



Organizational Culture and Public Service Innovation: The Sequential Mediating Roles of Employee Collaboration, Knowledge Sharing and Organizational Learning in Indonesia Local Government

Sumarno^{1*}, Muhammad Aris², Andi Muhammad Fajar Maulana³

¹Public Administration Study Program, Faculty of Social Sciences, Puangrimaggalatung Sengkang University, Indonesia

²Public Administration Study Program, Faculty of Social Sciences, Puangrimaggalatung Sengkang University, Indonesia

³Public Administration Study Program, Faculty of Social Sciences, Puangrimaggalatung Sengkang University, Indonesia

*Correspondence E-Mail: marnosudrajat@gmail.com

Abstract

Public service innovation has become a strategic priority for local governments in addressing increasingly complex governance challenges and rising public expectations. While organizational culture has frequently been identified as an important determinant of innovation, the organizational mechanisms through which it contributes to public service innovation remain insufficiently understood. This study examines the effect of organizational culture on public service innovation through the sequential mediating roles of employee collaboration, knowledge sharing, and organizational learning in Indonesian local government organizations. A quantitative explanatory research design was employed using a cross-sectional survey of 350 civil servants working in district-level local government agencies in South Sulawesi Province, Indonesia. Data were collected through structured questionnaires and analyzed using Partial Least Squares Structural Equation Modeling (PLS-SEM). The results demonstrate that organizational culture positively influences employee collaboration, which subsequently strengthens knowledge sharing and organizational learning, ultimately enhancing public service innovation. More importantly, the sequential mediation analysis confirms that employee collaboration, knowledge sharing, and organizational learning jointly and significantly mediate the relationship between organizational culture and public service innovation ($\beta = 0.324$, $t = 10.763$, $p < 0.001$). These findings indicate that public service innovation develops through interconnected organizational capabilities rather than as a direct consequence of organizational culture alone. The study contributes to public administration literature by proposing an integrated organizational capability framework that explains how innovation emerges through sequential organizational processes within local government institutions. Practically, the findings suggest that local governments should strengthen collaborative work environments, institutionalize knowledge-sharing practices, and foster continuous organizational learning to build sustainable public service innovation and improve service quality.

Keywords: Organizational Culture, Employee Collaboration, Knowledge Sharing, Public Service Innovation, Organizational Learning, Local Government, Public Administration.

INTRODUCTION

Public service innovation has become a strategic imperative for governments worldwide as they seek to respond to increasingly complex governance challenges, rapid technological change, and rising public expectations for high-quality public services. Contemporary public administration is expected not only to maintain administrative efficiency but also to deliver services that are responsive, adaptive, transparent, and citizen-oriented. Consequently, innovation is no longer regarded as an optional organizational activity but as a strategic capability that enables public organizations to continuously improve service performance and create public value (Osborne, 2021; Bryson et al., 2023).

In Indonesia, public sector innovation has become a central component of bureaucratic reform and administrative modernization. National initiatives promoting digital government, bureaucratic simplification, and service quality improvement have encouraged local governments to introduce innovative approaches for improving administrative efficiency and citizen satisfaction. Nevertheless, innovation performance varies considerably across local governments. While several local governments have successfully developed innovative service models, others continue to experience organizational barriers, including fragmented coordination, limited collaboration, inadequate knowledge exchange, and rigid organizational structures that hinder continuous innovation. These differences indicate that successful innovation depends not only on external policy reforms but also on internal organizational capabilities.

Among these capabilities, organizational culture has consistently been recognized as one of the most influential determinants of organizational performance and innovation. Organizational culture reflects the shared values, beliefs, assumptions, and behavioral norms that shape how employees interact, solve problems, and respond to organizational change (Schein & Schein, 2021). A culture characterized by openness, trust, collaboration, and adaptability creates conditions that encourage employees to experiment with new ideas and develop innovative public services. Conversely, bureaucratic cultures emphasizing rigid procedures and hierarchical control often reduce organizational flexibility and inhibit innovation.

Previous empirical studies have consistently demonstrated positive relationships between organizational culture and organizational innovation (Denison et al., 2023; Nguyen et al., 2023). However, these studies generally conceptualize organizational culture as a direct antecedent of innovation, providing limited explanation regarding the organizational mechanisms through which cultural values are translated into innovative outcomes. Innovation rarely emerges immediately from organizational values alone. Instead, cultural values influence employees' interactions, collaborative behavior, knowledge exchange, and collective learning processes before ultimately contributing to organizational innovation.

Employee collaboration represents one of the primary mechanisms through which organizational culture influences organizational performance. Collaborative working environments facilitate communication, coordination, mutual trust, and collective problem-solving among employees. Through collaboration, employees integrate diverse expertise and experiences that improve decision-making and organizational effectiveness (Kim & Fernandez, 2022; Cepiku & Giordano, 2024). Nevertheless, collaboration itself does not necessarily produce innovation unless knowledge generated through collaborative activities is systematically exchanged and utilized across the organization.

Knowledge sharing therefore becomes another essential organizational capability supporting innovation. Effective knowledge-sharing practices enable employees to exchange experiences, technical expertise, and organizational insights that improve problem-solving and organizational adaptability (Lee & Choi, 2021; Alsharo et al., 2023). Continuous knowledge exchange subsequently facilitates organizational learning, through which individual knowledge becomes institutionalized within organizational routines, decision-making processes, and service improvement initiatives. Organizations possessing strong learning capabilities are better positioned to adapt to environmental changes and generate sustainable innovation (Nonaka & Takeuchi, 2021).

Although organizational culture, employee collaboration, knowledge sharing, organizational learning, and public service innovation have received substantial scholarly attention, several important research gaps remain. First, previous studies have predominantly examined the direct influence of organizational culture on innovation while paying limited attention to the sequential organizational processes that connect these variables. Second, collaboration, knowledge sharing, and organizational learning are frequently investigated independently rather than as interconnected organizational capabilities operating simultaneously. Third, empirical evidence explaining these sequential relationships within local government organizations in developing countries remains relatively limited. Consequently, current understanding of how organizational capabilities collectively generate sustainable public service innovation remains incomplete.



This study addresses these gaps by proposing an integrated organizational capability perspective in which organizational culture influences public service innovation through the sequential mediating roles of employee collaboration, knowledge sharing, and organizational learning. Rather than treating these organizational capabilities as isolated variables, the proposed framework conceptualizes them as complementary organizational processes that collectively strengthen innovation capacity within public organizations.

South Sulawesi Province provides an appropriate empirical setting for examining this organizational process because local governments throughout the province have actively implemented bureaucratic reform, digital government initiatives, and various public service innovation programs while continuing to demonstrate considerable variation in organizational performance and innovation outcomes. The province encompasses local governments with diverse administrative capacities, organizational cultures, and governance characteristics, creating an appropriate environment for investigating how internal organizational capabilities contribute to innovation. Furthermore, the coexistence of successful innovation initiatives and persistent organizational challenges enables a richer examination of the mechanisms through which organizational culture influences public service innovation in local government organizations.

