

Promoting a High-Performance Culture in Government*

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Abstract

This paper deals with cultural change in the South Korean government as a means to improve government performance. In order to diagnose organizational culture in the South Korean government, the authors employed a Korean-translated Organizational Assessment Survey (OAS) instrument to assess organizational culture in South Korean government agencies. This survey instrument is a useful diagnostic tool for describing employee perceptions concerning organization's policies, practices, and procedures in various dimensions. By focusing on leadership, rewards/recognition, and job satisfaction, the authors analyzed employee's perception on leadership and rewards/recognition. Furthermore, the authors analyzed those factors that affect employee job satisfaction. Teamwork, Rewards/Recognition, Training, Innovation, Use of Resources and Personal Experience positively affected job satisfaction. Contrary to our expectation, Employee Involvement and Customer Orientation negatively affected job satisfaction. Furthermore, Number of Years Worked in the Current Agency negatively affected satisfaction. By identifying which factors affect job satisfaction positively or negatively, it can help to change organizational culture that would lead to a high-performing organization.

1. Introduction

No organization can remain static without losing relevancy in a dynamic society. Marketers must continue to reach consumers whose tastes have changed, civic institutions must consider new methods of outreach to share their message with members of a new generation, and so too must the very institution charged by society with maintaining and improving society, the government, evolve in its method of providing services to the citizenry. Governments are now part of a global movement that has been described by many (Barzelay, 2001; Hood, 2000; Kim and Moon, 2002) as an era of new public management (NPM). Public cynicism and frustration with government have led to many policy developments to provide catalysts for high performance organizations. The current challenge is not to determine whether to change but how to change to increase organizational effectiveness and global competitiveness. In order to respond to such challenges, many organizations attempt to carry out various organizational initiatives. Without an alteration of the fundamental values and expectations of organizations, change remains superficial and short-term in duration. Failed attempts to change often produce cynicism, frustration, loss of trust, and deterioration of morale among organization members.

The successful implementation of such initiatives depends on having improvement strategies embedded in a culture change, but most organizational change initiatives are treated as techniques or programs of perfunctory change, and not as fundamental shifts in the organization's direction, values, or culture. Many efforts to improve organizational performance fail because the fundamental culture of the organization remains the same. Changing organizational culture is vital to the successful implementation of major improvement strategies as well as adaptation to the increasingly turbulent environment faced by modern organizations (Kim et al., 1995; Cameron, 1997; Cameron and Quinn, 1999).

Accordingly, this paper deals with cultural change in government as a means to improve government performance. It starts by reviewing what culture means and how to change in order to produce high-performance organizations. In promoting high-performance culture, leadership plays an important role, so the role of leadership and practical applications are discussed. In order to diagnose organizational culture in the South Korean government, we then surveyed 350 South Korean government employees by using a modified and translated version of the Organizational Assessment Survey (OAS) as an Organizational Culture Assessment Instrument (OCAI) that was designed by the U.S. Office of Personnel Management (OPM). A summary of statistical analyses and conclusions follow.

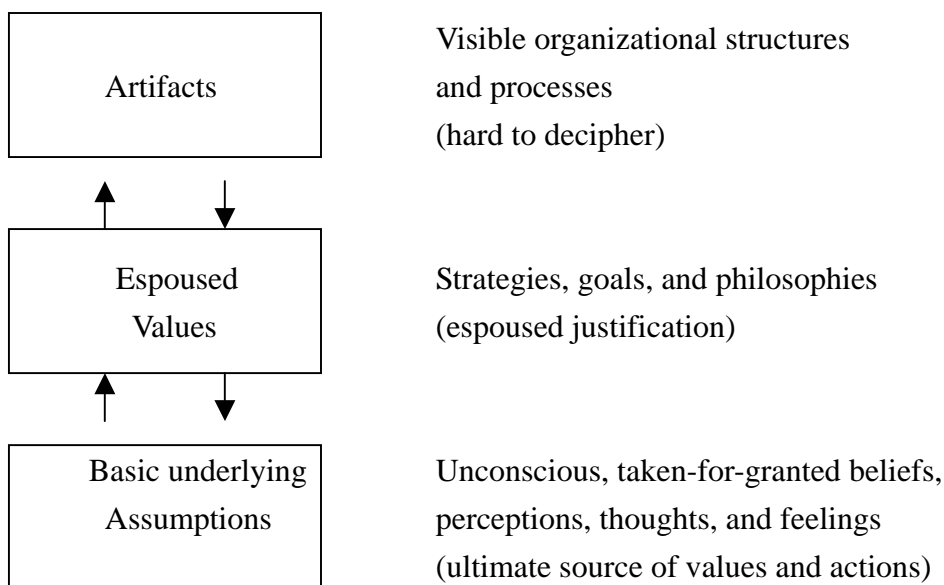
2. Study Background and Literature Review

2.1. The Nature of Culture

Culture conveys a sense of identity to employees, and provides unwritten (and often unspoken) guidelines on how to get along in an organization. Culture matters because it is a latent and often unconscious set of forces that determine both individual and organizational behavior. Organizational culture is relevant as cultural elements determine strategy, goals, and modes of operation. An organizational culture is reflected by what is valued, the dominant leadership styles, symbols, procedures, routines, and the definition of success that make an organization unique (Cameron and Quinn, 1999: 15).¹ Organizational culture has a powerful effect on the performance and long-term effectiveness of organizations (Trice and Beyer, 1993; Cameron and Quinn, 1999; Schein, 1993, 1996, 1997, 1999). The values and thought patterns of leaders and followers are determined by cultural backgrounds and shared experiences.

