

MANAGERIAL INNOVATION EFFECTS IN PUBLIC CULTURAL INSTITUTIONS – MONITORING ISSUES

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Abstract

Background. It is essential to develop methodology for the collection of innovation data in the public sector. It pertains also to monitoring the outputs and outcomes of managerial innovations. As the methodology must be sensitive for public subsector specificity, this paper is focused only on public cultural institutions.

Research aims. The aim of this paper is to find a conceptual framework of effectiveness which might be used for monitoring the outcomes of managerial innovation implemented in public cultural institutions, and investigate to what extent such outcomes, perceived by their managers, are coherent with the chosen framework of effectiveness.

Method. The search for an appropriate framework of effectiveness was based on a scientific literature review. Exploration of actual managerial innovation results was based on an in-depth and partially standardized interview with ten managers directly engaged in the implementation process of innovation.

Key findings. Among several conceptual frameworks of effectiveness accountability-based effectiveness has been recognized as the most adequate to underlie investigating managerial innovation outcomes in public cultural institutions. The managerial innovation outcomes perceived by the interviewed managers embraced three dimensions of accountability-based effectiveness. This is accountability for self-development of the institution; development of institution's staff; and acting on the sake of the audience (customers) and local community. Many other dimensions were omitted.

Keywords: Innovation, Management, Effectiveness, Cultural institution, Outcome assessment

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INTRODUCTION AND BACKGROUND

The impact of innovation on economic growth has been well recognized (*Oslo Manual*, 2005; *Green Paper on Innovation*, 1994). In turn, it also points to a direction for further research, encompassing the impact on non-economic aspects of growth, especially pertaining to innovations in public and nongovernmental organizations.

As emphasized in the *Oslo Manual* (2005, p. 16), it is essential to develop methodology for the collection of innovation data in the public sector. Among many aspects of this suggestion, embracing for instance the processes of developing, implementing and enhancing innovations, is the one

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comprising monitoring of the innovation outputs and outcomes, which itself is a complex phenomenon. It is mainly due to the variety of outcomes and the scope of the public sector, which may be perceived from the perspective of a single organization or a system. Moreover, the public sector embraces many types of activity with different specificity, like national security, economy, education, health care, social care, or culture etc. Therefore, monitoring the outputs and outcomes of innovations must be sensitive for subsector specificity. Moreover, building a comprehensive and coherent methodology for the collection of innovation data in the public sector must follow the induction logic and have rather incremental character. Following these conditions and needs the aim of this paper is to:

1. Find a conceptual framework of effectiveness which might be used for monitoring the outcomes of managerial innovation implemented in public cultural institutions. This framework should especially embrace the perspective of a single institution, not the system.
2. Investigate to what extent the effects of implementing managerial innovation in public cultural institutions, perceived by their managers, are coherent with the chosen framework of effectiveness.

The Conceptual Framework of Innovation

Innovation has been well explored by researchers representing different fields, such as business and management, economics, organization studies, innovation and entrepreneurship, technology, science and engineering, knowledge management and marketing (Baregheh, Rowley & Sambrook, 2009). Despite, or maybe due to these achievements the definition of the phenomenon still causes problems (Cooper, 1998; Białoń 2010). A classic definition, like Schumpeter's (1934, p.66), considers an innovation as: (a) an introduction of a new production method, product or its quality, (b) the opening up of a new market or a new source for raw materials or semi-manufactures, or (c) the creation of a new organizational structure in industry. Another often quoted definition was given by Damanpour (1996), who conceives innovation as: "a means of changing an organization, (...)new products or services, new process technology, new organization structure or administrative systems, or new plans or programs pertaining to organization members" (Damanpour, 1996, p. 694). A more contemporary approach defines an innovation as "the implementation of a new or significantly improved product (good or service), or process, a new marketing method, or a new organizational method in business practices, workplace organization or external relations" (*Oslo Manual*, 2005, p.46). This definition, however useful and widely applied in research, is not flexible to use in social or cultural contexts. Therefore, it is noteworthy to recall the definition of workplace innovation, which may be considered as



a broad definition of innovation – “the intentional introduction and application within a role, group or organization of ideas, processes, products or procedures, new to the relevant unit of adoption, designed to significantly benefit the individual, the group, the organization or wider society” (West & Farr, 1990, p. 9).

