Erwin H., H., Sarjon, D., Zefriyenni, Z., Nanik, I. (2022). Local government performance model through innovation: leadership, organizational culture and competency in Padang Lawas Utara Regency Indonesia. *Administratie si Management Public*, 38, 90-103. DOI: 10.24818/amp/2022.38-05

Local government performance model through innovation: leadership, organizational culture and competency in Padang Lawas Utara Regency Indonesia

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Abstract: *This study aims to determine, analyze, and measure the direct and indirect effects of the relationship between local government performance, leadership, organizational culture, competence, and innovation. Furthermore, the sample was 486 public servants in echelon II, III, and IV, and the data were tested using SEM PLS by combining formative and reflective models. The performance measurement in this study is different from what has been previously carried out because it uses formative measurement indicators. Empirically, the data were processed through the outer model stage. The results showed several invalid indicators were removed for further analysis. Because the processing of discriminant validity, Cronbach alpha, and AVE met the requirements, the model was declared feasible. In the Inner model, the results of ten proposed hypotheses showed that six were accepted and four were rejected. Out of the six accepted hypotheses, five are the direct influence of leadership, organizational culture, competence, and innovation on local government performance as well as competence on innovation. Meanwhile, the indirect influence was competence on performance through innovation. The rejected hypotheses are the direct and indirect influence of leadership and organizational culture on innovation, as well as on the local government performance through innovation, respectively. This study supports previous literature that although the method of measuring performance is different from the previous ones, it was still found that the performance is based on outcomes.*

Keywords: local, government, performance, leadership

JEL: E24, L26, O15

DOI: a10.24818/amp/2022.38-05

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Introduction

Public sector management, specifically the government bureaucracy, is strived to be as efficient as possible in order to be flexible in following societal demands and changing times. This has resulted in reforms in the government apparatus that demand the realization of accountability as an obligation to account for the success or failure of implementing the mission and vision of the agency (Istianingsih et al., 2020). Performance is a measure of work done by employees to achieve the expected goals. Furthermore, it is the results of activities in an organization which is influenced by various factors to achieve set objectives. It is also concerned with the answer to the success or failure of the set goals (Panorama & Sector, 2018; Ateh, Yusuf, 2018). Government Performance Measurement is still an important topic to be discussed around the world. This is evidenced by Research Mapping conducted through the Open Knowledge Maps application that can capture 100 of the latest published articles by March 2021 in the public or government sector. The results of the mapping only obtained 38 articles that discussed public sector performance (. With the data mining algorithm method, the combination of public sector themes and performance is the most discussed in the articles with 25.81% and a 50% truth rate. Therefore, public or government sector performance is an interesting area to be studied. Previous literature was mostly on profit-oriented private companies, but this study was conducted on non-profit-oriented government organizations. Based on the problems that have been previously identified in the performance management system of public sector in Indonesia, a more comprehensive approach will be used. This will be achieved by exploring problems related to the effectiveness of the performance management system and by analyzing the factors that influence the use of performance information from a rational framework (Ateh et al., 2020). Therefore, this study aims to determine a direct and indirect relationship between leadership, organizational culture, and competence on local government performance (LGP) by using innovation as a mediating variable.

1. Literature review

According to the State Administration Agency, performance can be interpreted as a description of achievement level in the implementation of an activity or program in realizing the goals, objectives, and vision of an organization (Yuhertiana & Fatun, 2020). Furthermore, performance is the level of efficiency, effectiveness, as well as innovation in achieving organizational goals. It is a description of the success or failure of the main tasks and functions of an agency in achieving its goals, visions, and missions. The performance measurement system is used to systematically measure, assess, and compare the performance of local government administration. The indicators reflect the success of the implementation of a government affair. Also, the indicators are specific quantitative and/or qualitative measuring tools consisting of elements of input, process, output, results, benefits, and impacts that describe the level of performance (Government Regulation of Indonesia Number 6 of 2008 concerning Guidelines for Evaluation of Implementation Regional Government

article 1 paragraph (12)). These regulations are the basis for determining the performance achievements of local governments (Androniceanu & Georgescu, 2022).