To make organizations more efficient and effective, it is important to understand the nature of culture in organizational life. Schein (1999) asserts that culture exists at several levels as shown in Figure 1. The levels of culture go from the easily observable to the virtually invisible.

Figure 1. Levels of Culture



Source: Schein (1999), p. 16.

¹ There are many kinds or levels of culture that affect individual and organizational behavior. At the broadest level, a global culture would be the highest level. At a less general level are subgroups such as national cultures, gender-based cultures, occupational cultures, industry cultures, and regional cultures. Still less broad is the culture of a single organization (Hofstede, 1980, 1991).

First, the easiest level to observe in an organization is that of artifacts such as organizational structures and processes seen and felt. Different organizations do things differently. Culture has an immediate emotional impact at the artifacts level, but it is not really known why members of an organization behave as they do and why each organization is constructed as it is. In order to decipher what is going on, members must be interviewed about personal observations and attitudes within the group.

Second, espoused values would be the organizational strategies, goals, and philosophies such as teamwork, integrity, customer orientation, and quality. Information comes from organizational documents, pamphlets, or brochures that describe values, principles, and visions. A deeper level of thought and perception, however, is driving the overt behavior. The deeper level may or may not be consistent with the values and principles that are espoused by the organization. Organizations have different personalities providing different viewpoints that, at times, make it difficult to discover what is happening on a deeper level.

Third, basic underlying assumptions are tacit beliefs about the nature of the world and how to succeed in it. The essence of culture is jointly learned values, beliefs, thoughts, feelings, and assumptions that become shared and taken for granted as the organization continues to be successful. An analyst must understand the learning process that produces basic assumptions in order to understand a group's culture. The essence of culture lies in the pattern of basic underlying assumptions that make surface levels understood and dealt with appropriately (Schein, 1997: 26). The first two levels (artifacts and espoused values) are changeable in a relatively easy manner, but it is difficult to change underlying assumptions about a native culture.

2.2. Cultural Change

Cultural change must be crafted to touch the hearts and minds of people (Denison, 1989; Fullan, 2001). It is less a matter of managing than it is of leading. As a successful cultural-change initiative unfolds, it should be obvious to every member of the culture that leaders embrace the change. Senior leadership must share full accountability for the success of the initiative and not underestimate the challenge of creating a cultural shift. Human organizations build up massive inertia over time, and it takes near-Herculean initiative and determination to budge them. It is only with considerable effort that people shift beliefs, habits, thinking, and rationale away from how things have always been done. Such changes require a long-term commitment and sustained application of time and energy from leadership and the organization (Fitzgerald, 1988). It is also critical that the cultural-change processes be viewed as

ongoing, not as a simple program with a finite end. A personal executive coach should directly support senior leaders for at least the first few years of the change process so that they can sustain their commitment and effectiveness in role modeling the new cultural behaviors. It is important to point out that if the leaders do not change, the organization's culture cannot change (Crane, 2002: 205).

Motivating high performance requires alignment of the organization's strategy, structure, and culture (Becker et al., 2001). With high levels of alignment, the strategic direction of management is the primary organizing principle for the supporting organizational structure and the operative culture. Culture has many different definitions depending on the scope of its usage, but this study uses the loosely defined, common meaning of "the way things are done around here." Culture consists of attitudes, beliefs, and behaviors that both describe and guide the ways in which people interact. Leaders need to communicate how the organizational culture complements current management strategy.

Crane (2002: 208) suggests the principles of creating a culture that enables an organization to achieve and sustain high performance. To implement a change in culture there is a need to: (1) educate to the need; (2) define the new culture (vision and values); (3) align it ("get on or off the train"); (4) build skills and solve problems (application); (5) communicate continuously (ongoing and never ending); (6) systematize (implement changes in measurements, systems, and processes); and (7) coach to it.

Implementing a strategy to revise culture requires extraordinary persistence. Osborne and Plastrik (1997: 270-276) recommend three approaches to reshape culture, to "mold the organization's habits, hearts, and minds." First, tools for changing 'habits' are meeting the customers, walking in the customers' shoes, job rotation, internships and externships, cross-walking and cross-talking, institutional sponsors, contests, large-scale real-time strategic planning, workouts (group exercises in barrier-free climates), hands-on organizational experiences, and redesigning work.

Second, tools for touching 'hearts' are utilization of new symbols and stories, celebrating success, honoring failures, rituals, investing in the workplace, redesigning the workplace, investing in employees, and bonding events.

Third, tools for winning 'minds' are benchmarking performance, site visits, learning groups, creating a sense of mission, building shared vision, articulating organizational values, beliefs, and principles, using new language, in-house schoolhouses, and orienting new members. Furthermore, deliberate or planned cultural change requires high involvement from senior-level leaders. Such changes are unlikely to succeed, if internal stakeholders (including employees, management, and unions)

sense a lack of active commitment from the top of the organization.