Those definitions reflect the basic concept of innovation, however, they do not give it its comprehensive picture. Thus, some complex models of innovation have been created too. For instance Cooper (1998) claims that every innovation is defined at the same time by three dichotomous dimensions, which are: (a) product versus process, (b) radical versus incremental, and (c) technological versus administrative, however some innovations appear to be uni- or even bi-dimensional in nature. Baregheh et al. (2009) examined 60 definitions from aforementioned fields, and synthesized six attributes of the innovation process, such as:

1. Stages of innovation: creation, generation, implementation, development, adoption;
2. Social context: organizations, firms, customers, social systems, employees, developers;
3. Means of innovation: technology, ideas, inventions, creativity, market;
4. Nature of innovation: new, improve, change;
5. Type of innovation: product, service, process, technical;
6. Aim of innovation: succeed, differentiate, compete.

As a result of their studies they defined innovation as “the multi-stage process whereby organizations transform ideas into new/improved products, service or processes, in order to advance, compete and differentiate themselves successfully in their marketplace” (p.1334). In turn, Crossnan and Apaydin (2010) presented the most complex multi-dimensional framework of innovation based on broad literature studies consisting of 525 of the most cited or up-to-date positions. The model encompasses three determinants, such as:

1. Individual and group level focused on leadership, encompassing: Chief Executive Officer's, Top Management Team's and Board of Directors' ability and motivation to innovate;
2. Organizational level focused on managerial levers, embracing: (a) mission, goals and strategy, (b) structure and systems, (c) resource allocation, (d) organizational learning and knowledge management, (e) organizational culture;
3. Process level focused on business processes, including: (a) initiation and decision-making, (b) portfolio management, (c) development and implementation, (d) project management, (e) commercialization.



These determinants have an impact on two dimensions of innovations, which were described as (Crossnan & Apaydin, 2010):

1. Innovation as a process, comprising: (a) individual, group or firm level, (b) driver, such as resources or market opportunity, (c) top-down or bottom-up direction, (d) source, such as invention or adoption, (e) locus – firm or network, (f) tacit or explicit nature;
2. Innovation as an outcome, embracing: (a) form, such as product, service, process or business model, (b) incremental or radical magnitude, (c) referent, such as firm, market or industry, (d) administrative or technical type, tacit or explicit nature.

The aforementioned research confirmed that the effect of innovation is one of the key research areas. Presented definitions and frameworks of innovation significantly indicate an orientation towards exploration of the phenomenon in business organizations. Hence, a need, as indicated in the *Oslo Manual*, to explore innovations in the public sector and methods to assess their impact is still vital and urgent. From the aforementioned concepts of innovation the most adequate for public organizations is the one given by West & Farr (1990), as it considers the widest scope of innovation effects important to individuals, groups, organizations and wider society. This scope is coherent with public interest, which is considered to be one of the key distinctions of public management (Kozuch, 2004, p.51). Therefore, it must be taken as a starting point in the construction of any method of collecting and assessing data concerning innovation in the public sector.

Managerial Innovation Outcomes in Cultural Institutions

Building a framework of innovation outcomes in public cultural institutions must refer to previous research. Some researchers indicated that innovations in the public sector lead to increased trust and satisfaction (Vigoda-Gadot, Shoham & Schwabsky, 2008). Thus, the innovation outcomes are perceived in terms of people's needs and attitudes. This aspect is important in the context of criticism of New Public Management oriented mainly on organizational efficiency. This concern was raised for instance by Hess and Adams (2007) or Parsons (2006). Although it is pertaining to the public sector in general, it also applies to public cultural institutions. More specific research focused on the cultural sphere has been conducted by Garrido and Camarero (2010), who revealed how unexplored this field is. Despite that, some results are known, they do not encompass only managerial innovation (Table 1).