According to (Lewis et al., 2018), an appropriate definition of innovation in the public sector is "the intentional introduction and application of an idea, process, product, and procedure, as well as a novelty to adoption-related units that is designed to significantly benefit performance". This definition offers a broad perspective on the expected benefits of the private sector. According to (Moussa et al., 2018a), creativity is different from innovation. Creativity is a dream while innovation is waking up from reality (Kattel et al., 2018). (Moussa et al., 2018b) stated that creativity is "bringing something new into existence", while according to (Şandor, 2018), innovation is "bringing something new into use". Leadership is the process by which a person influences others in defining and achieving organizational goals (Juhary et al., 2019). Meanwhile, (Ebrahimi et al., 2016) perceived it as a process of influencing others to achieve group goals. Leadership cannot occur in people who are not members of the group, although followers (group members) are easily overlooked in the process. The interaction between the leader and subordinates has an influence on the leader's behavior. Therefore, when there is a good relationship between them and the leader's position of authority is strong, then the behavior can be categorized as effective.

According to (Zain-Ul-Abidin et al., 2020), organizational culture is a set of values, principles, traditions, and ways of working that are shared by members and influence their behavior and actions. In this case, culture is a perception that can be understood and accepted by all members of an organization through what they experience. There are currently 5 (five) organizational issues, namely creating a culture that is ethical, innovative, responsive to customer demands (customer orientation), a workplace culture that supports diversity, and building a workplace filled with spirituality (Widyanty et al., 2020). Competence is the characteristic of a person associated with superior performance and demonstration of certain talents in the practice and application of the knowledge necessary to do a job. It is also defined as underlying characteristics which can be in the form of motives, traits, skills, aspects of a person's self-image, social role, or knowledge (Bayar et al. 2020, Georgescu et al., 2020; Haseeb et al., 2019). These characteristics are revealed in observable and identifiable behavioral patterns related to job performance and usually encompass knowledge, skills, and abilities (Skorková, 2016).

2. Research Method

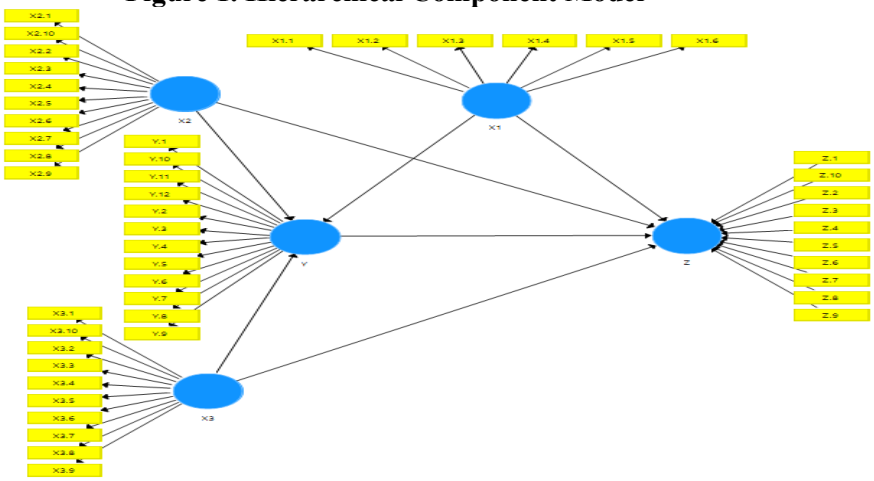
This is a causality study that is directed to describe the existence of a causal relationship between several situations in the variable. The sample was 486 public servants in echelon II, III, and IV. Also, several terms were used, which provide operational definitions in order to be a guide. The operational variables are presented in Table 1:

Table 1. The operational variable

No.	Variable	Indicator
1.	Local Government Performance (Z)	1. Input 2. Output 3. Outcome 4. Benefits 5. Impact
2.	Innovation (Y)	1. New Service 2. Process Innovation 3. Administrative Innovation 4. System innovation 5. Conceptual Innovation 6. Radical Change in Rationality
3.	Leadership (X1)	1. System Oriented 2. Value Oriented 3. Oriented to the implementation of Leadership
4.	Organizational Culture (X2)	1. Ethical Culture 2. Innovative Culture 3. Service Orientation Culture 4. Culture Supports Diversity 5. Spiritual Culture
5.	Competence (X3)	1. Values 2. Ethics 3. strategic thinking 4. Engagement 5. Management Excellence