High-performance organizations foster a work environment that contributes to continuous learning, improvement, and mission accomplishment that in turn provides both accountability and efficiency (Beyer and Cameron, 1997; Hanna, 1988). A high-performance agency's approach to the workforce is inclusive and draws on the strengths of employees at all levels and of all backgrounds. High-performance organizations also recognize that all employees (both those involved directly in the mission and mission support) help create organizational value and that job processes, tools, and mission support arrangements must be tailored to support mission accomplishment. A dedication to continuous learning and improvement not only helps an agency respond to change but also to anticipate change, creates new opportunities, and leads to pursuit of a shared vision that is ambitious in scope.

Existence of (and excesses in) management incentives is well known. Less well established and often poorly implemented are employee incentive programs. Incentives that are employee-based, result-oriented, attainable, and subject to balanced measures that reveal the multiple dimensions of performance are particularly important in steering the workforce. Incentives should be part of a performance management system under which employee performance expectations are aligned with the agency mission statement and in which personal accountability for job performance is reinforced by both rewards and consequences. Because agencies are increasingly knowledge-based, high-performing agencies must ensure employees have the right information technology resources to do their work and to gather and share information (GAO, 2000: 22-25). Performance culture is intended to empower and to motivate employees while ensuring accountability and fairness in the workplace.

In order to create a high-performance culture, one central question on performance management must be answered: "Is the agency's performance management system designed to improve individual and team performance and to steer the workforce towards embodying and effectively pursuing the agency's shared vision?" Another key question on performance incentives is as follows: "Are meaningful performance incentives in place to support the agency's performance management system?" (Crane, 2000: 22-23).²

2.3. The Role of Leadership

Culture does not always change just as leaders would wish. At times it will

² Other key issues include continuous learning and improvement, managers' roles, job processes, quality-improvement tools, mission support, information technology, inclusiveness, and labor relations.

harden into resistance and resentment. Often it will change too slowly to satisfy policy makers and other stakeholders (O'Reilly et al., 1991; Kotter, 1996). Therefore, the role of leadership, particularly in its manifestation as “coaching leadership,” is important to promote a high performance culture and to sustain the momentum for reform.

Leadership helps people connect what the relationship defines, measures, and rewards. Particularly, coaching leadership connects: (1) people-to-people to form trusting relationships, (2) people-to-processes for continuous improvement, (3) people-to-performance to focus on creating sustainable results, and (4) processes-to-performance to maximize results (Crane, 2002: 213).

First, people learn new things about one another, including preferences, personal values, career objectives, and personal and professional discovery. Through this deeper levels of trust and respect can develop as people enter into a coaching relationship. It is through transformational coaching dialogue that people learn how to work together more effectively and use the coaching process to leverage enhanced results.

Second, the transformational coaching process can be used to effectively focus people's attention on the continuous-improvement processes that lead to positive change, innovation, and renewal. Continuous improvement leads to enhanced ways of meeting work challenges. It starts with seeing the advantages and benefits of examining “the way we've always done it” and discovering better, faster, and simpler ways of satisfying customers' needs. This also includes developing a full range of quality-improvement tools to systematically capture improvement opportunities.

Third, connecting people to accomplishments is another primary objective of transformational coaching. It is an irony that our results-obsessed culture generally does a poor job of acknowledging people's contributions. Modern organizations still tend to view people as interchangeable and replaceable parts of the profit machinery. Too often, managers take personnel for granted and fail to deliver genuine appreciation and acknowledgement of the role employees play in accomplishing the objectives of the organization. Performance is enhanced when people develop genuine pride in themselves, their teams, and their organizations. Thus, human components must be acknowledged in task fulfillment.

Fourth, the coaching process helps people connect the performance objectives of teams with the work processes used to attain them. A results-obsessed mentality tends to discount process in favor of results. The total quality movement and process re-engineering have taught us that improving processes enhances performance. If process is the doorway to achieving enhanced performance, effective coaching is the key to

unlocking that potential (Crane, 2002: 213).

Ultimately, success and failure in institutional cultural change will come down to the quality of leadership. If an organization's leaders are committed, if they are willing to stick it out, if they are willing to invest the time it takes to communicate the new vision, and if they can prove their commitment to employees, leaders can succeed in implementing lasting cultural change in the organization (Osborne and Plastrik, 1997: 296).

2.4. Job Satisfaction and Job Performance

Schwab and Cummings (1970) and Nord (1976) identified three major perspectives regarding the relationship between satisfaction and performance.

1. Satisfaction causes performance: "Job satisfaction and job performance were positively correlated", "...human relations might be described as an attempt to increase productivity by satisfying the needs of employees," (Vroom, 1964).
2. Performance causes satisfaction: Lawler and Porter (1967) argued that "performance may lead to rewards, and rewards to satisfaction." They contended that a weak yet positive correlation existed between rewards and performance, and that a moderating effect of perceived equity could be expected.
3. Moderator approach: Moderator theorists "extended the Lawler-Porter model to include numerous other potential moderators", such as pressure, control, occupational group, degree of job fit, supervisory level, task difficulty, self esteem, need for achievement, and rewards. Some of these theorists suggested that the performance-satisfaction relationship was circular while others suggested it to be bi-directional.

Using a meta-analysis of the relationships between individual job satisfaction and individual performance, Petty et al. (1984) found that the relationship between individual job satisfaction and individual job performance is stronger and more consistent. Their findings also supported that the relationship between individual, overall job satisfaction and individual job performance may be moderated by job level.