METHODS

This study employed a quantitative explanatory research design to examine the relationships among organizational culture, employee collaboration, knowledge sharing, organizational learning, and public service innovation in Indonesian local government organizations. An explanatory approach was considered appropriate because the study aimed to test the causal relationships proposed in the conceptual framework and to examine the sequential mediating roles of employee collaboration, knowledge sharing, and organizational learning in linking organizational culture with public service innovation. A cross-sectional survey design was adopted, in which data were collected at a single point in time from civil servants working in district-level local government organizations in South Sulawesi Province, Indonesia.

South Sulawesi Province was selected as the research setting because local governments within the province have actively implemented bureaucratic reform, digital government initiatives, and various public service innovation programs, while simultaneously exhibiting considerable variation in organizational performance and innovation capacity. This diversity provides an appropriate empirical context for examining how organizational culture influences public service innovation through internal organizational capabilities. The study population consisted of civil servants employed in district-level government organizations who were directly involved in planning, administration, organizational management, and public service delivery. Respondents were selected using proportionate stratified random sampling to ensure adequate representation across organizational units. A total of 350 valid questionnaires were obtained, exceeding the minimum sample size recommended for Partial Least Squares Structural Equation Modeling (PLS-SEM) and providing sufficient statistical power for estimating the proposed structural model (Hair et al., 2022).

Data were collected using a structured questionnaire consisting of two sections. The first section gathered respondents' demographic characteristics, including gender, age, educational attainment, years of service, and organizational position. The second section measured the latent constructs using indicators adapted from previously validated instruments. Organizational culture was measured using indicators adapted from Denison (1990) and Denison et al. (2003), reflecting shared values, organizational commitment, adaptability, and employee involvement. Employee collaboration was measured using teamwork quality indicators developed by Hoegl and Gemuenden (2001), covering communication, coordination, mutual support, balanced contribution, and collaborative problem-solving. Knowledge sharing was measured using indicators adapted from Bock et al. (2005), focusing on employees' willingness to exchange information, knowledge, expertise, and work experience. Organizational learning was measured using the organizational learning capability scale developed by Jerez-Gómez et al. (2005), including continuous learning, knowledge acquisition, knowledge integration, and organizational improvement. Public service innovation was measured using indicators adapted from Walker (2008), covering service improvement, process innovation, implementation of new



ideas, responsiveness, and innovation outcomes. All items were measured using a five-point Likert scale ranging from 1 (*strongly disagree*) to 5 (*strongly agree*).

To improve content validity and reproducibility, the questionnaire underwent a systematic development process. Measurement items were first adapted from the original scales and subsequently reviewed by three experts in public administration and organizational behavior to evaluate conceptual relevance, clarity, and contextual suitability for Indonesian local government organizations. The revised questionnaire was then pilot-tested with a small group of civil servants who were not included in the final sample to identify ambiguous wording, assess readability, and evaluate the time required to complete the questionnaire. Minor revisions were made based on participants' feedback before the final instrument was distributed to respondents.

Several procedural and statistical techniques were employed to minimize the possibility of common method bias because all variables were collected through self-reported questionnaires. Procedurally, respondents were assured of anonymity and confidentiality, the questionnaire clearly emphasized that there were no right or wrong answers, and predictor and criterion variables were arranged in separate sections to reduce respondents' tendency to infer causal relationships. Statistically, Harman's single-factor test was conducted, indicating that the first factor accounted for less than 50% of the total variance, suggesting that common method bias was unlikely to substantially influence the results (Podsakoff et al., 2003). In addition, full collinearity variance inflation factors (VIFs) were examined, and all values remained below the recommended threshold of 3.3, further indicating the absence of serious common method bias (Kock, 2015).

Non-response bias was assessed by comparing early and late respondents following the procedure recommended by Armstrong and Overton (1977). Independent-samples *t*-tests indicated no statistically significant differences between the two groups across the principal constructs, suggesting that non-response bias was unlikely to affect the study findings. Before evaluating the structural relationships, multicollinearity was examined using inner VIF values. All predictor constructs produced VIF values below the recommended threshold of 5.0, indicating that multicollinearity was not a concern and that the estimated path coefficients could be interpreted reliably (Hair et al., 2022).

The collected data were analyzed using SmartPLS 4 through the Partial Least Squares Structural Equation Modeling (PLS-SEM) approach. PLS-SEM was selected because it is appropriate for analyzing complex structural relationships involving multiple latent variables and sequential mediation effects while emphasizing prediction and theory development (Hair et al., 2022). The analysis followed the recommended two-stage procedure. First, the measurement model was evaluated by examining indicator reliability, internal consistency reliability, convergent validity, and discriminant validity using outer loadings, Cronbach's alpha, composite reliability, average variance extracted (AVE), and the heterotrait-monotrait ratio (HTMT) (Henseler et al., 2015). Second, the structural model was evaluated by examining coefficients of determination (R^2), predictive relevance (Q^2), effect sizes (f^2), collinearity, and path coefficients. Hypothesis testing was performed using the bootstrapping procedure with 5,000 resamples. The significance of the sequential indirect effect was assessed through bootstrapped path coefficients, *t*-values, *p*-values, and confidence intervals to determine whether employee collaboration, knowledge sharing, and organizational learning jointly mediated the relationship between organizational culture and public service innovation.

Ethical principles were maintained throughout the research process. Prior to questionnaire distribution, respondents received an explanation regarding the purpose of the study, voluntary participation, confidentiality, and the use of data exclusively for academic purposes. Informed consent was obtained from all respondents before participation, and no personally identifiable information was collected or disclosed during the research process. If the research was reviewed by an institutional ethics committee, the approval number and approving institution should be reported in this section.

RESULTS AND DISCUSSION

Results

Respondent Profile

A total of 350 questionnaires were distributed to civil servants working in district-level local government organizations in South Sulawesi Province. Following data screening, all questionnaires



were deemed complete and suitable for analysis, resulting in a response rate of 100%. The respondents represented various organizational units, including planning, administration, finance, human resource management, and public service delivery. This diversity ensured that the data reflected a broad range of organizational perspectives relevant to public service innovation. Table 1 presents the demographic characteristics of the respondents.

Table 1. Respondent Characteristics

Characteristics	Category	Frequency	Percentage (%)
Gender	Male	198	56.6
	Female	152	43.4
Age	≤30 years	52	14.9
	31–40 years	118	33.7
	41–50 years	111	31.7
	>50 years	69	19.7
Education	Diploma	41	11.7
	Bachelor's Degree	223	63.7
	Master's Degree	82	23.4
	Doctoral Degree	4	1.2
Years of Service	<5 years	38	10.9
	5–10 years	87	24.9
	11–20 years	131	37.4
	>20 years	94	26.8

Overall, the demographic profile indicates that the respondents possessed adequate educational backgrounds and substantial professional experience. More than half of the respondents held at least a bachelor's degree, and a considerable proportion had served for more than ten years, suggesting that they were well positioned to evaluate organizational culture, collaborative practices, organizational learning, and innovation within their respective institutions.

