

The calculation of the second mediation relationship test obtained $t \text{ count} > t \text{ table}$ at a significance level of 5% ($2.69 > 1.96$), then the indirect effect of leadership support on organisational performance is significant. Thus, innovation mediates the relationship between leadership support and organisational performance. However, since the direct influence of organisational culture on organisational performance is also significant, then organisational innovation mediates the relationship partially.

After analysing the significance of intervening variables, a subsequent analysis was conducted to see how direct and indirect research variables were affected. This analysis is to understand the influence of a variable on other variables as the basis for future strategy selection. The analysis of data processing has found direct or indirect effects, as shown in Table 2.

Table 2. Direct and Indirect Effects

	Organisational culture to Organisational Performance	Leadership Support to Organisational Performance
Direct Influence	0.336	0.329
Indirect Effects	0.047	0.069

Based on the results of the calculation of direct and indirect influences between variables, the value of the influence of organisational culture on organisational performance is directly obtained at 0.336, while the indirect effect is 0.047. This shows that the influence of organisational culture on organisational performance is directly more significant than its impact if through organisational innovation. Likewise, with the value of the influence of leadership support on organisational performance, it directly affects at 0.329 and indirectly affects at 0.069. This result

shows that the importance of direct leadership support on organisational performance is greater than the effect through organisational innovation.

The comparison of the direct effect of organisational culture (0.336) and leadership support (0.329) for organisational performance indicates that the influence of organisational culture is more significant than leadership support. But if comparing the indirect effects of organisational culture (0.047) with leadership support (0.069), leadership support has a more significant influence on organisational performance through organisational innovation than organisational culture.

Discussion

The results of this study indicate that organisational culture has a positive effect directly on organisational performance and indirectly through organisational innovation. This is indicated by the results of testing Hypothesis 1, and Hypothesis 4 is accepted. However, the mediation analysis of the relationship shows that organisational innovation only partially mediates. Analysis of direct and indirect effect indicates that the influence of organisational culture and leadership support directly on organisational performance is higher than the impact of these two variables if through organisational innovation as an intervening variable.

Likewise, with leadership support, although hypothesis 2 and hypothesis 5 are accepted, mediation test and direct and indirect influence analysis also show that leadership support has a more significant effect on organisational performance directly than organisational innovation. The mediation test results also show that innovation in the relationship between leadership support and organisational performance only plays a partial role.

If comparing the influence between organisational culture and direct leadership support for performance, the direct impact of organisational culture is more significant than the direct impact of leadership support. This shows that organisational culture has a central role in improving the performance of public sector organisations. In a study on the public sector in Saudi Arabia, organizational culture plays a significant and positive role in the performance of sixteen ministries (Al-Matari & Omira, 2014). Similar results are also obtained from research on military organizations in the United States, and the study shows the important role of organizational culture in driving unit performance (Sawner, 2000).

The role of innovation in encouraging the performance of this organisation is thought to be influenced by the local culture in which the organisation is situated. Culture, although not the only important variable, contributes significantly to explain the main differences in community behaviour (Treven & Mulej, 2007).

As stated by Mikoláš & Karpeta (2015), it is impossible to assume there is no local cultural influence. Culture will emerge as an objective spontaneous order, which will certainly influence organizations that emerge voluntarily through elements of social life. In the context of this study, public sector organizations are located in Central Java, a region dominated by Javanese culture.

According to Geertz (1960), government employees in Javanese culture belong to the "*priyayi*" class, an honourable social class in a society in Javanese culture who are required to behave subtly outwardly when dealing with others and inwardly by calming their true feelings.

This culture of "*priyayi*" is thought to be one of the factors that the organizational culture is not optimal in encouraging the role of innovation in the local government of Central Java. The "*priyayi*" characteristics are thought also to affect the non-optimal variable of leadership support to encourage innovation in local governments in Central Java.

Under the strong impact of this kind of local culture, only top-down innovation type will emerge, so the leadership has a vital role. Consequently, the opportunities for innovation of subordinates (bottom-up innovation) will be minimal. Also, the risk-taking culture as one of the factors supporting innovation in the organisation will be difficult to emerge because subordinates will tend to avoid risk so that it does not become a mistake in front of the leader.