Those research results indicate several useful findings concerning monitoring the outcomes of innovations from the perspective of a single institution, such as (a) including positive and negative factors, (b) containing internal and external factors, (c) encompassing the chain of innovation outcomes including the effects of innovations and changes caused by the



initial innovation, (d) embracing the large scope of outcomes, reflecting the interests of numerous stakeholders. The first two conclusions seem rather obvious and do not need further explanation.

Table 1. Researches on Innovation Outcomes in Cultural Organizations

Author	Indicated relation between innovation or innovativeness and its effects
Garrido & Camarero (2010)	Orientation of museums towards knowledge caused (a) increases in social and economic effectiveness, (b) implementations of product innovation in big institutions, (c) implementations of organizational and technological innovation in small and big museums
Garrido & Camarero (2010)	Organizational innovation influence on (a) technological and product innovations, (b) efficiency in small organizations, (c) social effectiveness (indirectly)
Gainer & Padanyi (2002)	Marketing orientation has an impact on organizational culture, which, in turn, leads to increased customer satisfaction and more effective fundraising. Customer satisfaction has an impact (positive or negative) on the reputation among different stakeholders. A better reputation caused by the artistic level has more impact on financial resources than customer satisfaction
Wilson & Boyle (2004)	Partnerships with other cultural institutions lead to (a) better access to knowledge, and human and financial resources, (b) better realization of cultural projects and investment projects

Source: own elaboration.

The other two are dimensions of the same problem – what is the best scope of innovation effects, and how should they be monitored in public cultural institutions? The first perspective is pertaining to a situation that one innovation leads directly to other innovations, thus causes outcomes indirectly. These should not be taken into account, as it would cause serious monitoring problems, like multiplying the real outcomes, and in turn falsify the research results. The second perspective narrows the problem to the scope of stakeholders who should be taken into account. This leads to the question of which framework of effectiveness is the most appropriate for this purpose.

Frameworks of Effectiveness

There are several approaches to the organizational effectiveness (Love & Skitmore, 1996; Kelley, 1978; Cameron, 1986, p. 542), however they can be grouped into three main categories (Bielski, 1996). Firstly, one perceives effectiveness from the perspective of the relation between input and output and achieving the aims which were planned. The second one emphasizes the ability of the organization to survive and develop. In this approach the key role may be the ability to gain the necessary resources and/or to increase or maintain the optimal system efficiency, and/or to build advantageous relations with the environment. The third ap-



proach is a synthesis (to some extent) of the two previous approaches, and is based on the assumption that there is no one, universal criterion of effectiveness, and therefore many of them must be applied. The collation of those approaches is presented in Table 2.

Table 2. General Frameworks of Effectiveness

Approach	Dimensions of effectiveness
Goal Attainment (Praxeological)	effectiveness; advantageousness; efficiency
System orientation	ability to gain resources from the environment; survival and development; system efficiency
Multicriteria orientation	material effectiveness; economic effectiveness; system effectiveness; „political” effectiveness; political effectiveness; cultural effectiveness; behavioral effectiveness

Source: own elaboration based on Bielski (1996, pp.104-123).

This division is similar to the one described by Love and Skitmore (1996), which distinguishes (a) the goal attainment approach, (b) the systems resource approach, (c) the strategic constituencies approach, and (b) the competing values approach. The first one is the same as proposed by Bielski (1996), while the next two point to two dimensions (resource oriented and constituencies oriented) which Bielski (1996) included in the systems approach. The competing values approach seems to perceive conditions of effectiveness as the effectiveness itself. However, one of the assumptions of the competing values approach is that organizations at the same time can be evaluated in different ways (Love & Skitmore 1996, p.8) which is similar to a multi-criteria approach.