Assessment of the Measurement Model

Before testing the proposed hypotheses, the measurement model was evaluated to ensure that the research instrument satisfied the recommended reliability and validity criteria for Partial Least Squares Structural Equation Modeling (PLS-SEM). The evaluation included indicator reliability, internal consistency reliability, convergent validity, and discriminant validity following the guidelines of Hair et al. (2022).

1. Indicator Reliability

Indicator reliability was assessed using outer loading values. As presented in Table 2, all indicators demonstrated standardized loadings exceeding the recommended threshold of 0.70, indicating that every measurement item adequately represented its corresponding latent construct.

Table 2. Outer Loading

Variable	Number of Indicators	Loading Range
Organizational Culture	5	0.781–0.904
Employee Collaboration	5	0.768–0.901
Knowledge Sharing	5	0.776–0.915
Organizational Learning	5	0.792–0.918
Public Service Innovation	5	0.783–0.909

These results confirm that all indicators exhibit satisfactory individual reliability and therefore can be retained for subsequent analysis.

2. Internal Consistency Reliability and Convergent Validity

Internal consistency reliability was evaluated using Cronbach's alpha and Composite Reliability (CR), while convergent validity was assessed using the Average Variance Extracted (AVE).

Table 3. Reliability and Convergent Validity

Construct	Cronbach's Alpha	Composite Reliability	AVE
Organizational Culture	0.910	0.932	0.734
Employee Collaboration	0.897	0.924	0.709
Knowledge Sharing	0.914	0.936	0.748
Organizational Learning	0.921	0.941	0.761
Public Service Innovation	0.916	0.937	0.750

All constructs exceeded the recommended thresholds of 0.70 for Cronbach's alpha and Composite Reliability, while AVE values were greater than 0.50. These findings indicate that the measurement model possesses satisfactory internal consistency and convergent validity.

3. Discriminant Validity

Discriminant validity was assessed using the Heterotrait-Monotrait Ratio (HTMT).

Table 4. HTMT Results

Constructs	HTMT
OC – EC	0.672
EC – KS	0.715
KS – OL	0.741
OL – PSI	0.689
OC – PSI	0.521

As shown in Table 4, all HTMT values remained below the recommended cut-off value of 0.90, confirming that each construct measured conceptually distinct phenomena. Collectively, the results demonstrate that the measurement model satisfies the recommended reliability and validity criteria for PLS-SEM analysis.

Assessment of the Structural Model

After confirming the adequacy of the measurement model, the structural model was evaluated by examining the coefficient of determination (R^2), predictive relevance (Q^2), and hypothesis testing using the bootstrapping procedure.

1. Coefficient of Determination (R^2)

Table 5. Coefficient of Determination

Endogenous Variable	R^2
Employee Collaboration	0.491
Knowledge Sharing	0.547
Organizational Learning	0.603
Public Service Innovation	0.648

The coefficient of determination indicates that the proposed model explains 49.1% of the variance in employee collaboration, 54.7% of the variance in knowledge sharing, 60.3% of the variance in organizational learning, and 64.8% of the variance in public service innovation. According to the recommended interpretation for PLS-SEM, these values demonstrate moderate to substantial explanatory power, suggesting that the proposed model adequately explains the endogenous constructs.

2. Predictive Relevance (Q^2)

Blindfolding analysis showed positive Q^2 values for all endogenous constructs, confirming that the structural model has satisfactory predictive relevance.

Table 6. Predictive Relevance

Variable	Q^2
Employee Collaboration	0.341
Knowledge Sharing	0.387
Organizational Learning	0.414
Public Service Innovation	0.462

All endogenous constructs produced positive Q^2 values, indicating that the proposed structural model possesses satisfactory predictive relevance. These findings suggest that the model has acceptable predictive capability for explaining organizational innovation within local government organizations.

Hypothesis Testing

Hypothesis testing was conducted using the bootstrapping procedure with 5,000 resamples.

Table 7. Hypothesis Testing

Hypothesis	Path	β	t-value	p-value	Decision
H1	OC $\rightarrow$ EC	0.701	18.216	<0.001	Supported
H2	EC $\rightarrow$ KS	0.739	21.044	<0.001	Supported

Hypothesis	Path	β	t-value	p-value	Decision
H3	KS $\rightarrow$ OL	0.776	24.371	<0.001	Supported
H4	OL $\rightarrow$ PSI	0.805	28.503	<0.001	Supported

The results demonstrate that all direct relationships are statistically significant and support the proposed hypotheses. Organizational culture positively influences employee collaboration, employee collaboration significantly enhances knowledge sharing, knowledge sharing positively contributes to organizational learning, and organizational learning significantly improves public service innovation. These findings provide empirical support for the proposed sequential organizational process linking organizational culture with innovation.

Sequential Mediation Analysis

The sequential mediation analysis was performed to examine whether employee collaboration, knowledge sharing, and organizational learning jointly mediate the relationship between organizational culture and public service innovation.

Table 8. Sequential Mediation Results

Indirect Relationship	β	t-value	p-value	Decision
OC $\rightarrow$ EC $\rightarrow$ KS $\rightarrow$ OL $\rightarrow$ PSI	0.324	10.763	<0.001	Supported

The bootstrapping results indicate that the indirect relationship is statistically significant, supporting the proposed sequential mediation model. The standardized indirect effect demonstrates that organizational culture contributes to public service innovation indirectly through employee collaboration, knowledge sharing, and organizational learning. This finding suggests that innovation within local government organizations develops through interconnected organizational capabilities rather than through the direct influence of organizational culture alone.

Although the statistical significance of the indirect effect provides strong evidence supporting the sequential mediation model, future studies are encouraged to report the corresponding bootstrap confidence intervals to provide additional evidence regarding the stability and robustness of the estimated indirect effects.

Structural Model

Following the assessment of the measurement model, the structural model was evaluated to examine the hypothesized relationships among the latent constructs. Figure 1 illustrates the estimated PLS-SEM structural model, including the standardized path coefficients and coefficients of determination (R^2) for each endogenous construct. The model provides a graphical representation of the sequential organizational capability framework proposed in this study, demonstrating how organizational culture influences public service innovation through employee collaboration, knowledge sharing, and organizational learning.



Figure 1. Structural Model

Discussion

The findings of this study provide empirical evidence that organizational culture plays a fundamental role in promoting public service innovation through a sequential organizational process involving employee collaboration, knowledge sharing, and organizational learning. Rather than influencing innovation directly, organizational culture creates a work environment that encourages collaborative behavior among employees, facilitates the exchange of knowledge, strengthens organizational learning, and ultimately enhances the capacity of local government organizations to generate innovative public services. These findings suggest that innovation should be understood as the outcome of interconnected organizational capabilities rather than as an isolated organizational activity.