3. Findings: Diagnosing Organizational Culture in South Korea as a Case Study

In order to assess organizational culture/climate processes³ in South Korean

³ Personnel Resources and Development Center, US Office of Personnel Management

public agencies, a modified and translated version of the Organizational Assessment Survey (OAS) as an Organizational Culture Assessment Instrument (OCAI)⁴ is used. This survey, designed by the U.S. Office of Personnel Management, is based on several dimensions that organizational theory, research, and practice indicate are related to organizational effectiveness.⁵ The OAS seems to be a useful diagnostic tool for describing employee perceptions concerning an organization's policies, practices, and procedures in 17 key areas or "dimensions."⁶

From April 2006 to May 2006, in order to assess organizational culture, the researchers collected 350 questionnaires (70 percent response rate; 350 from 500 questionnaires) from central government employees in various agencies in the South Korean government. The researchers focus on rewards/recognition, the role of leadership, the application of performance measures and employee's job satisfaction.

3.1 Descriptive Statistics – Diagnosing South Korean Organizational Culture

Table 1 shows the summary on rewards and recognition. Between 21.30% (Cash awards ...) and 35.09% (High performing employees are promoted.) of respondents reported that they agree or strongly agree that rewards and recognition are provided. Between 20.06% (High performing employees receive non-monetary rewards.) and 33.03% (Pay raises depend on ...), however, reported that they disagree or strongly disagree that rewards and recognition are followed by high performance. Between 40.06% and 49.24% reported that they neither agree nor disagree that high performing employees receive rewards and recognition. In response to "Supervisors are

(<http://www.opm.gov>)

⁴ The OCAI is based on a theoretical model entitled the *Competing Values Framework*. The *Competing Values Framework* has been found to have a high degree of congruence with well-known research tools that categorize the way people think, values and assumptions, and the ways information is processed (Cameron and Quinn, 1999: 28).

⁵ The survey contains approximately 129 items related to 17 key areas (called "dimensions"), personal experiences in the work place, and job satisfaction. Some examples of OAS items include: Rewards/Recognition (Employees are rewarded for providing high quality products and services to customers.), Training/Career Development (Employees receive the training they need to perform jobs.), Customer Orientation (There are service goals aimed at meeting customer expectations.), Leadership and Quality (Managers communicate the organization's mission, vision, and values.), Communication (Employees are kept informed on issues affecting their jobs.), Teamwork (Different work units cooperate to get the job done.), Diversity (Differences among individuals [for example, gender, race, national origin, religion, age, cultural background, disability] are respected and valued.), and Supervision (Supervisors provide fair and accurate ratings of employee performance.). There are additional demographic items that are tailored for each client and agency-specific items may also be added to the survey. For more details, visit <http://www.opm.gov>.

⁶ OAS dimensions are: rewards/recognition, training/career development, innovation, customer orientation, leadership and quality, fairness and treatment of others, communication, work environment/quality of work life, work and family/personal life, teamwork, job security/commitment to workforce, strategic planning, performance measures, and diversity.

Table 1: Rewards/Recognition

Question	SD	D	Neither D nor A	A	SA	Total
High performing employees receive monetary rewards	17 5.20%	67 20.49%	151 46.18%	86 26.30%	6 1.83%	327 100.00%
High performing employees receive non-monetary rewards	16 4.86%	50 15.20%	162 49.24%	95 28.88%	6 1.82%	329 100.00%
High performing employees are promoted	14 4.29%	59 18.10%	137 42.02%	106 32.52%	10 3.07%	326 100.00%
Supervisors are fair in recognizing individual accomplishments	16 4.83%	80 24.17%	150 45.32%	81 24.47%	4 1.21%	331 100.00%
Employees are rewarded for working together in teams	14 4.29%	69 21.17%	142 43.56%	88 26.99%	13 3.99%	326 100.00%
Pay raises depend on how well employees perform their jobs organization's mission, vision, and values	25 7.65%	83 25.38%	131 40.06%	76 23.24%	12 3.67%	327 100.00%
Cash awards depend on how well employees perform their jobs	25 7.72%	81 25.00%	149 45.99%	60 18.52%	9 2.78%	324 100.00%

SD: strongly disagree; D: disagree; A: agree; SA: strongly agree

fair in recognizing individual accomplishments,” particularly, 150 respondents (45.32%) out of 331 reported that they neither agree nor disagree that their supervisors are fair in recognizing individual accomplishments. This result implies that there is a problem in supervisor's recognition of individual achievement. However, about 21-27% of respondents reported that they either agree or strongly agree that individual achievements are tied with pay raises and cash awards. In order to promote a high-performance organization culture, there should be a systematic improvement on how to

Table 2: Leadership

Question	SD	D	Neither D nor A	A	SA	Total
Managers communicate the organization's mission, visions and values	6 1.83%	43 13.15%	138 42.20%	123 37.61%	17 5.20%	327 100.00%
Managers let employees know how their work contributes to the organization's mission and goals	6 1.82%	41 12.46%	117 35.56%	144 43.77%	21 6.38%	329 100.00%
Managers provide sufficient resources to promote improvement throughout the organization	8 2.44%	63 19.21%	148 45.12%	94 28.66%	15 4.57%	328 100.00%
Managers follow up on employee suggestions for improvements in products, services, and work processes	6 1.84%	45 13.80%	147 45.09%	120 36.81%	8 2.45%	326 100.00%
Managers set challenging and attainable performance goals	6 1.83%	43 13.15%	129 39.45%	134 40.98%	15 4.59%	327 100.00%
Employees have an understanding of the organization's mission, vision, and values	6 1.85%	32 9.85%	126 38.77%	144 44.31%	17 5.23%	325 100.00%

SD: strongly disagree; D: disagree; A: agree; SA: strongly agree

evaluate individual achievements and how to provide monetary and non-monetary awards that are tied with individual achievements. In terms of this perspective, there is a more room to be improved in order to promote a high-performance culture in South Korean government agencies.