As West & Farr (1990) indicated in their definition of innovation, and as Kożuch (2004) perceives public interest as the main and universal purpose of public organizations, only a multi-criteria approach to effectiveness is adequate to investigate and evaluate the outcomes of managerial innovations in the public sector. Moreover, this approach seems to be open to various stakeholders perspectives, and thus is compatible with several important premises of contemporary management. These are: (a) balancing the interests of different groups, reflected by such concepts as sustainable development, territorial management, corporate social responsibility, organizational publicness, and (b) the criticism of a global management context, reflected by negative aspects of market managerialism or (c) atti-



tude to the “other” reflected by the clash of civilization (Lewandowski, 2011). In fact, the concept of effectiveness based on the stakeholders theory (not necessarily called like that) is not new (Conolly, Conlon & Deutsch, 1980; Keeley, 1978) and underlies for instance the strategic constituencies approach, which actually represents the system approach and the multi-dimensional one. The strategic constituencies approach has been criticized though, because (Kulikowska-Pawlak, 2010, p. 78):

1. Effectiveness may be variously perceived, depending on the strength of particular stakeholders group;
2. Almost every activity meets the expectations of different stakeholders, but to different extents;
3. Organizational resources are limited, thus increasing satisfaction of one group of stakeholders at the expense of the satisfaction of the others.

Nevertheless, the literature review revealed that stakeholders' multi-dimensional oriented framework of effectiveness is essential to assess organizational effectiveness, and thus the outcomes of managerial innovation. In contemporary literature devoted to management another framework has been proposed – accountability-based effectiveness (Lewandowski, 2011, 2013a). It is based on the assumption, that the creation of effectiveness rules must include the needs of stakeholders, but does not imply maximization of their satisfaction. Instead, the most important need is the balance and moral obligation to respond to everyone or anything that has an impact on the organization's activity (Lewandowski, 2011). Of crucial importance is the moral context, which means that an organization and the people constituting it have an obligation to it based on their role not on their choice. No one chooses to be or not to be accountable for one's own actions. One is responsible because it is the nature and essence of the relation between action and consequence. This assumption refers to *agathos* concept – to be *agathos* means „to do, what is ones duty, do it well, using one's capabilities and skills necessary for what this person is duty bounded to do in others sake” (MacIntyre, 2007, p.63). Thus, this approach allows us, for instance, to apply the 'harm less' attitude, suggested by Kelley (1984). The dimensions of accountability-based effectiveness are presented in Table 3, where they are divided into internal and external factors.

This approach also allows to capture the balance between internal and external factors better than other effectiveness frameworks, which were oriented mainly on internal or artistic aspects of cultural institutions activity (Turbide & Laurin, 2009, p. 56-68; Gainer & Padanyi, 2002, p. 182-190; Krug & Weinberg, 2004, p. 325-341). Reeves (2002, p. 63-64) makes an exception, however in this case the external orientation is not as broad as in accountability-based effectiveness.



Accountability-based effectiveness was chosen for collation with the results of managerial innovation implemented in public cultural institutions due to the fact that it is one of the most contemporary and ethics oriented frameworks of effectiveness.

Table 3. The Dimensions of Accountability-Based Effectiveness

Organizational environment type	Dimensions of accountability-based effectiveness
Internal	owners; organizational survival and development; staff
External	customers and local community; majesty of the law ; natural environment; economy; policies (labour, social etc.); other organizations and institutions

Source: own elaboration based on Lewandowski (2011, 2013a).

It also allows to capture the conflicts of interests between dimensions. Moreover, it has also been applied in strategic management evaluation (Lewandowski, 2013b).

METHOD

In the literature or previous research exploring innovation several methods have been used, such as (a) innovation landscape methodology (Ross, Kleingeld & Lorenzen, 2004), (b) content analysis (Baregheh et al., 2009), (c) questionnaires and experiment (Anderson, De Dreu & Nijstad, 2004), and (d) literature-based indicators of innovation output – LBIO (*Oslo Manual*, 2005). Although useful for different scientific purposes, these methods are not very helpful in examining if a chosen framework of effectiveness is useful for monitoring the outcomes of managerial innovation implemented in public cultural institutions. The exception is a questionnaire, which was used in this research.

It had a form of an in-depth and partially standardized interview with ten managers from top and middle level management directly engaged in the implementation process of innovation. Collected data was interpreted according to the method described as a condensation of matter. The interview consisted of five questions:

1. What results did you expect after implementing managerial innovation?
2. What are the real results of implementation this managerial innovation? What may be perceived as positive?