A quantitative method with partial least squares (PLS) analysis tools were used (Sun et al., 2018). Furthermore, quantitative testing was carried out to test field data that were obtained based on theoretical and empirical studies. The validity and reliability of the relationship between the indicators and latent variables (outer or measurement models), as well as the relationship between the variables, were determined by testing the hypothesis (inner or structural models). The quantitative analysis used a hierarchical component model with stages of the process as shown in Figure 1 below:

Figure 1. Hierarchical Component Model



3. Result and Discussion

Data analysis using PLS-SEM needs to go through at least five processes, where each stage affects the following. These stages include model conceptualization, determination of algorithm analysis method, determination of resampling method, drawing the path diagram, and model evaluation. All stages need to be completed before further analysis to ensure the validity and reliability of elements (Table2) in each evaluation before establishing a relationship between the constructs.

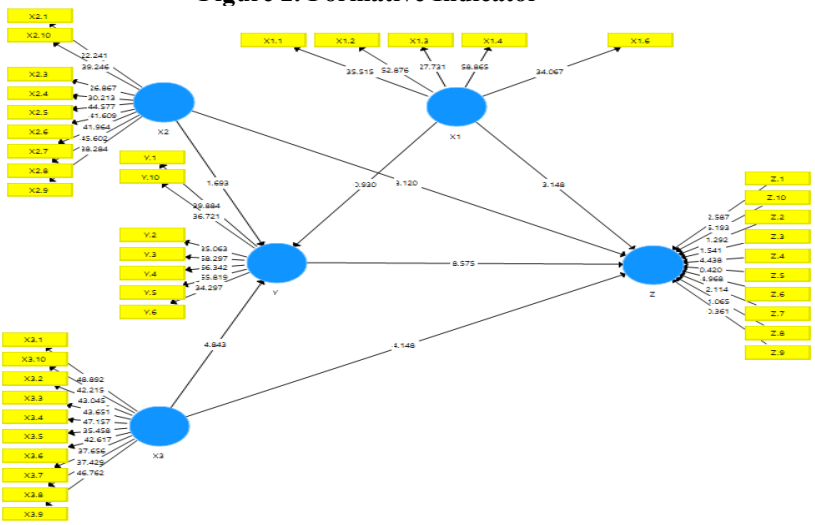
Table 2. Discriminant Validity Test

	X1	X2	X3	Y	Z
Leadership (X1)	0.810				
Organizational Culture. (X2)	0.704	0.769			
Competence (X3)	0.804	0.792	0.812		
Innovation (Y)	0.458	0.469	0.532	0.843	
Local Government Performance (Z)	0.671	0.661	0.733	0.708	

3.1 Measurement Model - Outer Model

Figure 2 is containing the formative indicator.

Figure 2. Formative Indicator



In the Regional Government Performance Variable (Z), the outer model evaluation was conducted by Bootstrap. The result showed the outer weight value for the indicator is from Bootstrap, which is looking at the T-Statistic value, as shown in Table 3.

Table 3 Bootstrap Results of Local Government Performance (Z)

Indicator	Outer Weight	Sig.	VIF	Loading Factor	Conclusion
Z.1	0.133	0.011	2,590	0.749	Significant
Z.2	0.064	0.222	2,439	0.725	No Sig.
Z.3	0.090	0.107	3.084	0.823	No Sig.
Z.4	0.245	0.000	3,239	0.859	Significant
Z.5	0.027	0.691	2,767	0.799	No Sig.
Z.6	0.278	0.000	2,634	0.859	Significant
Z.7	0.105	0.024	1,849	0.639	Significant
Z.8	0.013	0.293	1,594	0.558	No Sig.
Z.9	0.021	0.710	2,289	0.707	No Sig.
Z.10	0.248	0.000	2,498	0.816	Significant