Table 2 shows the employee’s perception on his/her organization’s leadership. Although about 40-50% (except for resource provision) of respondents reported that their leaders provide good leadership, in all, about 10-20% said that their leaders provide poor leadership. 71 (21.65%) out of 328 respondents either disagree or strongly disagree that managers provide sufficient resources to promote improvement. In order to promote a high-performance culture, it is important to provide necessary resources for improvement. About one half of the respondents reported that they have an understanding of the organization’s mission, vision and values. Employees reported, however, that managers need to communicate the organization’s mission, vision and values more. Furthermore, managers should follow up on employee suggestions for improvements in products, services and work processes.

Table 3: Performance Measures

Question	SD	D	Neither D nor A	A	SA	Total
Outcome/result measures are used to assess the overall performance of the organization	9 2.74%	42 12.80%	159 48.48%	109 33.23%	9 2.74%	328 100.00%
Employees are held accountable for achieving positive results	5 1.53%	41 12.58%	149 45.71%	121 37.12%	10 3.07%	326 100.00%
Assessments of the quality of systems, work processes, and products/services are performed at regular intervals across the organization	8 2.44%	33 10.06%	171 52.13%	103 31.40%	13 3.96%	328 100.00%
Information collected from customers is integrated with other key data and used to improve the quality of products and services	6 1.85%	38 11.69%	180 55.38%	93 28.62%	8 2.46%	325 100.00%

SD: strongly disagree; D: disagree; A: agree; SA: strongly agree

Table 3 shows the application of performance measures in government organizations. About 30-40% of respondents reported that performance measures are used in their organizations. About 12-15% of respondents said that performance measures are not used in their organizations. About 55.38% of respondents reported that they neither agree nor disagree that information collected from customers is integrated with other key data and used to improve the quality of products and services. It is important to accommodate information collected from customers in order to promote

customer satisfaction. Furthermore, only about 35.36% of the respondents agree or strong agree that assessments of the quality of systems, work process, and products/services are performed at regular intervals. By performing regular assessments, it might be possible to promote high-performance organizational culture since regular assessments can be an incentive to employees.

Table 4: Job Satisfaction

Question	VD	D	Neither D nor S	S	VS	Total
Your involvement in decisions that affect your work	6 1.75%	47 13.70%	203 59.18%	83 24.20%	4 1.17%	343 100.00%
The information you receive from management on what's going on in your organization	9 2.63%	55 16.08%	203 59.36%	72 21.05%	3 0.88%	342 100.00%
The recognition you receive for doing a good job	8 2.35%	34 10.00%	192 56.47%	100 29.41%	6 1.76%	340 100.00%
Your pay	18 5.26%	87 25.44%	187 54.68%	45 13.16%	5 1.46%	342 100.00%
Your opportunity to get a better job in your organization	8 2.33%	49 14.29%	200 58.31%	82 23.91%	4 1.17%	343 100.00%
The training you received for your present job	15 4.37%	53 15.45%	178 51.90%	88 25.66%	9 2.62%	343 100.00%
Your physical working conditions	23 6.74%	67 19.65%	169 49.56%	77 22.58%	5 1.47%	341 100.00%
Considering everything, how satisfied are you with your job?	7 2.04%	40 11.66%	179 52.19%	111 32.36%	6 1.75%	343 100.00%
Considering everything, how would you rate your overall satisfaction in your organization at the present time?	11 3.21%	58 16.91%	158 46.06%	105 30.61%	11 3.21%	343 100.00%
How satisfied do you think your organization's customers are with the products and services it provides?	5 1.46%	51 14.87%	200 58.31%	80 23.32%	7 2.04%	343 100.00%

VD: very dissatisfied; D: dissatisfied; S: satisfied; VS very satisfied

Table 4 shows employee's job satisfaction level. For most of questions, very few respondents reported that they were very satisfied. More than one half of respondents reported that they were neither dissatisfied nor satisfied with their job. 30.70% of respondents said that they were either dissatisfied or very dissatisfied with their pay. This dissatisfaction level is the highest among all dissatisfaction. The dissatisfaction with employees' physical working conditions and the information they receive from management on what's going on in your organization follow next. One of the striking results of this survey is that only about 25.36% of respondents either agree or strongly agree that their customers are satisfied with the products and services the organization provides.

3.2. Regression Analysis – Factors Affecting Job Satisfaction

We further analyzed those organizational factors that affect job satisfaction. To measure the job satisfaction level, we asked three questions.