The dominance of top-down innovation in the organisation is also strengthened by the results of this study, which shows that the influence of leadership support on organisational performance through innovation is greater than the influence of organisational culture on organisational performance through innovation. This condition is in line with the opinion that leaders are vital in driving organisational innovation.

This condition can be supported by the philosophy of Javanese leadership that leaders in organisations must be able to show themselves as role models for their subordinates, as individuals who can empower subordinates, and have a sense of responsibility to their subordinates (Chariri, 2008).

This result is in line with a study conducted by Ab Rahman & Ismail (2018) on the public sector in Malaysia, which shows that leadership is one of the determinants of innovation in the public sector. Therefore, leaders as decision-makers need to be aware of the many complexities, constraints and obstacles in achieving innovation in the public sector.

Also, one lesson from this study is the need to understand the dimensions of local culture that can guide leaders on how to develop strategies to encourage certain behaviours and increase organizational effectiveness in general. This strengthens the study of Al-madadha & Al-adwan (2021). When the organization wants to apply a relatively different culture from the local culture, the leaders are advised that the organization does not impose an organizational culture and encourage leaders to do it in a more friendly way (Lopes, Costa, Miguel, & Dias, 2021).

Conclusion

This study showed that organizational innovations have partially mediated the relationship among organizational culture, leadership support, and performance organizations. The findings also suggest that organizational culture and leadership support have a bigger direct effect on performance than using organizational

innovation as a mediating variable. It can be concluded that organizational innovation has not played an important role in improving organizational performance in the local government.

Based on the findings, it is necessary to recommend management in the public sector to leave the elite bureaucratic culture towards a modern bureaucracy that sincerely serves the community and encourages a culture of innovation to improve organizational performance.

In addition, management in local governments needs to maximize the role of leadership both externally and internally. Externally, the leadership needs to extract as many ideas and information as possible from the environment to create innovation, internally, it becomes a role model who is actively involved in the innovation process, facilitating and arousing innovative thinking in his subordinates.

Although there are local cultural influences that cannot be avoided in local government, there is still an organizational culture, which is a system that can still be managed. One limitation in the study is the notion of local culture in the public sector organization so that the results need to be validated in the context of other cultures as well as broader populations to increase the generalization.

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ROLA INNOWACJI ORGANIZACYJNYCH W POPRAWIE WYDAJNOŚCI SAMORZĄDÓW LOKALNYCH

Streszczenie: W sektorze publicznym innowacje są niezbędne w duchu nowego zarządzania, elastyczności, wydajności i responsywności administracji organizacji. Podczas gdy rola i adekwatność innowacji w sektorze prywatnym są szeroko omawiane w literaturze, innowacje napotykać pewien bunt w sektorach publicznych. Przeprowadzono kilka badań, aby zrozumieć rolę innowacji w funkcjonowaniu sektora prywatnego i publicznego, ale wyniki dotyczące znaczenia roli innowacji są różne. Niniejsze badanie ma na celu zrozumienie roli innowacji organizacyjnych w samorządzie lokalnym poprzez analizę ilościową z wykorzystaniem regresji wielokrotnej i testu Sobela. Wyniki pokazały, że innowacje częściowo pośredniczyły w relacjach między kulturą organizacyjną, wsparciem przywództwa i organizacjami wydajnościowymi. Badanie wykazało również, że wsparcie przywództwa i kultura organizacyjna mają bezpośredni wpływ na wydajność organizacji, niż jeśli pośrednio wpływają na innowacje.

Słowa kluczowe: wsparcie przywództwa, kultura organizacyjna, innowacyjność organizacyjna, samorząd terytorialny, sektor publiczny.

组织创新的作用 在提高当地政府绩效方面

摘要:在公共部门内,本着新治理、灵活性、效率和组织管理响应的精神,创新势在必行。虽然在文献中广泛讨论了私营部门创新的作用和适当性,但创新在公共部门面临一些挑战。已经进行了一些研究以了解创新在私营和公共部门绩效中的作用,但在创新作用的意义方面存在不同的结果。本研究旨在通过使用多元回归和索贝尔检验的定量分析来了解组织创新在地方政府中的作用。结果表明,创新在一定程度上调节了组织文化、领导支持和绩效组织之间的关系。研究还发现,与通过创新间接影响相比,领导支持和组织文化直接影响组织绩效。

关键词:领导支持, 组织文化, 组织创新, 地方政府, 公共部门。