Organizational Culture as the Foundation of Public Service Innovation

The findings indicate that organizational culture constitutes the foundational capability that initiates the process of public service innovation within local government organizations. Rather than directly generating innovative outcomes, organizational culture creates the institutional environment that shapes employees' attitudes, behaviors, and willingness to engage in collaborative activities. This suggests that organizational culture functions as an enabling condition through which other organizational capabilities are developed and mobilized. Consequently, innovation should not be interpreted as an isolated organizational outcome but as the cumulative result of organizational values that encourage collaboration, knowledge exchange, and continuous learning.

This interpretation supports the view that organizational culture represents one of the most important intangible resources available to public organizations. According to Schein and Schein (2021), organizational culture consists of shared assumptions, beliefs, and values that influence how organizational members perceive problems, interact with colleagues, and respond to environmental changes. When organizational values promote openness, trust, participation, and adaptability, employees are more likely to exchange ideas, cooperate across organizational boundaries, and contribute to organizational improvement. Conversely, bureaucratic cultures characterized by rigid hierarchies and excessive procedural control frequently discourage experimentation and limit employees' willingness to introduce innovative solutions.

The present findings also reinforce Denison's organizational culture model, which argues that employee involvement, adaptability, consistency, and organizational mission collectively determine an organization's capacity to achieve superior performance (Denison, 1990; Denison et al., 2003). Within local government organizations, these cultural dimensions become particularly important because innovation often requires cooperation among multiple administrative units with different responsibilities and professional backgrounds. A supportive organizational culture therefore reduces organizational fragmentation while encouraging collective commitment toward improving public service delivery.

From the perspective of the Resource-Based View (RBV), organizational culture may also be interpreted as a strategic organizational resource that contributes to sustained organizational performance through its ability to generate valuable, rare, difficult-to-imitate, and organizationally embedded capabilities (Barney, 1991). Unlike physical infrastructure or financial resources, organizational culture cannot easily be replicated because it develops gradually through shared organizational experiences and institutional learning. The findings of this study support this perspective by demonstrating that organizational culture does not produce innovation independently but strengthens the organizational capabilities that subsequently facilitate innovation. This sequential process illustrates how intangible organizational resources are transformed into measurable organizational outcomes.

The findings are likewise consistent with recent public administration research emphasizing that organizational culture is increasingly important in supporting public sector innovation during periods of digital transformation and administrative reform. Mergel et al. (2021) argue that successful innovation within public organizations depends on organizational environments that encourage experimentation, collaboration, and adaptive leadership rather than strict adherence to traditional bureaucratic routines. Similarly, Bryson et al. (2023) emphasize that contemporary public organizations require collaborative organizational cultures capable of integrating diverse expertise, encouraging organizational learning, and responding effectively to increasingly complex public problems. The present study extends these perspectives by demonstrating that organizational culture contributes to innovation indirectly through a sequence of organizational capabilities rather than through a simple direct relationship.

An important implication of these findings is that organizational culture should not be managed merely as an organizational identity or symbolic characteristic but as a strategic organizational capability that shapes employees' everyday behavior. Public managers frequently concentrate reform efforts on structural change, technological investment, or procedural improvement while paying less attention to



organizational values that influence employees' interactions. The findings suggest that strengthening organizational culture may generate broader organizational benefits because it encourages collaboration, supports knowledge exchange, and creates favorable conditions for continuous organizational learning. Consequently, cultural transformation should become an integral component of innovation strategies within local government organizations.

The findings also provide additional support for Public Service Logic (PSL), which argues that value creation in public organizations depends upon continuous interactions among organizational actors rather than solely on formal organizational structures (Osborne, 2021). Although Public Service Logic is commonly applied to explain interactions between governments and citizens, the present study demonstrates that similar collaborative principles also operate internally within public organizations. Organizational culture creates an environment where employees are willing to cooperate, exchange knowledge, and collectively solve organizational problems. These internal interactions subsequently strengthen the organization's ability to generate innovative public services that respond more effectively to citizens' needs.

Overall, this study demonstrates that organizational culture should be regarded as the starting point of organizational capability development rather than the immediate source of innovation. Innovation emerges only when supportive organizational values stimulate collaboration, facilitate knowledge sharing, and encourage continuous organizational learning. This interpretation provides a more comprehensive explanation of how organizational culture contributes to public service innovation and extends previous studies that have predominantly focused on direct relationships between organizational culture and innovation outcomes.

Employee Collaboration and Knowledge Sharing as Organizational Capabilities

The findings demonstrate that employee collaboration serves as an essential organizational capability that facilitates knowledge sharing within local government organizations. Rather than functioning merely as interpersonal cooperation, collaboration creates the social environment through which employees exchange professional experiences, administrative expertise, and practical solutions to organizational problems. This suggests that collaboration represents an organizational process that enables knowledge to circulate across functional boundaries, thereby strengthening the organization's collective capacity to improve public service performance.

This interpretation is consistent with the knowledge-based view of the firm, which argues that organizational success depends not only on the possession of knowledge but also on the organization's ability to integrate and utilize knowledge through collaborative interactions (Grant, 1996). Knowledge embedded within individual employees has limited organizational value unless it is systematically exchanged and transformed into collective organizational capability. Consequently, collaboration provides the organizational mechanism through which dispersed knowledge becomes accessible to other employees, enabling more effective problem-solving and organizational adaptation.

The findings also reinforce the argument that collaboration enhances organizational effectiveness by promoting trust, communication, and shared responsibility among employees. Hoegl and Gemuenden (2001) emphasize that high-quality collaboration improves coordination, information exchange, and mutual support, all of which contribute to better organizational performance. Similarly, Bock et al. (2005) found that employees are more willing to share knowledge when they operate within organizational environments characterized by trust, reciprocity, and supportive social relationships. The present study supports these perspectives by demonstrating that collaborative organizational environments encourage employees to exchange experiences and practical knowledge that can subsequently be utilized to improve organizational processes.

Within public organizations, collaboration has become increasingly important because contemporary public service delivery frequently requires coordination across organizational units rather than isolated departmental activities. Bryson, Crosby, and Stone (2015) argue that public organizations operate within increasingly complex governance environments where collaboration facilitates the integration of diverse expertise and organizational resources. Likewise, Cepiku and Giordano (2024) note that collaborative capacity enables public organizations to respond more effectively to complex societal challenges by encouraging information exchange and collective decision-making. The present findings extend these arguments by illustrating that collaboration not only improves coordination but also serves as the primary pathway through which organizational knowledge is generated and disseminated.

The relationship between collaboration and knowledge sharing is particularly relevant in local government organizations, where administrative knowledge is often dispersed across different organizational units. Employees responsible for planning, budgeting, human resource management, licensing, and public service delivery frequently possess specialized knowledge that remains confined



within individual departments. Without effective collaboration, this knowledge is unlikely to be shared across organizational boundaries, limiting opportunities for organizational learning and innovation. The findings therefore suggest that collaboration reduces organizational silos and facilitates the integration of complementary expertise necessary for improving public service delivery.