3. What has changed in your institution due to the implementation of managerial innovation?
4. What other changes in management, small or big ones, were caused by the implementation of managerial innovation?
5. How would you describe the relations between implementation of managerial innovation and effectiveness of your institution?

The research was conducted in three public cultural institutions in Poland. They were chosen from among 30 institutions which met the following criteria:

1. Managerial innovation was implemented after 2005 and this process was completely or significantly finished by the end of 2010;
2. Institutions had various organizational complexity;
3. Institutions implemented different types of managerial innovation;
4. Institutions were located in different regions of Poland;
5. Implemented managerial innovation was pertaining to the whole institution.

These organizations were Cracow City History Museum, Museum of Art in Łódź, and The Culture Center in Legnica (Muzeum Historyczne Miasta Krakowa, Muzeum Sztuki w Łodzi, Legnickie Centrum Kultury). The implemented managerial innovations were respectively: strategic management, total quality management (based on ISO), and reengineering.

RESULTS

Accountability-Based Effectiveness versus Managerial Innovation Outcomes

The managerial innovation outcomes perceived by the interviewed managers of Polish public cultural institutions embraced only three dimensions – accountability for (a) self-development of the institution, (b) development of staff, and (c) audience (customers) and local community. The results are presented in table 4, and are already collated with the framework of accountability-based effectiveness.

It is noticeable, that although there are internal and external factors mentioned, both groups comprise only the positive outcomes of implementing managerial innovation. Apart from that, the interviewed managers did not indicate any accountability for:

1. Compliance with the law (except one statement pointing to difficulties with settling EU funds for a project which was gained as a consequence of increased organizational potential);
2. Acting ecologically for the sake of the natural environment;
3. Having an impact on the economy;
4. Supporting public policies;
5. Causing the consequences to other organizations and institutions.



Table 4. Managerial Innovation Outcomes Collated with the Accountability-Based Effectiveness Framework

Outcome category	Before implementation	After implementation
Accountability for self-development of institution		
Management	Lack of management, chaos; Old fashioned, vertical structure and short term planning and acting; Inefficient organizational structure; Demotivating system of prizes and bonuses	Increased staff motivation and engagement; Enabling the control system by monitoring the achievement of aims and tasks; Better decision making (decisions based on analysis and diagnosis) and planning (vision, long term planning); Improved coordination – putting the tasks in order, well organized work
Efficiency of the organization and staff	No attention to costs; Overstaffing	Good cooperation between the departments, smooth realization of tasks where more departments were involved; Increased organizational potential, team capable of handling big projects and world class events; Effective and efficient communication including the appearance of bottom-up direction, better transfer of information and more staff initiative
Institution's ability to survive	Inability to undertake and finalize many types of projects; Stagnation and lack of novelty in the offer; Inadequate knowledge; Insufficient competences pertaining to new technologies; Insufficient financial and material resources	Ability to gain key resources (financial, material and knowledge); Self-assessment and self-improvement of staff; Increased innovativeness (ability to create and realize an innovative cultural projects); Better effectiveness; Institution's development; Better recognition and improved image
Accountability for development of staff		
Interpersonal relations	Bad atmosphere at work; Internal conflicts	Better interpersonal relations; Team spirit and good atmosphere at work
Existential needs	Low salaries	Increased salaries; Avoiding of dismissals
Self-realization	–	Satisfaction from ambitious projects; Increased self-esteem and feeling that one's work matters
Development	Lack of career planning and staff development patterns	Development of staff through trainings;
Accountability for audience (customers) and local community		
Product	Lack of novelty;	Increased quality of cultural offer;
Audience and community	Lack of realizing elementary tasks	Increased general attendance; Increased attendance on "difficult" events
Customer	–	Orientation towards customer

Source: own elaboration based on research.