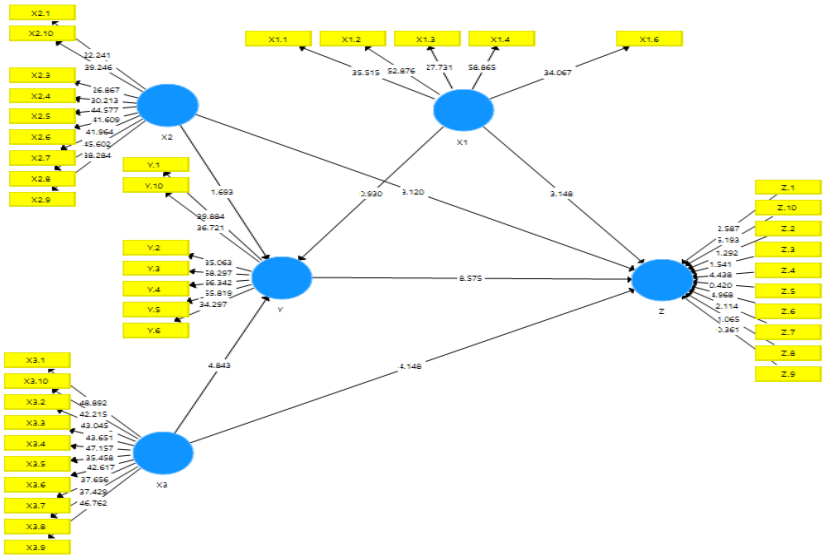
From the bootstrapping results, the indicator value Z.1 is obtained; Z.4; Z.6; Z.7; and Z.10 are significant which is indicated by the outer weight value that is greater than 0.05 and a sig value of <0.05. However, the outer weight indicator Z.2; Z.3; Z5; Z.8; and Z.9 were not significant because they were less than 0.05 and sig of >0.05. According to Garson (2016), the significance of the measurement item weight has the following provisions:

a. When the weight is significant, the measurement item is included in the model.
b. When the weight is not significant but the Loading Factor (LF) is > 0.5, then it is included in the model.
c. When the weight is not significant but the Loading Factor (LF) is < 0.5, then the indicator is omitted.

From the processing results of several indicators above, even though Z.2; Z.3; Z5; Z.8; and Z.9 are not significant because they are smaller than 0.05 and sig value > 0.05, the indicator has a Loading Factor value > 0.5 and a VIF value < 5, hence, it can still be used.

Measurements with reflective indicators show a change in construct when other indicators in the same construct change (or are removed from the model). The linearity assumption test was used to determine whether the model is appropriate in describing the relationship between the variables studied, hence; it is categorized as a good model. Furthermore, the measurement model was used to test the construct validity and instrument reliability. The results of the outer model test are described in Figure 3 as follows:

Figure 3. Loading factor at reflective indicators



The measurement model evaluation (outer model) was carried out for each PLS scheme used, including the path, centroid, and factor schemes. Meanwhile, the measurement model evaluation for reflexive indicators includes evaluating their validity and reliability on the latent variables. Validity is a measure that describes the correlation between reflexive indicator scores and latent variables. The evaluation begins by looking at the validity indicators shown by the loading factor value (λ), when the factor value (λ) is 0.7, then the indicator is said to be valid.

However, when it is < 0.7, it will be excluded from the model (Sarstedt et al., 2020). The valid indicators that will be the next data processing are shown in Figure 3.

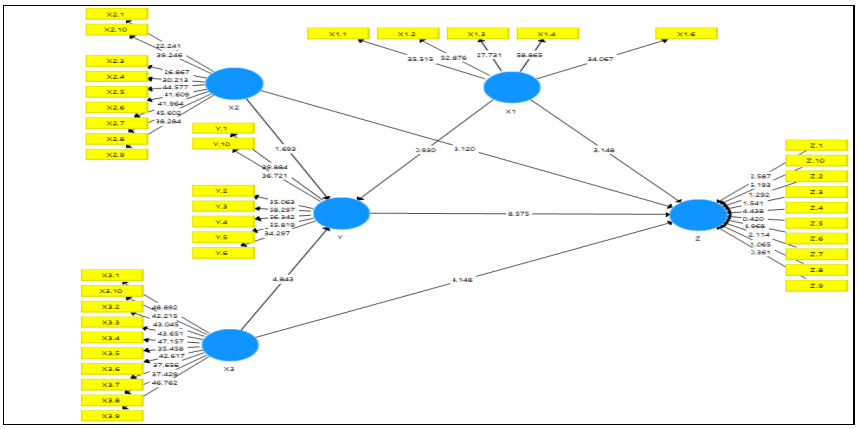
After performing summarization and reduction of the indicators, the next step is to test construct reliability. The results are shown in Table 5.