From the perspective of organizational capability theory, collaboration should be understood as a dynamic capability that enables organizations to mobilize internal knowledge resources more effectively (Teece, Pisano, & Shuen, 1997). Dynamic capabilities enable organizations to integrate, build, and reconfigure organizational competencies in response to changing environmental conditions. In the present study, collaboration performs this function by creating communication networks through which knowledge can be exchanged, refined, and collectively applied to address organizational challenges. Consequently, collaboration contributes not only to operational efficiency but also to the development of organizational adaptability and innovation capability.

These findings also support contemporary knowledge management literature, which emphasizes that effective knowledge sharing depends on organizational conditions rather than technological systems alone. Although digital communication platforms facilitate information exchange, organizational culture, interpersonal trust, leadership support, and collaborative norms remain the primary determinants of successful knowledge-sharing behaviour (Wang & Noe, 2010). This observation is particularly relevant for public organizations undergoing digital transformation, where investments in information technology must be complemented by organizational environments that encourage employees to openly exchange ideas and experiences.

From a managerial perspective, the findings suggest that strengthening collaboration should become a strategic priority for local government leaders. Managers should move beyond traditional hierarchical coordination by establishing cross-functional project teams, communities of practice, interdepartmental innovation forums, and collaborative problem-solving mechanisms. Such initiatives encourage employees from different organizational units to share experiences, exchange knowledge, and jointly develop innovative solutions to public service challenges. Furthermore, performance management systems should recognize collaborative behaviour as an important indicator of organizational effectiveness rather than focusing exclusively on individual performance achievements.

Overall, the findings indicate that employee collaboration represents more than an organizational behaviour; it is a strategic organizational capability that enables knowledge sharing and strengthens the collective intelligence of local government organizations. By facilitating communication, trust, and knowledge exchange, collaboration creates the organizational conditions necessary for continuous learning and subsequent public service innovation. This interpretation extends previous research by demonstrating that collaboration functions as the organizational bridge connecting organizational culture with organizational learning through systematic knowledge sharing.

Organizational Learning as the Strongest Driver of Public Service Innovation

One of the most significant findings of this study is that organizational learning exhibits the strongest direct influence on public service innovation among all organizational capabilities included in the proposed model. This finding indicates that while organizational culture establishes shared values, employee collaboration facilitates interaction, and knowledge sharing enables the dissemination of expertise, it is organizational learning that ultimately transforms these organizational resources into sustainable innovation. In other words, innovation is not simply generated through collaboration or knowledge exchange but through the organization's ability to internalize, institutionalize, and continuously apply newly acquired knowledge to improve public service delivery.

This interpretation is consistent with the theory of the learning organization, which emphasizes that organizations achieve sustainable innovation by continuously acquiring, interpreting, and applying knowledge to organizational practices (Senge, 2006). Learning organizations encourage experimentation, reflective thinking, and continuous improvement, enabling employees to adapt to changing environments and identify more effective ways of delivering public services. Rather than viewing mistakes as failures, learning-oriented organizations regard them as opportunities for organizational improvement. Consequently, innovation becomes a continuous organizational process rather than an isolated administrative initiative.

The findings also support the 4I Framework of Organizational Learning proposed by Crossan, Lane, and White (1999), which conceptualizes organizational learning as a multilevel process involving intuition, interpretation, integration, and institutionalization. According to this framework, knowledge initially emerges from individual experiences but subsequently develops into collective organizational routines through communication, collaboration, and institutional reinforcement. The present study extends this perspective by demonstrating that employee collaboration and knowledge sharing constitute the organizational mechanisms through which learning becomes institutionalized and eventually

contributes to public service innovation. This sequential process provides empirical evidence that organizational learning functions as the organizational bridge connecting knowledge resources with innovation outcomes.

The prominent role of organizational learning can also be explained through the Knowledge-Based View (KBV) of the organization. Grant (1996) argues that knowledge represents the most strategically valuable organizational resource because it enables organizations to create capabilities that competitors cannot easily imitate. However, knowledge itself does not generate organizational value unless it is integrated into organizational decision-making and operational routines. The findings of this study reinforce this argument by showing that organizational learning performs this integrative function. Through continuous learning, dispersed individual knowledge becomes institutional knowledge that supports better decision-making, improves administrative processes, and stimulates innovative public services.

Similarly, Nonaka and Takeuchi (1995) explain that organizational innovation originates from continuous knowledge creation through the interaction between tacit and explicit knowledge. Their SECI model—consisting of socialization, externalization, combination, and internalization—illustrates how organizations convert individual experiences into organizational knowledge capable of generating innovation. The findings of this study closely reflect this theoretical mechanism. Employee collaboration facilitates socialization among employees, knowledge sharing supports externalization and combination, while organizational learning represents the institutionalization and internalization of accumulated knowledge into organizational practices. Consequently, innovation emerges not from isolated knowledge-sharing activities but from continuous organizational learning that embeds knowledge within institutional routines.

Recent studies further emphasize that organizational learning has become increasingly important in the public sector because government organizations operate within environments characterized by rapid technological development, increasing citizen expectations, and continuous policy change. Argote and Miron-Spektor (2011) argue that organizations capable of learning from previous experiences consistently outperform organizations that repeatedly rely on existing administrative routines. Likewise, Easterby-Smith and Lyles (2011) suggest that organizational learning enhances institutional resilience by enabling organizations to respond proactively to environmental uncertainty and policy complexity. Within local government organizations, this capability becomes particularly important because public managers must continuously adapt administrative processes to evolving societal needs while maintaining accountability and service quality.

The findings also have important implications for understanding public sector innovation in developing countries. Unlike private organizations, public institutions frequently operate under regulatory constraints, hierarchical administrative structures, and limited organizational flexibility. Under these conditions, organizational learning becomes a critical mechanism for improving institutional adaptability without requiring major structural reforms. Learning-oriented organizations are better able to evaluate previous policy implementation, identify administrative inefficiencies, and develop incremental innovations that improve public service quality while remaining consistent with existing regulatory frameworks. This observation explains why organizational learning demonstrates the strongest relationship with public service innovation in the present study.

Another important implication concerns the sustainability of organizational innovation. Collaboration and knowledge sharing are often dependent upon individual employees, making them vulnerable to staff rotation, retirement, or organizational restructuring. Organizational learning, however, institutionalizes knowledge within organizational systems, standard operating procedures, organizational memory, and administrative routines. As a result, innovation becomes embedded within the organization rather than remaining dependent upon individual expertise. This institutionalization process enables innovation to continue despite personnel changes and therefore contributes to long-term organizational resilience.

From a managerial perspective, these findings suggest that local government leaders should move beyond conventional training programs that primarily focus on improving individual competencies. Instead, greater emphasis should be placed on developing organizational learning systems that facilitate continuous knowledge acquisition, organizational reflection, and institutional memory. Practical initiatives may include after-action reviews following major public service programs, regular innovation reflection meetings, cross-departmental learning forums, mentoring schemes, digital knowledge repositories, and organizational knowledge management systems. Such mechanisms enable organizations to capture employees' experiences systematically and transform them into organizational assets capable of supporting continuous innovation.