1. Considering everything, how satisfied are you with your job? (Q#1)
2. Considering everything, how would you rate your overall satisfaction in your organization at the present time? (Q#2)
3. How satisfied do you think your organization's customers are with the products and services it provides? (Q#3)

Respondents can provide their answers based on a 5-scale Likert scale (1=very dissatisfied, 5=very satisfied). These job satisfaction scores were used as dependent variables in the regression models. We also used selected dimensions in OAS as independent variables in the regression analysis. Each dimension in OAS has several related questions so we derived an average Likert-scale score for each dimension. The average score for each dimension was used as an independent variable. Table 5 shows means and standard deviation of the variables used in the regression analysis. Most of the job satisfaction scores marked slightly higher than 3 (i.e., between “neither satisfied nor dissatisfied” and “satisfied”). The mean number of years worked as a government employee and worked in the current agency are between 1 and 3 years. Respondents' mean age is between 20 and 30 years old. Among 336 respondents (14 was missing), 217 (64.58%) were male and 119 (35.42%) were female.

Table 5 shows means and standard deviations of the variables that we used in the regression analysis.

Table 5: Means and Standard Deviations for the Variables Used in the Regression Analysis

Variable	Number of Observations	Mean	Standard Deviation
Q#1	343	3.2011	.7436
Q#2	343	3.1370	.8456
Q#3	343	3.0962	.7170
Leadership	332	3.3082	.6163
Training	330	3.2556	.6219
Innovation	328	3.0498	.6713
Customer Orientation	334	3.2891	.5957
Fairness	337	3.0848	.6858
Communication	322	3.1889	.6435
Employee Involvement	321	3.1687	.7088
Use of Resources	331	2.9854	.6491
Rewards/Recognition	332	2.9840	.6952
Work Environment	324	3.0010	.8017
Teamwork	325	3.2697	.6874
Readiness to Reshape Workforce	331	3.0796	.7444
Strategic Planning	331	3.1188	.6916
Diversity	335	3.0214	.6526
Supervision	321	3.0637	.6582
Personal Experience	343	3.1997	.5783
# of Years Worked as a Gov't Employee	337	2.6617	1.9635
# of Years Worked in the Current Agency	336	2.3810	1.8048
Age	336	2.6607	.5765
Ranking	333	6.0991	1.4224
Gender	336	1.3542	.4790
Ministry Type #1	350	.3914	.4888
Ministry Type #3	350	.1571	.3645
Ministry Type #5	350	.1257	.3320
Ministry Type #6	350	.0829	.2761
Ministry Type #8	350	.1371	.3445

Table 6: Regression Output

Variable	(Q#1)	(Q#2)	(Q#3)
Leadership	-.0137 (.0820)	.1341 (.0868)	-.0101 (.0785)
Training	.1043 (.0863)	.1551* (.0912)	.0510 (.0825)
Innovation	.0675 (.0780)	.1664** (.0825)	.1383* (.0747)
Customer Orientation	.0012 (.0906)	-.2819*** (.0958)	.0788 (.0866)
Fairness	.0922 (.0921)	.0312 (.0974)	-.0312 (.0881)
Communication	-.0897 (.0991)	-.0782 (.1048)	-.0044 (.0948)
Employee Involvement	-.1317* (.0754)	-.1135 (.0798)	-.0298 (.0722)
Use of Resources	-.1268 (.0933)	.0532 (.0986)	.1521* (.0892)
Rewards/Recognition	.1415* (.0852)	.1248 (.0900)	-.1053 (.0815)
Work Environment	.0534 (.0585)	.0074 (.0619)	-.1229** (.0560)
Teamwork	.1758* (.0704)	.1820** (.0744)	.1906*** (.0673)
Readiness to Reshape Workforce	-.0768 (.0713)	-.0242 (.0754)	-.0350 (.0682)
Strategic Planning	.0076 (.0905)	.0378 (.0956)	-.0057 (.0865)
Diversity	-.0352 (.1045)	-.0248 (.1105)	.2281** (.1000)
Supervision	.0885 (.0909)	.1258 (.0962)	-.0085 (.0870)
Personal Experience	.4943*** (.0953)	.3876*** (.1008)	.3229*** (.0912)
# of Years Worked as a Gov't Employee	-.0442 (.0469)	-.0645 (.0496)	.0709 (.0448)
# of Years Worked in the Current Agency	-.0228 (.0398)	-.0976** (.0421)	-.0445 (.0381)
Age	.1575** (.0805)	.2531** (.0851)	.0520 (.0770)
Ranking	.0167 (.0580)	-.0670 (.0614)	-.0169 (.0555)
Gender	.0792 (.0801)	.1338 (.0847)	-.0897 (.0766)
Ministry Type #1	-.2056 (.1614)	-.2919* (.1707)	.0108 (.1544)
Ministry Type #3	.0344 (.1887)	-.2890 (.1995)	.0235 (.1804)
Ministry Type #5	-.3230* (.1908)	-.6077*** (.2018)	-.2828 (.1826)
Ministry Type #6	-.2834 (.2064)	-.3940* (.2182)	.0261 (.1974)
Ministry Type #8	-.0835 (.1786)	-.2548 (.1889)	.0575 (.1709)
Constant	.5128 (.4797)	.2932 (.5072)	.5527 (.4589)
R ²	.3752	.4446	.3731
N	304	304	304

*** p-value < 0.01; ** p-value < 0.05; * p-value < 0.10

Ministry Type #1: managerial and administration agencies; Ministry Type #3: : economic-related agencies; Ministry Type #5: social-issue related agencies; Ministry Type #6: unification and foreign affairs agencies; Ministry Type #8: administrative commissions. We left Ministries #2, #4, #7, and #9 out due to a small number of observations.