There are several probable reasons which might have been the cause of omitting those groups of outcomes: (a) managers do not think in such categories, (b) the questions somehow suggested the answers, (c) such outcomes did not occur, (d) managers forgot about them (interviewees didn't know the questions before). The parts of utterances which were not the answer for the specific question, but were given to explain the context or the situation of the institution in the process of implementing managerial innovation, imply that actually there occurred some outcomes that may pertain to the omitted dimensions of accountability-based effectiveness. For instance, implementing managerial innovations lead to the creation of more workplaces. In turn, such an outcome impacts the labor policy by decreasing unemployment (here more important than the number is the fact).

DISCUSSION AND CONCLUSIONS

The research indicated the main categories of managerial innovation outcomes important for managers of researched public cultural institutions in Poland. Referring to the accountability-based effectiveness these categories comprised accountability for self-development of the institution; development of the institution's staff, and for its audience (customers) and local community. In turn, large parts of the potential outcomes have not been revealed. It might have been caused by the effectiveness construct which the managers had in their minds or implied by the questions, or the managers simply forgot about them. Otherwise, it seems that the outcomes simply did not occur. It allows us to form several conclusions pertaining to the methodology of monitoring the outcomes of managerial innovation implemented in public cultural institutions:

1. There is a need for a complex effectiveness framework, which would allow us to encompass the variety of managerial innovation outcomes or verify that they did not occur. Moreover, it should also be sensitive for subsector specificity. Such a framework might be accountability-based effectiveness.
2. Although the accountability-based effectiveness framework is adequate for this purpose, factual research must be based on some more advanced and extended methods, as the interview, even an in-depth one, is insufficient. Therefore a triangulation of methods is highly recommended.
3. The framework of effectiveness used as an instrument to monitor innovation outcomes allows us to collect information. Its interpretation is up to any individual getting familiarized with them. Thus, the effectiveness framework is like a thermometer, which shows the temperature. The same temperature may be perceived as cold by one individual, and at the same time as warm by the other.



In the end it is essential to notice the limitations of conducted research, which was limited to (a) one type of innovation (managerial), (b) one country specificity (Poland), and (c) one subsector of the public sector (culture). Therefore, the indicated conclusions should be empirically verified in other subsectors, countries and for other types of innovations.

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EFEKTY INNOWACJI MENEDŻERSKICH W PUBLICZNYCH INSTYTUCJACH KULTURY – PROBLEM MONITOROWANIA

Abstrakt

Tło badań. W literaturze przedmiotu coraz częściej podkreśla się potrzebę opracowania metod zbierania danych o innowacjach w sektorze publicznym. Dotyczy to także monitorowania efektów innowacji menedżerskich. Takie metody muszą być dostosowane do specyfiki sektora publicznego. W artykule skupiono się wyłącznie na innowacjach menedżerskich w publicznych instytucjach kultury.

Cele badań. Celem artykułu jest wskazanie koncepcji efektywności jako podstawy monitorowania rezultatów innowacji menedżerskich w publicznych instytucjach kultury, a także



poznanie stopnia w jakim koncepcja ta opisuje rezultaty innowacji postrzegane przez menedżerów badanych placówek kultury.

Metodyka. Poszukiwanie odpowiedniej koncepcji efektywności oparto na analizie literatury przedmiotu. Weryfikacja koncepcji efektywności została przeprowadzona na podstawie pogłębionych wywiadów, częściowo standaryzowanych, z 10 menedżerami bezpośrednio zaangażowanymi we wdrażanie innowacji menedżerskich w instytucjach kultury.

Kluczowe wnioski. Do badania rezultatów innowacji menedżerskich w instytucjach kultury najbardziej odpowiednia jest koncepcja „sprawności wobec”, która uwzględnia odpowiedzialności instytucji wobec różnych interesariuszy. Efekty innowacji postrzegane przez menedżerów instytucji kultury objęły trzy wymiary odpowiedzialności. Dotyczyły one samorozwoju instytucji, rozwoju jej pracowników oraz działań na rzecz jej odbiorców oraz lokalnej społeczności. Badani menedżerowie nie wskazali skutków innowacji w innych wymiarach.

Słowa kluczowe: innowacje, zarządzanie, efektywność, instytucji kultury, ocena rezultatów