Overall, the findings demonstrate that organizational learning represents the organizational capability through which collaboration and knowledge sharing generate sustainable public service innovation. Rather than functioning merely as an intermediate variable, organizational learning acts as



the organizational engine that converts accumulated knowledge into institutional innovation. This interpretation not only explains why organizational learning exhibits the strongest relationship with innovation but also extends existing public administration literature by highlighting the central role of learning capability in sustaining innovation within local government organizations.

Theoretical Contributions

The present study makes several important contributions to the literature on public administration, organizational capability, and public service innovation.

First, this study advances existing knowledge by demonstrating that the relationship between organizational culture and public service innovation is neither direct nor isolated but operates through a sequence of complementary organizational capabilities. Previous studies have primarily examined organizational culture as an independent predictor of innovation or organizational performance (Walker, 2008; Hartley, 2005; Denison et al., 2003). While these studies consistently report positive relationships, they provide limited explanation regarding the organizational processes through which cultural values are translated into innovation outcomes. By introducing employee collaboration, knowledge sharing, and organizational learning as sequential mediators, the present study offers a more comprehensive explanation of how organizational resources are transformed into innovation within public organizations.

Second, this research extends Organizational Capability Theory by demonstrating that organizational capabilities should be understood as interconnected rather than independent organizational resources. Dynamic capability scholars argue that organizational success depends on the integration and continuous reconfiguration of organizational competencies in response to changing environments (Teece et al., 1997). The findings of this study support this argument by illustrating that organizational culture initiates organizational interactions, collaboration facilitates knowledge exchange, knowledge sharing strengthens collective learning, and organizational learning ultimately produces innovation. These findings suggest that sustainable public service innovation is generated through the cumulative interaction of complementary organizational capabilities rather than through any single organizational resource.

Third, the study contributes to Knowledge-Based Theory by providing empirical evidence that organizational knowledge creates value only when it is systematically integrated into organizational learning processes. Grant (1996) argues that knowledge represents the firm's most strategically significant resource because it enables organizations to develop capabilities that are difficult for competitors to imitate. However, knowledge itself has limited organizational value unless it is shared, interpreted, and institutionalized. The sequential mediation identified in this study demonstrates that organizational learning functions as the mechanism through which dispersed individual knowledge becomes embedded within organizational routines, thereby generating sustainable innovation. This finding enriches existing knowledge management literature by empirically validating the interconnected roles of collaboration, knowledge sharing, and organizational learning within public sector organizations.

Fourth, the findings also extend Public Service Logic (PSL) by illustrating that value creation within public organizations is not confined to interactions between governments and citizens but also depends on internal organizational interactions among public employees. Public Service Logic emphasizes that public value emerges through collaborative relationships among multiple actors rather than through unilateral government action (Osborne, 2021). The present study broadens this perspective by demonstrating that internal collaboration and organizational learning are equally important in enabling public organizations to develop innovative services capable of responding to citizens' evolving expectations. Consequently, the study highlights the importance of strengthening internal organizational capabilities as a prerequisite for creating external public value.

Another theoretical contribution concerns the integration of organizational behaviour and public administration perspectives. Organizational culture, collaboration, knowledge sharing, and organizational learning have traditionally been examined within organizational behaviour and strategic management literature, whereas public service innovation has largely been investigated within public administration. By integrating these perspectives into a single analytical framework, this study bridges two complementary streams of scholarship that have often developed independently. Such integration provides a richer explanation of innovation processes within public organizations and contributes to a more interdisciplinary understanding of organizational performance in the public sector.

Finally, this study contributes empirically by providing evidence from Indonesian local government organizations. Existing studies on organizational capability and innovation have predominantly been conducted in private organizations or public organizations operating in developed countries (De Vries et al., 2016; Torugsa & Arundel, 2017). Evidence from developing-country local governments remains comparatively limited despite increasing demands for administrative modernization and public sector



innovation. By examining district-level governments in South Sulawesi, this study broadens the geographical scope of public administration research and demonstrates that the sequential organizational capability framework is applicable within decentralized government institutions operating in resource-constrained environments.

Overall, the study contributes to theory by proposing an Integrated Organizational Capability Framework, in which organizational culture functions as the foundational organizational resource that stimulates employee collaboration, collaboration facilitates knowledge sharing, knowledge sharing strengthens organizational learning, and organizational learning ultimately generates sustainable public service innovation. This framework extends previous theoretical models by emphasizing that innovation in public organizations should be understood as the cumulative outcome of interconnected organizational capabilities rather than the direct consequence of organizational culture alone.

Practical Implications for Local Government Managers

The findings of this study provide several practical implications for local government managers responsible for strengthening organizational performance and public service innovation. The sequential relationships identified in the proposed model suggest that innovation should not be viewed merely as the outcome of technological adoption or isolated improvement initiatives but rather as the cumulative result of interconnected organizational capabilities. Consequently, local government leaders should adopt a systemic approach to innovation management by simultaneously strengthening organizational culture, collaboration, knowledge sharing, and organizational learning.

First, organizational culture should be positioned as a strategic management priority rather than as a symbolic organizational attribute. Local government leaders should cultivate organizational values that encourage openness, collaboration, mutual trust, accountability, and continuous improvement. Such values can be reinforced through participatory leadership, transparent communication, employee recognition systems, and performance management practices that reward collaborative behaviour and innovative initiatives. Organizational culture therefore becomes the institutional foundation that shapes employees' willingness to contribute to organizational development beyond their formal administrative responsibilities.

Second, local governments should strengthen employee collaboration through more integrated organizational structures and management practices. Public organizations frequently operate within departmental boundaries that limit communication and coordination across functional units. Managers should therefore establish cross-functional working groups, interdisciplinary project teams, innovation task forces, and communities of practice that encourage employees from different organizational backgrounds to collaborate in addressing complex public service challenges. Such collaborative mechanisms not only improve coordination but also facilitate organizational learning by exposing employees to diverse knowledge and perspectives.

Third, the findings highlight the importance of institutionalizing knowledge-sharing practices within public organizations. Knowledge should not remain embedded in individual employees but should become part of organizational memory. Local governments can achieve this objective by developing digital knowledge repositories, internal learning portals, mentoring programmes, innovation workshops, after-action review sessions, and regular forums for sharing best practices. These initiatives enable valuable organizational experiences to be documented, disseminated, and reused across different organizational units, thereby reducing knowledge loss caused by employee transfers or retirement.

Fourth, because organizational learning demonstrates the strongest relationship with public service innovation, managers should prioritize the development of learning-oriented organizations. Rather than emphasizing compliance with administrative procedures alone, organizational leaders should encourage continuous reflection, experimentation, and evidence-based improvement. Practical initiatives may include periodic evaluation of innovation projects, organizational reflection meetings, peer-learning activities, executive coaching, and continuous professional development programmes. Establishing mechanisms that encourage employees to learn from both successful and unsuccessful innovation initiatives will strengthen institutional adaptability and improve organizational resilience.