Table 5 Construct Reliability

Parameters	Cronbach's Alpha	Rho_A	Composite Reliability	Average Variant Extrated
Leadership (X1)	0.868	0.874	0.905	0.656
Organizational Culture (X2)	0.913	0.913	0.928	0.591
Competence (X3)	0.943	0.943	0.951	0.660
Innovation (Y)	0.932	0.934	0.945	0.711
Local Government Performance (Z)		1,000		

The rule of thumb which is usually used to assess construct reliability, namely the value of composite reliability needs to be greater than 0.7 for confirmatory studies and 0.6 - 0.7 for exploratory (Wiyono, 2013; Sarstedt et al., 2020). The table above shows the value of Cronbach's alpha and composite reliability of all variables which are greater than 0.7. Furthermore, the overall average variance extracted value is above 0.5, hence, it meets the reliability requirements. The evaluation of the Inner model can be seen in Figure 4.

Figure 4. Inner Model Test



Source: Author's computation

The structural model evaluation was carried out to determine the relationship between latent constructs that have been previously hypothesized. Also, the measures used to evaluate the structural model (inner model) are Q-square.

Table 6 Test Results of Goodness of Fit Model (Q-square)

Variable	R^2
Local Government Performance (Z)	0.698
Innovation (Y)	0.290
$Q^2 = 1 - [(1 - R1\ 2) (1 - R2\ 2)]$ $Q^2 = 1 - [(1 - 0.698) (1 - 0.290)] = 0.786$	

Testing the model quality was carried out to determine the effects between the variables. The provisions in the effect size (f2) are: when the f2 value is < 0.02, there is no effect, the F2 value between 0.02 - 0.15 has a small effect, the F2 value of 0.15 - 0.35 has moderate, and F2 value > 0.35 has large. The results of the F2 assessment are presented in Table 7:

Table 7. F square

	X3	X1	X2	Y	Z
X3				0.048	0.048
X1				**0.003**	0.051
X2				**0.008**	**0.018**
Y					**0.298**
Z					

The value of innovation effect (Y) on the performance of local government (Z) is 0.298, which is categorized as having a moderate effect, while the influence of other values is categorized as large.

The Standardized Root Mean Square Residual (SRMR) value that meets the criteria for the measurement fit model is less than 0.10 or SRMR < 0.10. The SRMR result in this study was 0.067 < 0.10, hence, the model is believed to still have good criteria.

The next step is testing the parameters for the structural model, and the hypotheses used are:

$$H0 : ij = 0 \qquad H1 : ij\ 0$$

Bootstrapping results for the structural model are in Table 8.

Table 8. Structural Model Hypothesis Testing

Hypothesis	Direct Influence	Original Sample	t- stats	p-value	Results
H1	X1 → Y	0.064	0.913	0.362	Rejected
H2	X2 → Y	0.118	1,875	0.061	Rejected
H3	X3 → Y	0.387	5,023	0.000	Accepted
H4	Y → Z	0.427	8,909	0.000	Accepted
H5	X1 → Z	0.169	3,095	0.002	Accepted
H6	X2 → Z	0.130	3.026	0.003	Accepted
H7	X3 → Z	0.268	4,078	0.000	Accepted

Hypothesis	Direct Influence	Original Sample	t- stats	p-value	Results
H8	X1 → Y → Z	0.0027	0.886	0.376	Rejected
H9	X2 → Y → Z	0.051	1,839	0.067	Rejected
H10	X3 → Y → Z	0.387	4,325	0.000	Accepted

The results of the ten proposed hypotheses showed six were accepted and four were rejected. The six accepted are H3, H4, H5, H6, H7, and H10, and five of them are the direct influence of leadership, organizational culture, competence and innovation on local government performance, as well as competence on innovation. Meanwhile, the indirect influence is competence on performance through innovation. The rejected hypotheses are the direct influence of leadership and organizational culture on innovation (H1 and H2), as well as the indirect influence of both on local government performance through innovation (H8 and H9).

3.2 Discussion

The relationship between leadership and innovation shows that the Regent and Head of Regional Apparatus Organizations (OPD) can function in accordance with the vision of the government and promote the realization of economic progression. Also, leadership needs to be value-oriented where the Regent and the Head always promote their employees to further develop themselves and promote enthusiasm. This ultimately aims to achieve the vision and mission of the local government, motivate employees to be more passionate about work, and be innovative in providing services to the community.

The results of this study are not in line with those (Lewis et al., 2018; Moussa et al., 2018a; Adams et al., 2018). However, it is in accordance with (Liao et al., 2017) that leadership in domestic financial organizations in Taiwan cannot directly influence innovation. This study also confirms that leadership can only indirectly affect innovation in organizations, but this does not mean its impact is not important.