Table 6 shows the regression results on job satisfaction. For Q#1 (i.e., Considering everything, how satisfied are you with your job?), Employee Involvement and Ministry Type #5 (i.e., social-issue related agencies) negatively and statistically significantly affected job satisfaction. For example, working in social-issue related agencies/ministries, employees are less satisfied with their job. Rewards/Recognition, Teamwork, Personal Experience within the current workplace, and Age positively and statistically significantly affected job satisfaction. By providing Rewards/Recognition, employees were more satisfied with their job. Working as a team enhanced job satisfaction as well. The older employees tend to satisfy with their job compared to younger employees.

For Q#2 (i.e., Considering everything, how would you rate your overall satisfaction in your organization at the present time?), Training, Teamwork, Personal Experience, and Age positively and statistically significantly affected job satisfaction. However, Customer Orientation, Number of Years Worked in the Current Agency, Ministry Types #1, #5 and #6 and statistically significantly negatively affected job satisfaction. For example, Number of Years Worked in the Current Agency negatively affected employees' job satisfaction. We suspect that since employees have done the same/similar jobs repeated over time, they might have been tired of doing it. It might cause to lower the satisfaction level.

For Q#3 (i.e., How satisfied do you think your organization's customers are with the products and services it provides?), Innovation, Use of Resource, Teamwork, Diversity and Personal Experience positively and statistically significantly affected job satisfaction. However, Work Environment negatively and statistically significantly affected job satisfaction. For instance, Innovation (e.g., risk-taking, creativity, new practices, etc.) positively affected job satisfaction. Managers and leaders should be aware that innovative ideas/minds could promote employees' satisfaction.

Overall, Teamwork, Rewards/Recognition, positive Personal/Experience and Age are positively affected employees' job satisfaction. By knowing these factors, it would be possible to promote a high-performance organizational culture in government agencies.

4. Discussion: Practical Application and Organizational Assessment

Many countries around the world carry out various reform measures in order to improve their respective government's performance and organizational effectiveness. Typically, each government designates a certain office or task force to implement reformative initiatives such as a performance management system, quality management,

business process reengineering, customer satisfaction, restructuring, strategic planning, and management reform. In order to make such reform efforts successful, an office or task force in charge of such reforms typically utilizes various strategies for smooth implementation or soft landing of reform initiatives.

Some reform efforts produce positive results, but some efforts fail. Even a reform initiative that made substantial impacts on public bureaucracy often does not last long. As time passes, resistance, reform fatigue, resentment and inertia within a bureaucracy undo the positive things that were done. In the case of Korea, for example, the president has a single fixed term of five years. In the first two or three years of a given presidency, government employees are susceptible to government reform. After that, however, the momentum for reform shrinks due to the lame duck status of the leader driving the reform.

Former and current Korean presidents introduced various reform measures in their government (Kim, 1996, 2000; Kim and Moon, 2002), but outcomes of such initiatives did not last long. For example, the Korean government introduced several changes such as management by objective and performance-related pay, but a substantial degree of criticism against these initiatives still exist today because such systems do not function well. There might be several reasons for problems such as this. One major reason could be poor system design and implementation without sufficient preparation. Another major reason could be a cultural issue. The Korean government attempted to inject several market mechanisms into public service where the hierarchy culture is still dominant, but discrepancies between the current culture and preferred future culture (the market culture) stymied reform.

Another typical problem is misunderstanding and lack of communication. From time to time, there is a tendency for officials in charge of government reform to treat ordinary government employees, who do not easily support reform plans, as an anti-reform force. For their part, employees who are reluctant to support government reform plans in an earlier stage say that they are not part of an anti-reform force and are simply afraid of the impacts of change. One lesson from such incidents is that reform should not be the highest value that we pursue. Reform cannot overwhelmingly dominate or quickly force the change of government employee behaviors. Therefore, those who lead government reform should communicate with ordinary government employees for better understanding and broader participation. Without such efforts, the simple mandate of reform measures from the top down would be too naïve to succeed beyond the superficial.

Government official behavior and work processes can change for a short period

of time by force or by threat, but such efforts cannot change employee mindset and perceptions easily. Organizational structure and processes can be changed by force, but it would be very difficult to force the promotion of team spirit and change the deeper level of culture. In addition to systemic control and other strategies, cultural strategies are important in order to build high-performance government organizations.

In the process of government reform, some ideas are over-emphasized and some are under-developed. In order to reduce such problems, a master cultural change process for the organization should be mapped out. The first step would be to make an organization-wide cultural assessment to provide the organization with a starting point on the map leading toward change. Such a map ensures that the organization (leaders and employees) is clear from the outset where it culturally is now, why it needs to change direction, and where it needs to go. Steps for designing an organization-wide cultural change process are: (1) diagnosis and consensus about the present, (2) diagnosis and consensus about the future, (3) clearly stating what it means, (4) illustrative stories, (5) strategic action steps, and (6) an implementation plan (Cameron and Quinn, 1999: 77-89).

The organizational assessment we performed in this study is the first attempt to comprehensively diagnose an organization-wide cultural assessment in Korean government agencies. Based on the findings in the Korean case, the largest proportion of respondents reported that they “neither agree nor disagree” or “neither satisfied nor dissatisfied”. Furthermore, a large proportion of respondents reported that they either disagree or strongly disagree with the current framework rewards/recognition, leadership and performance measures. In order to promote a high-performance government culture, it is important to adopt the above procedures that Cameron and Quinn (1999) recommended when designing an organization-wide cultural change process.