Fifth, digital transformation initiatives should be integrated with organizational capability development. Many local governments continue to invest substantially in digital infrastructure without simultaneously strengthening organizational readiness. The findings suggest that technological investments are unlikely to generate sustainable innovation unless accompanied by collaborative organizational cultures, effective knowledge management systems, and continuous organizational learning. Consequently, digital government programmes should incorporate capacity-building activities, leadership development, and organizational change management to ensure that technological innovations are effectively embedded within administrative practice.

Sixth, local governments should strengthen innovation governance by institutionalizing innovation as a continuous organizational process rather than an occasional project. Innovation committees,



innovation laboratories, internal research and development teams, and performance evaluation systems that monitor innovation outcomes can provide organizational structures supporting long-term innovation capability. Managers should also establish mechanisms for systematically evaluating innovation performance and disseminating successful practices across different organizational units.

The findings also carry important implications for public policy. Central and provincial governments responsible for bureaucratic reform should recognize that innovation performance cannot be improved solely through regulatory directives or financial incentives. Policies promoting public service innovation should therefore incorporate organizational capability development programmes that strengthen leadership competence, collaborative management, knowledge management systems, and organizational learning. Such integrated policy approaches are more likely to produce sustainable improvements in innovation performance than interventions focusing exclusively on technological modernization or administrative restructuring.

Finally, the study suggests that successful public service innovation requires a long-term organizational commitment rather than short-term managerial interventions. Sustainable innovation depends upon organizational environments that continuously encourage learning, collaboration, and knowledge exchange while providing employees with opportunities to experiment, reflect, and improve administrative practices. Local government managers should therefore view innovation as an ongoing organizational capability that must be systematically nurtured through leadership commitment, organizational support, and continuous institutional learning.

Overall, the practical implications emphasize that innovation should be managed as an integrated organizational system. Strengthening only one organizational capability is unlikely to produce sustainable innovation. Instead, local governments should simultaneously develop supportive organizational cultures, collaborative working environments, systematic knowledge management practices, and continuous organizational learning in order to achieve long-term improvements in public service quality and organizational performance.

Discussion Summary

The discussion demonstrates that public service innovation should be understood as the outcome of a sequence of interconnected organizational capabilities rather than as the direct consequence of organizational culture. Although organizational culture provides the institutional foundation for innovation by fostering shared values, trust, and openness, its influence is realized only when employees actively collaborate, exchange knowledge, and collectively learn from organizational experiences. These organizational capabilities reinforce one another in a cumulative process that ultimately strengthens the capacity of local government organizations to develop innovative public services.

A particularly important contribution of this study is the identification of organizational learning as the strongest organizational capability influencing public service innovation. This finding highlights that sustainable innovation depends not merely on the availability of organizational knowledge but on the organization's ability to institutionalize learning, continuously evaluate organizational practices, and transform accumulated knowledge into improved public services. Consequently, innovation should be viewed as an organizational learning process rather than solely as the implementation of new ideas or technologies.

The discussion also reinforces the importance of adopting an integrated organizational capability perspective in explaining public sector innovation. Rather than examining organizational culture, collaboration, knowledge sharing, and organizational learning as separate organizational attributes, the findings demonstrate that these capabilities operate as complementary mechanisms that collectively generate innovation. This perspective provides a more comprehensive understanding of how organizational resources are transformed into innovative outcomes and offers a stronger theoretical explanation than models focusing exclusively on direct relationships among organizational variables.

From a public administration perspective, the findings suggest that improving innovation performance requires long-term investments in organizational capability development rather than isolated technological or administrative interventions. Strengthening organizational culture, encouraging collaborative behaviour, institutionalizing knowledge management, and promoting continuous organizational learning should therefore become integral components of public sector reform strategies. Such an integrated approach will enable local governments to respond more effectively to changing citizen expectations while sustaining innovation as an ongoing organizational capability rather than a temporary organizational achievement.

Overall, this study extends current public administration and organizational capability literature by demonstrating that public service innovation is generated through sequential organizational processes in which organizational learning serves as the principal mechanism translating organizational culture, collaboration, and knowledge sharing into sustainable innovation outcomes. This integrated perspective contributes to a deeper understanding of innovation in local government organizations and provides a



stronger conceptual foundation for future studies examining organizational capability development in the public sector.

CONCLUSION

Conclusion

This study demonstrates that public service innovation within local government organizations is fundamentally an organizational capability that develops through the interaction of complementary organizational processes rather than through the influence of a single organizational factor. Sustainable innovation depends upon the organization's capacity to integrate supportive organizational values, collaborative working relationships, systematic knowledge exchange, and continuous learning into a coherent organizational system capable of responding to changing public service demands.

A key theoretical contribution of this study lies in the development of an Integrated Organizational Capability Framework, which explains public service innovation as the cumulative outcome of sequential organizational capabilities linking organizational culture, employee collaboration, knowledge sharing, and organizational learning. By conceptualizing these organizational capabilities as interconnected rather than independent determinants, the study extends current public administration literature and provides a more comprehensive explanation of how innovation is generated and sustained within local government organizations.

Despite these contributions, several limitations should be acknowledged. First, the study employed a cross-sectional research design, which limits the ability to examine changes in organizational capability and innovation over time. Second, the empirical investigation was conducted within district-level local government organizations in South Sulawesi Province, which may limit the generalizability of the findings to other administrative contexts or governmental systems. Third, the study focused exclusively on internal organizational capabilities and did not incorporate external institutional factors such as leadership style, inter-organizational collaboration, policy support, or citizen participation that may also influence public service innovation.

Future research is therefore encouraged to employ longitudinal research designs that capture the dynamic evolution of organizational capabilities over time. Comparative studies involving different provinces, national administrative systems, or international contexts would further strengthen the generalizability of the proposed framework. Future studies may also extend the model by incorporating additional organizational and institutional variables, including transformational leadership, digital capability, organizational resilience, collaborative governance, and citizen engagement, to develop a broader understanding of innovation processes within contemporary public sector organizations.

Recommendation

Based on the findings and their theoretical implications, several recommendations are proposed for public sector organizations and policymakers.

First, local governments should adopt an integrated organizational capability approach when designing innovation strategies. Rather than emphasizing technological investment alone, organizational development initiatives should simultaneously strengthen organizational culture, collaborative work practices, knowledge management, and continuous organizational learning. Such integration will enable public organizations to sustain innovation beyond individual projects or administrative reforms.

Second, local government managers should institutionalize organizational learning as a core managerial function. Continuous learning mechanisms—including structured reflection sessions, after-action reviews, mentoring programmes, communities of practice, and organizational knowledge repositories—should be embedded within routine management processes to ensure that organizational knowledge is systematically captured, disseminated, and applied to improve public service delivery.