The relationship between organization culture and innovation showed culture is getting stronger, and well implemented, with a focus on its supporting diversity. The relationship between competence and innovation showed that by prioritizing competence on ethical indicators, the Regent and Head of OPD could provide a good example and prioritize strategic thinking in facilitating employees to increase innovation in services. This aims to achieve the goals stated in the vision and mission. This study is in line with (Lestari & Juwana, 2021; Mondalizadeh & Javaheri, 2021; Setyowati et al., 2020).

The relationship between innovation and local government performance showed the innovation factor through the system is the most dominant indicator in reflecting the variable in the context of improving performance. The local government carries out its respective tasks and functions, specifically in developing breakthroughs for organizational improvement and those that are directly related to community

services. These are expected to create good performance in accordance with the wishes of the community and the objectives stated in the vision and mission.

These results are not in line with (Alrowwad et al., 2020) who stated that innovation does not affect performance either directly or indirectly. However, the results of this study are in line with those (Schuldt & Gomes, 2020; Zhang et al., 2019).

The relationship between leadership and local government performance showed the Regent and Head are able to function effectively, which is adjusted based on the system. They intensely communicate the vision and mission and also promote the realization of economic progress (Grondys et al. 2021; Nicolescu et al., 2020; Kinnunen et al., 2019). Leadership needs to be value-oriented which always promotes employees to prioritize regional interests and facilitate motivation (Androniceanu et al., 2020; Androniceanu, 2019; Ciobanu et al., 2019). Furthermore, the opinions on the progress of local government can be increased (Khan et al., 2020) (Alrowwad et al., 2020). The results of this study are not in line with (Yuhertiana & Fatun, 2020) who stated that leadership does not have a direct impact on LGP. Instead, it mediates the indirect influence of managerial performance on local government (Siekelova et al., 2019).

The relationship between organizational culture and local government performance showed that the employee culture in Padang Lawas Utara Regency Government is stronger, and can be properly implemented when it focuses on supporting diversity, specifically respecting employee heterogeneity and different views. The performance can also be improved by a spiritual and service orientation culture, specifically in terms of cooperation. This is because employees will be able to build relationships in work units, thereby improving the service quality. Furthermore, it has an impact on improving performance because of the attitude of openness among employees to establish good relations with each other, specifical cooperation within work units.

The relationship between competence and performance showed that prioritizing competence provides good examples, and being strategic can facilitate employees to improve innovation. Furthermore, it has an impact on improving performance because of the attitude of openness among employees.

4. Conclusions

The local government performance model in this study used a different indicator measurement system from previous literature. Furthermore, the performance model is formative and it refers to input, output, outcome, benefit and impact, while previous studies used a reflective indicator model (Ateh et al., 2020) (Alrowwad et al., 2020; Santoso et al., 2018).

The loading factor measurement with the greatest influence on this study is the outcome, namely the local government performance report. This proved that measuring the results is more difficult than the output as stated by (Ledford, E and

Benjamin, 2018) (United Nations Economic Commission for Europe, 2017) (Ateh et al., 2020) that the performance of the local government in Paluta is still based on output.

The results of this study found that a leader with a leadership spirit is considered the most crucial factor in increasing innovation and creativity (Pujiono et al., 2020). However, it was found that leadership has no significant effect on innovation. These results support the theory (Moussa et al., 2018) that the small number of innovations in the public sector is due to little understanding of how it works. Furthermore, (Arundel et al., 2019) stated that "successful innovation will not thrive in traditional bureaucratic models". This is evidenced by a rigid organizational culture in the public sector that does not significantly affect innovation.

The results showed the variable with the greatest direct influence was innovation, but it was unable to mediate the indirect influence of leadership and organizational culture on performance. However, innovation mediates the influence of competence on local government performance.

This study examined the effect of innovation as a mediating variable of the influence of each leadership and organizational culture on local government performance, which showed insignificant results. Therefore, it is recommended that future studies can retest using different indicators or replace them with other variables.

Authors Contributions

The authors listed have made a substantial, direct, and intellectual contribution to the work, and approved it for publication.

Conflict of Interest Statement

The authors declare that the research was conducted in the absence of any commercial or financial relationships that could be construed as a potential conflict of interest.

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