There is also a need to figure out why well-planned reform measures often fail. Growing into success is not an easy thing to experience. The biggest drawback we have to deal with is the fear of failure, which itself can lead to many disastrous outcomes. Failing is, however, one of the best tutors in development (Fortune and Peters, 1995). With regard to government reform, we need to learn many things from past failures in implementing cultural change, structural reengineering, restructuring, and system change.

5. Summary and Conclusions

Fragmented and sometimes alarming change makes it difficult for any

organization or manager to stay current, to accurately predict the future, and to maintain constancy of direction. Things usually do not turn out as planned. The failure rate of most planned organizational change initiatives is dramatic. Many cases of reengineering, quality management, strategic planning, and downsizing efforts have failed or have created problems serious enough that the survival of the organization was threatened (Cameron and Quinn, 1999). Several studies (Kotter and Heskett, 1992; Kim et al., 1995; Cameron and Quinn, 1999) reported that the most frequently cited reason given for failure was a neglect of the organization's culture. Failure to change the organizational culture doomed the other kinds of organizational changes that were initiated.

Change in an organization can start in any place where it finds conditions to nurture and support it. In order to create high-performance organizations, supportive or coaching leadership is a prerequisite. Every change process depends on leadership, to some degree. Leaders of high-performance organizations must be creative, flexible, resilient, and extremely good communicators or facilitators of dialogue (Popovich, 1998: 174).

In order to examine a cultural shift, it is necessary to assess organizational culture because of the need to both change and maintain stability in the face of increasingly turbulent external environments. Having a diagnostic instrument to identify core organizational cultural values can be an especially useful tool in the effective management of organizational change. The OCAI is one of the tools that we use to identify organizational concerns and to indirectly measure change in an organizational culture.⁷ To help facilitate change in government agencies, it is often recommended to use the OCAI employee survey and interviews to gain a baseline measurement of the organization's culture. Next, it is suggested that the organization form action teams to develop and oversee implementation of plans that address a high priority issue. The impact of these changes is evaluated through the next administration of the OCAI and by other measures such as customer service surveys. Active and visible support from senior-level leaders is needed to ensure that action plans are developed, implemented, and evaluated.⁸

⁷ Other measures such as questionnaires or interviews with the organization's customers and other key external stakeholders can yield valuable insights as well.

⁸ Matches between the dominant culture of the organization and its leadership styles, management roles, human resource management, quality management, and effectiveness criteria contribute to higher levels of performance than do mismatches. Mismatches may create systemic stumbling blocks that prevent or slow change. So the congruence of these various elements in organizations is a prerequisite to high performance, and is useful as a guide for enhancing organizational effectiveness as well as for facilitating culture change.

To help facilitate change in Korean government agencies, active and visible support from senior-level leaders is essential. Our case study results show that there is a more room to be filled in from a leadership perspective. Both managers and employees should be more aligned with organization's mission, vision and values. Managers should follow up on employee suggestions for improvements in products, services, and work processes. Furthermore, managers should provide sufficient resources to promote improvement.

As Schwab and Cummings (1970) and Nora (1976) identified one of three major perspectives regarding the relationship between satisfaction and performance is satisfaction causes performance. That is, job satisfaction and job performance are positively correlated. As our findings indicated, Teamwork, Rewards/Recognition, positive Personal/Experience and Age all positively affected employees' job satisfaction. In order to promote a high-performance organizational culture in Korean government agencies, it is necessary to have discussions and make a consensus in how to change these factors and how to implement those organizational changes.

A common mistake in organizations desiring to improve is that they do not take time to develop a consensus among employees about where the organization is starting and where it needs to go. Unsuccessful organizations often launch right into a new change program without considering the need to develop a common view of the current culture, the need to come to a common understanding of what change means and does not mean, and identification of the specific changes that will be started, stopped, and continued (Cameron and Quinn, 1999: 92). In some cases, attempts are made to promote espoused values of teamwork, integrity, and competitiveness. When procedures and strategies are altered, however, organizations often return to the status quo after a short period of time because basic underlying assumptions remain the same. There is a need to change the deeper level of culture in order to make high-performance government organizations.

In sum, cultural change could happen at different levels ranging from the easily observable to the virtually invisible. A change in process or policy does not necessarily lead to cultural change. Therefore, it is fair to say that real cultural change requires that the organization's members accept the changed behaviors, beliefs, or assumptions and that the change is sustained over a relatively long period of time.

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Appendix: Techniques to Perpetuate or Change Organizational Culture

Techniques	Degree of Importance
Top management support	Very great
Training	
A statement of values and beliefs	Great
Communicating desired values and beliefs	
Management style	
Rewards, incentives, and promotions	
Organizational gatherings	
Organizational structure	
Systems, procedures, and processes	
Staff changes	Moderate
Stories, legends, and myths	
Company/agency heroes and heroines	
Hiring the right people	Some
Slogans	
Assigning a culture manager	

Source: Pan Suk Kim, Wolfgang Pindur, and Keith Reynolds, 1995. "Creating a New Organizational Culture: The Key to TQM in the Public Sector," *International Journal of Public Administration* 18 (4): 675-710.