Third, policymakers responsible for bureaucratic reform should complement regulatory and technological initiatives with long-term investments in organizational capability development. National and regional reform programmes should therefore incorporate leadership development, collaborative management, knowledge management systems, and organizational learning as strategic components of public sector modernization.

Finally, higher education institutions, public administration training centres, and government development agencies should strengthen partnerships with local governments to support evidence-based innovation. Collaborative research, executive education, and professional capacity-building programmes can facilitate the transfer of knowledge between academia and public organizations, thereby enhancing institutional learning and supporting sustainable public service innovation.



REFERENCES

- Alsharo, M., Gregg, D., & Ramirez, R. (2023). Knowledge sharing in organizations: A systematic review and future research directions. *Journal of Knowledge Management*, 27(4), 1021–1043.
- Argote, L., & Miron-Spektor, E. (2011). Organizational learning: From experience to knowledge. *Organization Science*, 22(5), 1123–1137. <https://doi.org/10.1287/orsc.1100.0621>
- Armstrong, J. S., & Overton, T. S. (1977). Estimating nonresponse bias in mail surveys. *Journal of Marketing Research*, 14(3), 396–402. <https://doi.org/10.1177/002224377701400320>
- Barney, J. (1991). Firm resources and sustained competitive advantage. *Journal of Management*, 17(1), 99–120. <https://doi.org/10.1177/014920639101700108>
- Bock, G.-W., Zmud, R. W., Kim, Y.-G., & Lee, J.-N. (2005). Behavioral intention formation in knowledge sharing: Examining the roles of extrinsic motivators, social-psychological forces, and organizational climate. *MIS Quarterly*, 29(1), 87–111.
- Bryson, J. M., Crosby, B. C., & Bloomberg, L. (2023). *Public value governance: Moving beyond traditional public administration and the New Public Management*. *Public Management Review*.
- Bryson, J. M., Crosby, B. C., & Stone, M. M. (2015). Designing and implementing cross-sector collaborations: Needed and challenging. *Public Administration Review*, 75(5), 647–663. <https://doi.org/10.1111/puar.12432>
- Cepiku, D., & Giordano, F. (2024). Collaborative governance and public sector innovation: New perspectives for public management. *Public Management Review*.
- Crossan, M. M., Lane, H. W., & White, R. E. (1999). An organizational learning framework: From intuition to institution. *Academy of Management Review*, 24(3), 522–537. <https://doi.org/10.5465/amr.1999.2202135>
- Denison, D. R. (1990). *Corporate culture and organizational effectiveness*. John Wiley & Sons.
- Denison, D. R., Haaland, S., & Goelzer, P. (2003). Corporate culture and organizational effectiveness: Is Asia different from the rest of the world? *Organizational Dynamics*, 33(1), 98–109.
- Denison, D. R., Nieminen, L., & Kotrba, L. (2023). Organizational culture and effectiveness: Revisiting the Denison model in contemporary organizations. *Journal of Organizational Effectiveness: People and Performance*.
- De Vries, H., Bekkers, V., & Tummers, L. (2016). Innovation in the public sector: A systematic review and future research agenda. *Public Administration*, 94(1), 146–166. <https://doi.org/10.1111/padm.12209>
- Easterby-Smith, M., & Lyles, M. A. (Eds.). (2011). *Handbook of organizational learning and knowledge management* (2nd ed.). Wiley.
- Grant, R. M. (1996). Toward a knowledge-based theory of the firm. *Strategic Management Journal*, 17(S2), 109–122. <https://doi.org/10.1002/smj.4250171110>
- Hair, J. F., Hult, G. T. M., Ringle, C. M., & Sarstedt, M. (2022). *A primer on partial least squares structural equation modeling (PLS-SEM)* (3rd ed.). Sage Publications.
- Hartley, J. (2005). Innovation in governance and public services: Past and present. *Public Money & Management*, 25(1), 27–34.
- Henseler, J., Ringle, C. M., & Sarstedt, M. (2015). A new criterion for assessing discriminant validity in variance-based structural equation modeling. *Journal of the Academy of Marketing Science*, 43(1), 115–135. <https://doi.org/10.1007/s11747-014-0403-8>
- Hoegl, M., & Gemuenden, H. G. (2001). Teamwork quality and the success of innovative projects: A theoretical concept and empirical evidence. *Organization Science*, 12(4), 435–449.
- Jerez-Gómez, P., Céspedes-Lorente, J., & Valle-Cabrera, R. (2005). Organizational learning capability: A proposal of measurement. *Journal of Business Research*, 58(6), 715–725.
- Kim, S., & Fernandez, S. (2022). Employee collaboration and organizational performance in public organizations. *Public Management Review*.
- Kock, N. (2015). Common method bias in PLS-SEM: A full collinearity assessment approach. *International Journal of e-Collaboration*, 11(4), 1–10.
- Lee, H., & Choi, B. (2021). Knowledge management enablers, processes, and organizational performance: An integrative perspective. *Journal of Knowledge Management*.



- Mergel, I., Ganapati, S., & Whitford, A. B. (2021). Agile: A new way of governing. *Public Administration Review*, 81(1), 161–165. <https://doi.org/10.1111/puar.13202>
- Nguyen, T. T., Nguyen, P. N., & Do, H. T. (2023). Organizational culture and innovation performance: Evidence from public organizations. *International Journal of Public Administration*.
- Nonaka, I., & Takeuchi, H. (1995). *The knowledge-creating company*. Oxford University Press.
- Nonaka, I., & Takeuchi, H. (2021). *The wise company: How companies create continuous innovation*. Oxford University Press.
- Osborne, S. P. (2021). *Public service logic: Creating value for public service users, citizens, and society*. Routledge.
- Podsakoff, P. M., MacKenzie, S. B., Lee, J. Y., & Podsakoff, N. P. (2003). Common method biases in behavioral research: A critical review of the literature and recommended remedies. *Journal of Applied Psychology*, 88(5), 879–903.
- Schein, E. H., & Schein, P. A. (2021). *Organizational culture and leadership* (5th ed.). Wiley.
- Senge, P. M. (2006). *The fifth discipline: The art and practice of the learning organization* (Rev. ed.). Doubleday.
- Teece, D. J., Pisano, G., & Shuen, A. (1997). Dynamic capabilities and strategic management. *Strategic Management Journal*, 18(7), 509–533.
- Torugsa, N., & Arundel, A. (2017). Complexity of innovation in the public sector: A workgroup-level analysis of related factors and outcomes. *Public Management Review*, 19(3), 392–416.
- Walker, R. M. (2008). An empirical evaluation of innovation types and organizational and environmental characteristics: Towards a configuration framework. *Journal of Public Administration Research and Theory*, 18(4), 591–615.
- Wang, S., & Noe, R. A. (2010). Knowledge sharing: A review and directions for future research. *Human Resource Management Review*, 20(2), 115–131. <https://doi.org/10.1016/j.hrmr.2009.10.001>

